



Client: Australian Jockey Club Ltd

Royal Randwick Racecourse Spectator Precinct

Statement of Heritage Impact



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Introduction

1.0

1.1 Background

This Report has been prepared to accompany a Project Application for the refurbishment of the Spectator Precinct of Royal Randwick Racecourse, Alison Road, Randwick. The development is being considered as Major Project application number MP 10_0097 under Part 3A of the *NSW Environmental Planning and Assessment Act 1979*.

The Report evaluates the proposed architectural drawings, prepared by Fitzpatrick Partners, Tonkin Zulaikha Greer, and the accompanying landscaping concept, prepared by AECOM.

1.2 Report Objectives

The main objective of this Heritage Impact Statement is to analyse the overall heritage impact of the proposed development in relation to the Environmental Planning Instruments (EPIs) specified in the Director General Requirements (DGR) and the guidelines of the Heritage Branch of the NSW Department of Planning.

1.3 Methodology and Structure

This Heritage Impact Statement has been prepared in accordance with guidelines outlined in the *Australia ICOMOS Charter for Places of Cultural Significance, 1999*, known as *The Burra Charter*, and the New South Wales Heritage Office publication, *NSW Heritage Manual*.

The Burra Charter provides definitions for terms used in heritage conservation and proposes conservation processes and principles for the conservation of an item. The terminology used, particularly the words *place*, *cultural significance*, *fabric*, and *conservation*, is as defined in Article 1 of *The Burra Charter*. The *NSW Heritage Manual* explains and promotes the standardisation of heritage investigation, assessment and management practices in NSW.

1.4 Site Identification

The subject comprises part of the Spectator Precinct (defined on the Key Precincts map in the *Royal Randwick Racecourse Development Control Plan*) of the Royal Randwick Racecourse, as shown in Figure 1.1.



Figure 1.1
Shows the subject site, part of Spectator Precinct of the Royal Randwick Racecourse, outlined in red

Source: *Clause 6 Request & Preliminary Environmental Assessment - Royal Randwick Racecourse Spectator Precinct (Spectator Precinct PEA Report)*, Urbis, July 2010

1.5 Heritage Management Framework

The DGR for this project note the following in relation to heritage:

Key Issues

2. Built Form and Urban Design Impacts

The EA shall demonstrate that the design and visual impact of the development is consistent with the desired future character of Royal Randwick Racecourse and the general locality as described in the relevant planning instruments. The assessment should address the following issues:

- Heritage and conservation significance of the individual heritage items on the site, surrounding heritage items, and the Conservation Area as a whole*

5. Heritage

- A Heritage Impact Statement (HIS) shall be prepared identifying the potential impacts of the proposed development on any items, areas or places of natural, Aboriginal, historic, industrial or archaeological significance on the site and in the surrounding area in accordance with the requirements of the NSW Heritage Council guidelines and Manual.*

The relevant EPIs and guidelines, pertaining to heritage, that are to be addressed as part of the key issues are the *Randwick Local Environmental Plan (LEP) 1998* and the *Royal Randwick Racecourse Development Control Plan (DCP) 2007*.

The subject site is part of the Racecourse Precinct Heritage Conservation Area, as shown on the *Randwick LEP* Heritage Map, and is adjacent to the Members Stand (Official Stand), listed as an item of local heritage significance in the *Randwick LEP 1998* and in the vicinity of locally listed heritage items at 10-12, 58 and 68-82 Doncaster Avenue, Kensington.

1.6 Authorship

This Report has been prepared by Graham Brooks and Associates Pty Ltd. Unless otherwise noted all of the photographs and drawings in this Report are by Graham Brooks and Associates Pty Ltd.

1.7 Report Limitations

This Report is limited to the investigation of the European history of the site. Recommendations have been made on the basis of documentary evidence viewed and inspection of the existing fabric.

The analysis in this Report is based on the historical information contained in the Draft *Royal Randwick Racecourse Conservation Management Plan* Volumes I and II, prepared for the Australian Jockey Club by Godden Mackay Logan in December 2006. No additional historical research has been undertaken in the preparation of this Report.

Historical Summary

2.0

The following summary of the significant changes to the built fabric of the Royal Randwick Racecourse has been predominantly compiled from the historical overview of the site provided in Godden Mackay Logan's *Draft Royal Randwick Racecourse Conservation Management Plan* (2006).

2.1 Establishment of the Randwick Racecourse

In 1842, an organization known as the Australian Jockey Club (AJC) was established in order to raise the profile of racing in the Sydney area. Early horse racing events, which had been initially staged at Homebush, were abruptly halted when the grandstand was destroyed by a fire in 1859, leaving the AJC in a position to seek a location that was better suited for horse racing activities.

AJC president, Edward Deas Thomson, approached the government for a grant of land of the old Sandy Course at Randwick, originally nominated by the state government as a racecourse reserve comprising 202 acres, but which had been effectively unused since the 1830s. Upon Thomson's inspection of the site, the track was found to be in poor condition and lacking grandstands or enclosures, and with substantial improvements needed to render the racecourse functional. A 'temporary' tiered grandstand designed by architect John Hilly was constructed to accommodate 700 people, together with refreshment rooms, a bar, ladies retiring rooms, and stewards rooms. The track itself was re-grassed with various species, while the 1 ¼ mile course was measured out to feature a steep rise known as Constitution Hill.

The grandstand and its enclosures, which remained on site until 1875, were located on the north western side of the racecourse. To the southeast of the racetrack was a training ground. The boundaries of the early racecourse were marked by two sets of entrance gates, the first in present-day Doncaster Avenue, with the second set in Alison Road. The northern boundary of the racecourse extended in a straight line from Alison Road across to Doncaster Avenue. The north-west corner of the existing racecourse, which extends along the whole Alison Road street frontage, did not form part of the early racecourse site, instead falling under the future Centennial parklands area.

2.2 Development of the Racecourse

The AJC first held a race meeting at the site between the 29-31 May 1860, with more than 6,000 attendees on the opening day, swelling to 10,000 by the last day of the meeting. The success of the enterprise was marked by the sheer volume of attendees – with just under 57,000 people in Sydney at the time, a 10,000-strong crowd was a triumph for the AJC. For the public, it was an inexpensive day out, as the racecourse itself was not enclosed and only the grandstand area required payment of an entry fee – anyone could watch the races free of charge. A 'tent city' mushroomed to cater for the thirst and hunger of the crowd, with publicans setting up booths to maximize the opportunity and providing free entertainment such as Punch and Judy puppet shows and bands to draw patrons.

With such an enthusiastic response to the opening, the long-term success of the racecourse was all but assured. Its longevity was guaranteed in 1863, when the AJC was granted the 202 acres for 'public recreation', effectively allowing the AJC freedom to construct permanent racecourse infrastructure. While the grant included provision for a wide range of activities including cricket and rifle shooting, the land was principally to serve as:

A race course upon which horse races may be run under the direction of the Australian Jockey Club or of any other club or association now existing or which may be founded for the purpose of horse racing... as a training ground for the purpose of training horses intended to race and also for the erection of training stables and temporary dwellings for the use of persons engaged in training race horses."

The first construction work underway was for the erection of the Derby Stand in 1865, sited on the northeastern side of the Hilly's 'temporary' grandstand. This was followed in 1867 by the first St Leger Stand, which stood on the southwestern side of the grandstand.

In 1873, the passing of the *AJC Act*, which allowed for a twenty-one year lease on the land and the authority to charge admission fees to the course and race-related buildings, initiated a phase of significant site development stimulated by the land's security and increased revenue. Given a green light, the AJC methodically set about redeveloping the site.

Hilly's grandstand was the first to be demolished in 1875-6, to make way for a larger grandstand designed by an unknown architect. This new grandstand was made of brick on stone and concrete, measuring 67 metres in length and featuring tiered undercover seating, private boxes for the governor and the AJC committee, refreshment rooms, telegraph office and journalists and reporters area. The grandstand's demolition was followed by the demolition of the Derby and St Leger Stands in 1880 and 1882 respectively. A new St Leger's Stand was then constructed, being a long, modestly scaled timber building featuring a rear extension for bars and restaurants.

In addition to the core buildings necessary for the racecourse's activities, the AJC's 1870s building works sought to formalize the site by enclosing the racecourse within a timber paling fence and gates, enabling the organization to charge an entrance fee. The principal entrance gate was sited on Alison Road, with a secondary gate on Doncaster Avenue. It would appear that the site was enclosed by 1875; this was replaced with a higher fence c.1911-1914.



Figure 2.1

View of the racecourse, before commencement of construction works in the mid-1870s. The St Leger Stand is at far left (demolished 1882); the 1860 Hilly Grandstand at centre (demolished 1875); and the Derby Stand at right (demolished 1880).

Source: State Library of New South Wales

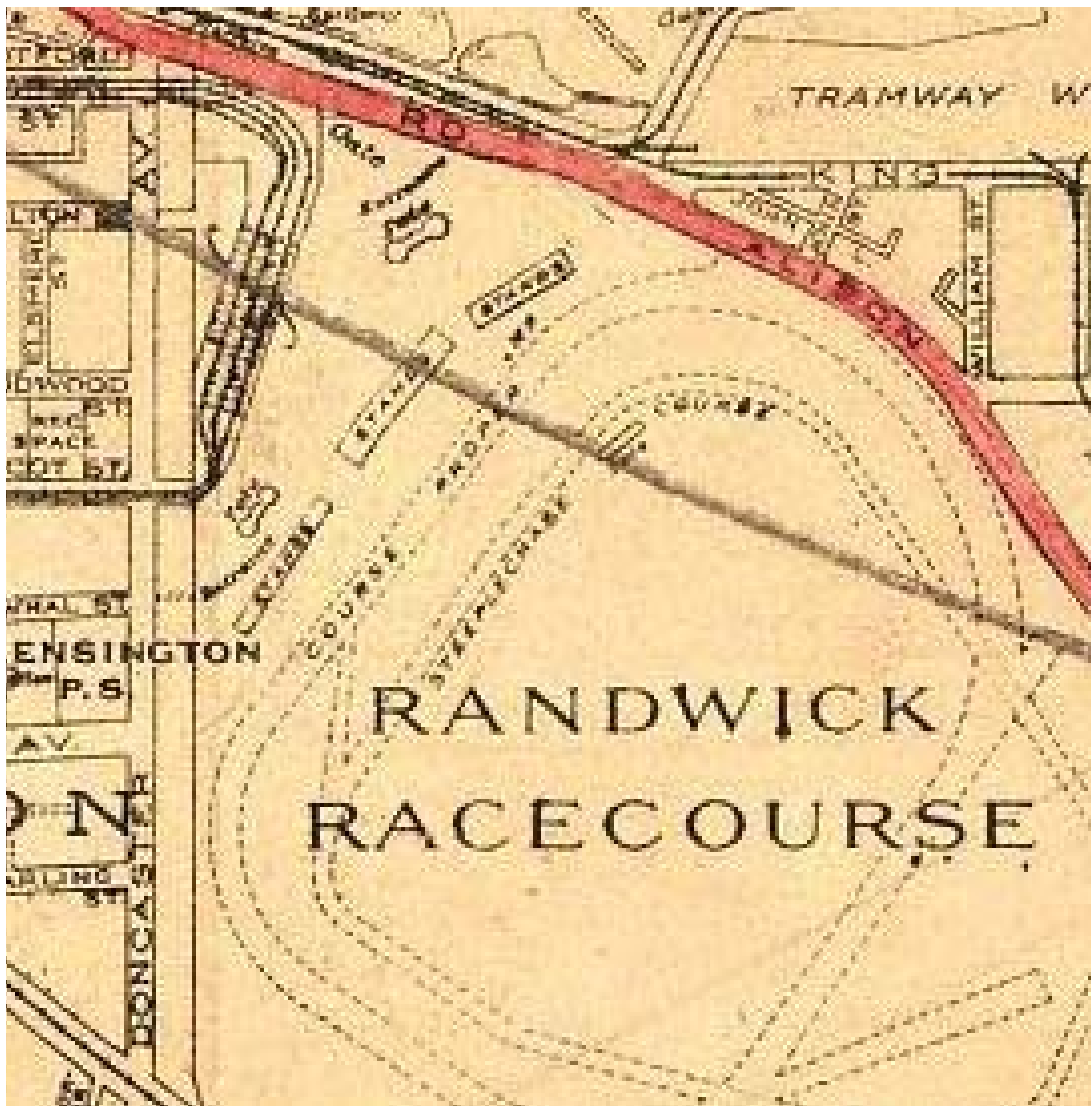


Figure 2.2

Detail of early Parish Map showing the first three stands on the site, together with two entrance gates.

Source: New South Wales Lands and Property Management Authority

The 1880s marked Sydney's acknowledgment of the racecourse as an integral place within the city's consciousness. Upon the opening of a steam tram route in the city in 1879, work commenced on a tramway extension running from the city south to the sports grounds, servicing the Royal Agricultural Showground, the Cricket Ground and the racecourse. The tramway extension was open for business in September 1880, terminating at Alison Road, outside the original entrance to the racecourse. Within the next two years, this line was extended further to Randwick, with the racecourse siding extended to form a loop siding. The tramway line to the racecourse both reinforced the high-profile status of the site, whilst simultaneously providing it with the means to boost its popularity by further improving public access to the racecourse.

The most significant new structure on the site, erected as part of this phase of growth, was the Official (or Member's) Stand, which was constructed on the site of the demolished Derby

Stand and made ready for use by the Anniversary Day meeting in January 1886. Designed by G.A. Morell, the new stand was constructed of brick and stood two stories high. It had a length of 33 metres and could comfortably hold 450 race-goers on its upper level. The ground floor of the Official Stand initially included a bar, telegraph office/media area and refreshment rooms, with the building eventually extended in 1913 and 1920.

In 1889, an iron railing was erected between the Grandstand and the (replacement) St Leger Stand, effectively creating two distinct enclosures known as the St Leger Reserve and the Saddling Paddock Reserve. The latter enclosure also held the race day stalls, where horseflesh was on display both before and after the races. These stalls effectively formed a rough triangle, sited in the northwestern corner of the Saddling Paddock enclosure.

By the last decade of the nineteenth century, then, the principal racecourse infrastructure had been established. The facilities built for the racegoers included large stands, refreshment areas, viewing enclosures, and a tramway, and the racecourse was well established as a recreational outlet that was popular with the Sydney community.

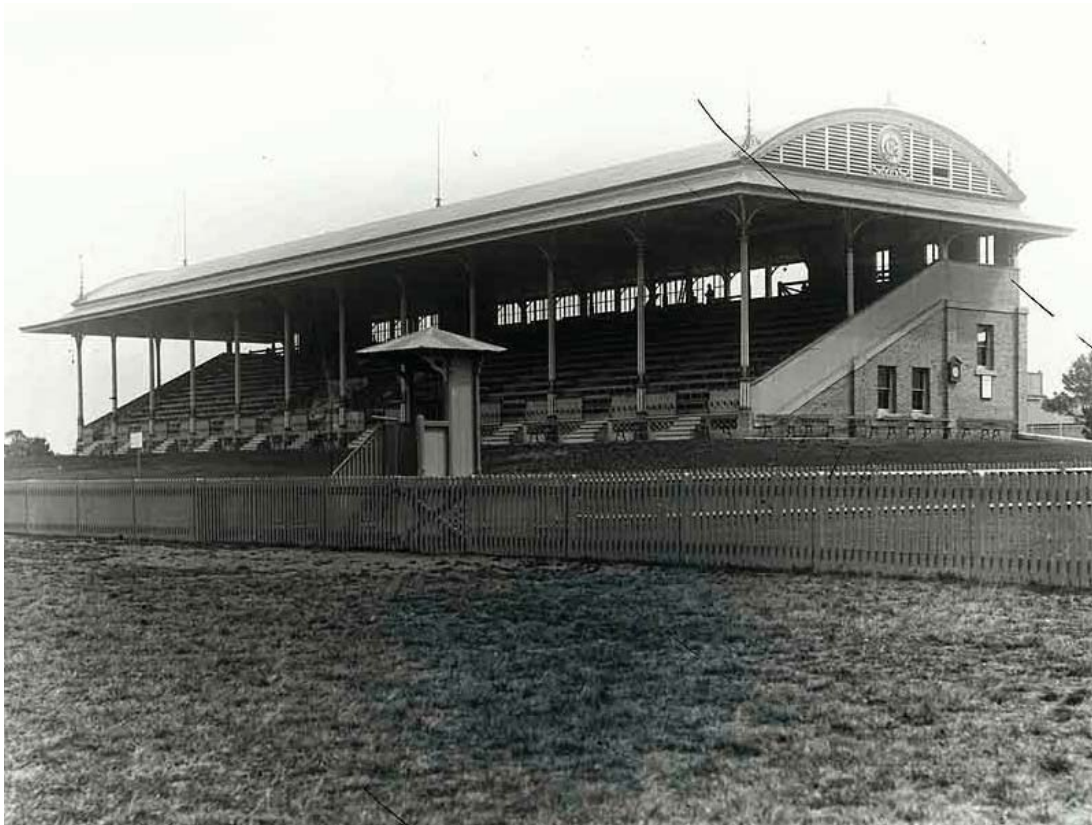


Figure 2.3
View of the second Grandstand, which was completed in 1876. This new grandstand facility offered private boxes, a telegraph office and refreshment rooms.

Source: State Library of New South Wales

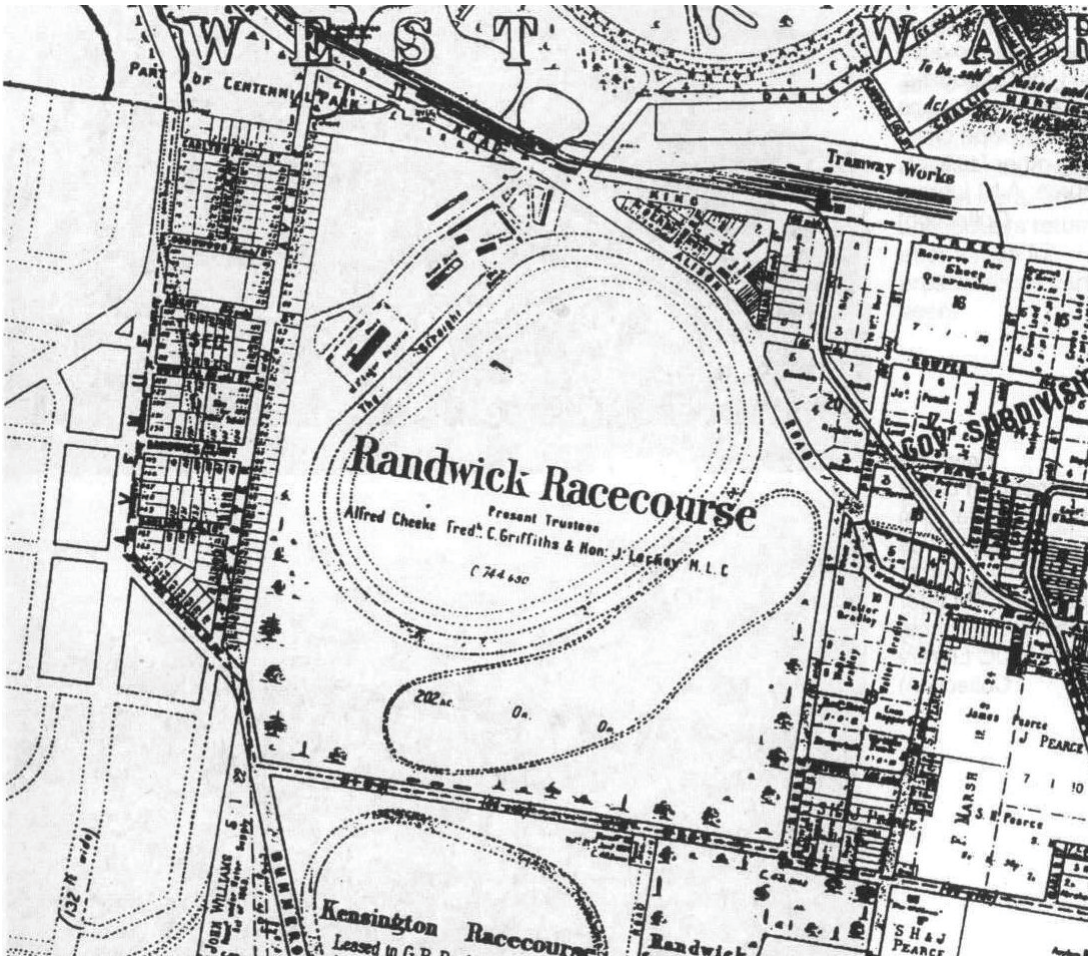


Figure 2.4

Plan of the Randwick Racecourse, 1892, with the three stands (St Leger, Grandstand, and Official Stand) clearly identifiable in the north-western quadrant of the racecourse site. The St Leger Stand featured a fenced perimeter, creating the St Leger Reserve. Ancillary buildings on the site included stable buildings and race day stalls.

Source: State Library of New South Wales

2.3 Early Twentieth Century Expansion

The runaway success of the Randwick racecourse meant that as the population of Sydney grew, greater pressure was put on the racecourse infrastructure. The highest priority was the problem of the tramway, which proved unable to cope with the sheer volume of patrons wanting to use public transport to and from the site. The first attempt to resolve the problem was the construction of a dedicated tram station with a single track loop on the racecourse site in 1900; this was soon followed by an overhead pedestrian bridge and extended platform by 1902, and a line duplication in 1904. Demand remained high, so that by 1909, there was a total of six tram lines at the racecourse site, together with new pedestrian overhead bridges and platforms. These were accompanied by tram sidings and storage areas, sited in the northwest corner of the racecourse site on land formerly designated as part of Centennial Park. This effectively extended the original racecourse boundary along Alison Road, terminating at the corner of Doncaster Avenue. In spite of these measures, by 1914 the pressure on the tramway had built to such an extent that the AJC decided it was necessary to redesign the entry way to the Saddling Paddock enclosure. The earlier tramway entrance was replaced by a turnstile

building with pedestrian subway under a road bridge, complete with an additional eight ticket selling windows and a further five turnstiles, bringing the total to sixteen and eleven respectively. The other advantage of the new design was that it kept the foot traffic steamed away from the increasing motor car traffic. With the outbreak of World War I in 1914, this tramway proved a godsend, when the Australian military flocked to Randwick to establish a tent city in the Infield area of the racecourse.

In conjunction with the expansion of the tramway network, on-site facilities were upgraded to keep pace of the demands made by the racing community and the general public. This phase of works, comprising a series of buildings with various uses, was designed by Robertson and Marks, and heralded a long-running relationship between the AJC and the Sydney architectural firm. With founding partner Theodore Marks a member of the AJC and an enthusiastic horse owner and race-goer in his own right, there appears the likelihood that this gained the architectural firm an advantage when it came to securing the work. Irrespective of the criteria under which the architectural firm was engaged, the long-running relationship between Robertson and Marks and the AJC meant that the buildings constructed on the racecourse site over the course of the twentieth century shared a number of architectural characteristics, which served to present a unified group of buildings.

The first item on the agenda was the Grandstand, which was widened, gained ten additional rows of seating, and boasted three new dining rooms by 1914. Other work on the Grandstand was an upper deck, added in 1911, extension of the official stand to provide more space for journalists, jockeys and officials on the ground and first floors, and seating at gallery level for the public spectators. This work on the Grandstand was complemented by construction of a Ladies Stand (later the Members/ Queens Stand) in 1910, and the construction of the third St Leger Stand, which provided seating for 11,500 race-goers. This was followed by the 1912 construction of a cottage built on the site of a demolished ranger's cottage on nearby freehold land in Doncaster Avenue. The former Swab Building was constructed as a men's lavatory c.1913-1914. Also constructed during this period was the 1914 Tea House, built in the Saddling Paddock area and intended to replace the members' tea room and the public tea room, both of which had been located at the rear of the Grandstand. The 1914 Tea Room burnt down in 1917 and was immediately rebuilt, to the same design.

Also constructed in 1917 were the automatic Totalisator buildings, which served as a system to regulate gambling. It was a form of machine betting whereby tickets were sold from a series of selling booths on the horses entered for a race and the total of all tickets sold on the race recorded. The Randwick Totalisators were the fourth in the world to be installed, behind New Zealand, Perth and Brisbane; it was the first to be installed in New South Wales. These were erected in the Saddling Paddock and St Leger reserves and on the Flat in the Infield, over protests from some quarters that the new machines would encourage gambling. In the end, government wartime restrictions won out; with extra revenue to be gained from a tax incurred on the new Totalisators, the government's need for revenue proved greater than moral concerns.

A comparison of Figure 2.4 with 2.8 and 2.9 illustrates the relocation of the race day stalls during the 1890s-1919. It appears that apart from the demolition of the ranger's cottage and the construction of the new tramway turnstiles, the race day stalls were relocated further to the north and west. The earlier race day stalls had also included a casualty room as well as a hitching area for private horses, with motor car stalls (garages) from at least 1907. While still acting as an enclosing wall to the Saddling Paddock, the race day stalls no longer contained the casualty rooms, which had been replaced with a hospital building close to the tramway entrance in the Saddling Paddock. They did, however, contain two public entrances to the course, one being the tramway turnstile building and a second in the northern wall.



Figure 2.5
 Photograph taken in 1914 of the saddling paddock and tea house
 Source: National Library of Australia

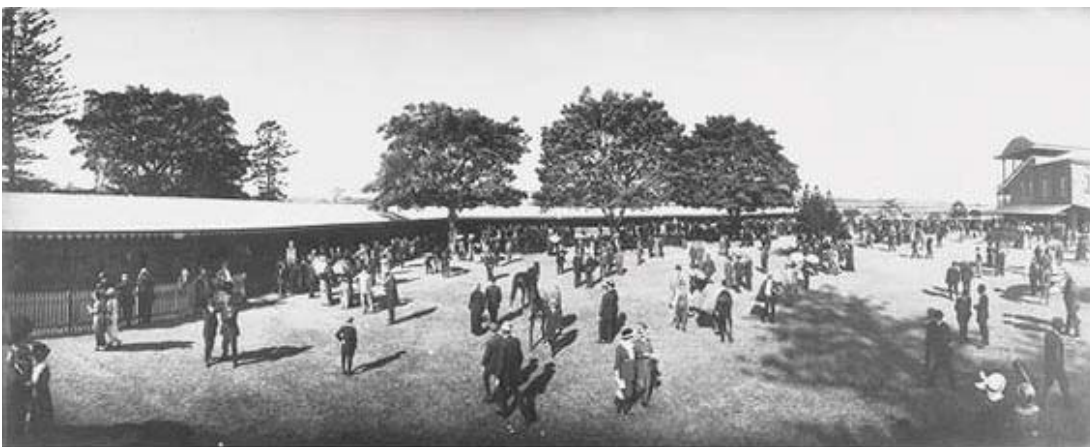


Figure 2.6
 View of the saddling paddock and race day stalls, 1914
 Source: National Library of Australia



Figure 2.7
 View of the "Weighing Yard, Official and other Stands and Judge's Box", 1914
 Source: National Library of Australia

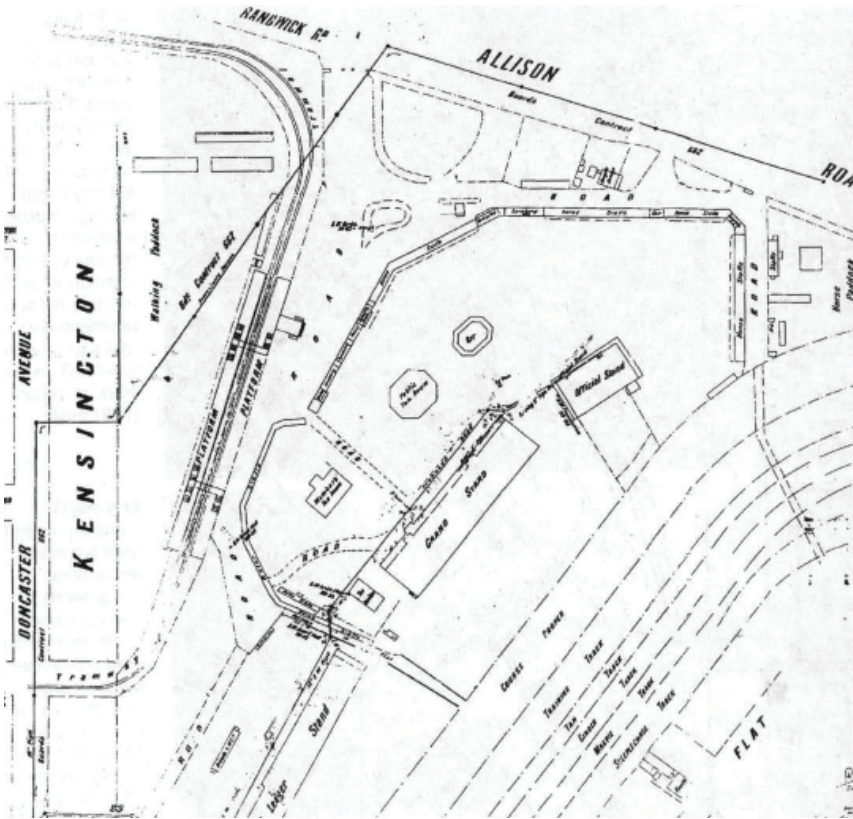


Figure 2.8
Detail of Sydney Water Board survey of the racecourse, 1907

Source: Sydney Water

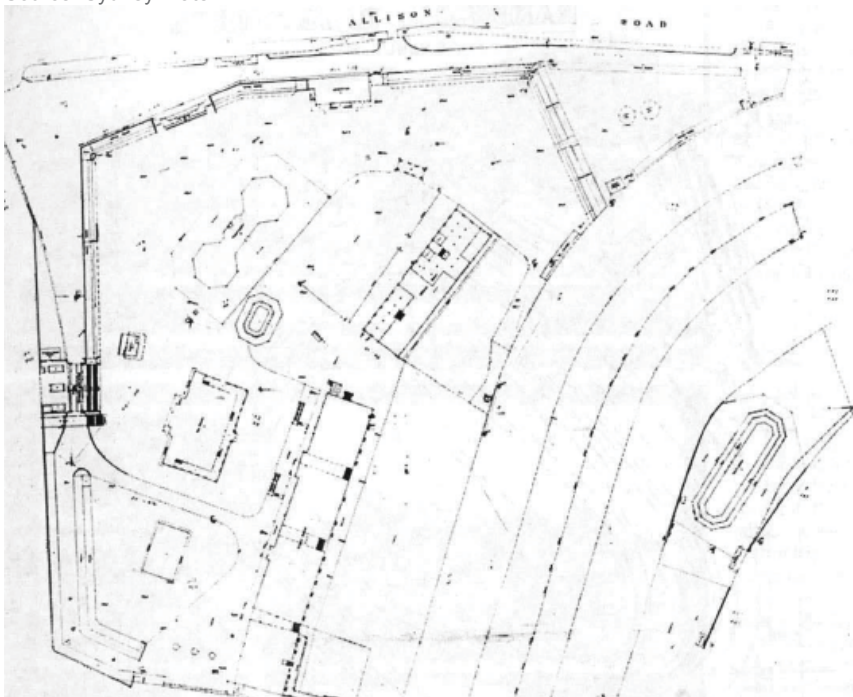


Figure 2.9
Sydney Water survey of the racecourse in 1917, showing the evolution of the site. Major new structures included the Ladies Stand, Totalisators, Tea House and new tramway turnstile entrance.

Source: Reproduced from Godden Mackay Logan, *Draft Royal Randwick Racecourse Conservation Management Plan*, 2006.

Royal Randwick Racecourse Spectator Precinct
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2.4 The Racecourse's Interwar Years

During the wartime period, despite the racecourse's temporary use as a pre-embarkation military camp there appeared to be little interference with the racing activities or with the construction of the Tea House or the Totalisators. However, some of the upgrades for more ancillary structures were not implemented until after the end of the World War I. In 1919 the stripping stalls at the eastern end of the Saddling Paddock were relocated to the northeast corner of the racecourse, whilst the casualty room and veterinarian office moved from the Saddling Paddock to the Flat, resulting in increased room for race-goers. To keep with the betting demands, an addition 87 payout windows and over 100 selling windows were also opened, some in converted race day stalls and others in St Leger.

The 1920s period was one of relatively little change for the Randwick racecourse buildings. The principal work was carried out on the Official Stand in 1920-1921, when it was extended 32 metres to the northeast. Both the Official Stand and Members' Stand (formerly the Ladies Stand) also saw additional betting facilities, and new luncheon rooms, while a bar was set up in the Flat area. A substantially more minor alteration to the racecourse site was the modification to the embankment in front of the St Leger Stand, allowing for an additional 7,000 patrons. Given the AJC was operating under tighter budgetary constraints, the embankment was the preferred option as it entailed comparatively little expenditure. Although the attendance numbers continued to climb, the AJC proved temporarily unable to convert this patronage into revenue owing to an overall economic slowdown.

What revenue the AJC had was soon allocated with a view to long-term projects. In 1921, the AJC purchased seven allotments occupied by cottages on the eastern side of Doncaster Avenue, between Ascot and Bowral Street; the long-term intention was to use this area to create motor car access to the racecourse. The following year (1922-23), four more cottages and a shop were purchased, also on Doncaster Avenue, which gave the AJC a combined total of twelve cottages, one shop and fifty (frontage) feet of vacant land in Doncaster Avenue.

Throughout the remainder of the 1920s, changes to the built fabric of the site was limited. In 1925-26 the Alison Road timber fence was upgraded. This was followed in 1928 with the decision to replace a section of the Alison Road fence with a brick wall, together with the replacement of the main gates and the demolition of a corrugated iron building located just inside the gate to allow for the construction of a brick office.

While the AJC had cut back site development for financial reasons throughout the 1920s, in the subsequent years – during the period of the Great Depression – the organization experienced greater financial hardship. For the first time attendance numbers at the racecourse began to drop, with revenue suffering accordingly. Widespread cutbacks included retrenchment of ground and on-site staff. The AJC's troubles were exacerbated by a drought in 1935, which reduced the now-haphazardly maintained racecourse to a barren expanse of dust.

This situation continued throughout the 1930s, although the severity of the AJC's problems were briefly alleviated when the economy began to recover, with staff re-hired and the race-goers beginning to return. However, recovery was soon hampered by the outbreak of World War II in 1939, both in terms of declining patronage and through the return of the Australian army forces to the Infield section of the site, as had occurred during World War I. The military occupation curtailed the number of races run on any particular day, but there was no restriction on the number of days on the established racing calendar. The one significant impact that the military presence had on the racecourse was in relation to the tracks: with continual troop and vehicle movement and training manoeuvres in operation- in addition to the damage wrought by the 1935 drought- the racecourse grounds were literally ground underfoot.

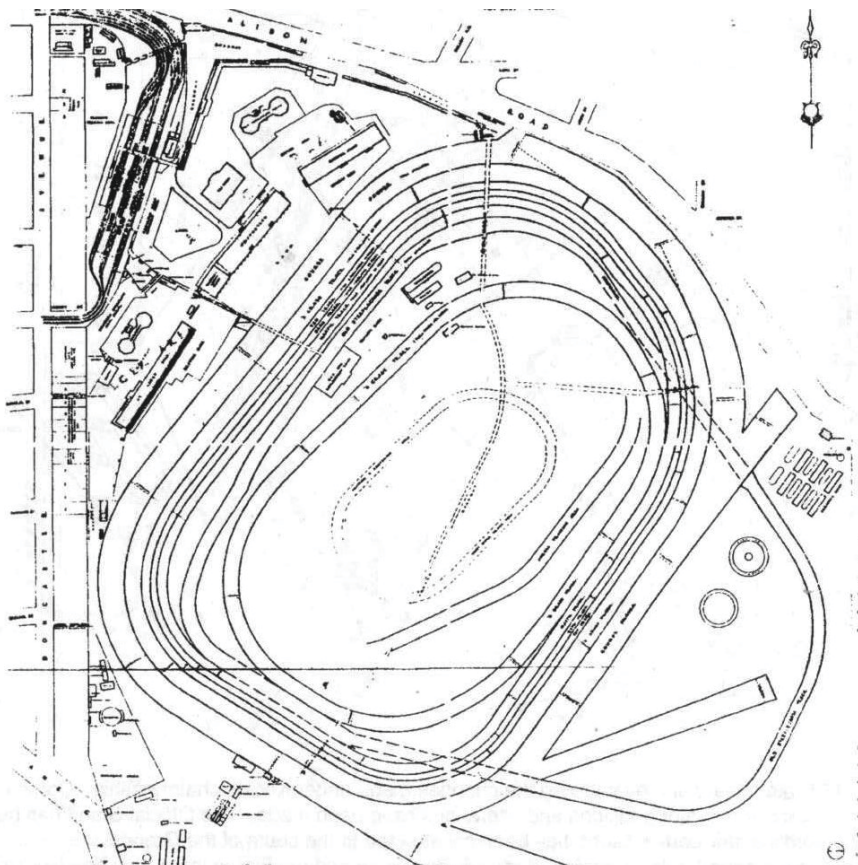


Figure 2.10

Interwar survey of Randwick racecourse, showing the extensions to the main buildings including the St Leger Stand, St Leger Totalisator, and Official Stand. The extent of the tramway infrastructure and the numerous ancillary structures (stripping sheds, stables etc) demonstrate the rate of growth of the site in the twentieth century.

Source: Reproduced from Godden Mackay Logan, *Draft Royal Randwick Racecourse Conservation Management Plan*, 2006.



Figure 2.11

1943 aerial photograph showing the main buildings and infrastructure of the racecourse site, with the centre of the course occupied by a military encampment

Source: New South Wales Land and Property Management Authority (NSW LPMA)

2.5 Postwar Modernisation of Randwick Racecourse

Following the cessation of hostilities in 1945, AJC sought to remediate the damage to the racecourse site brought about through military occupation, drought and a twenty year period of relatively little investment in the site. Basic repairs commenced during 1946 and 1947, with both the exterior and interior of the buildings repainted and rejuvenated. The upper level of the Official, Ladies' and St Leger Stands were improved, and a photo finish camera tower constructed. As part of the overall rejuvenation of the site, a laboratory was constructed near the racecourse workshops, west of the tramway. The new laboratory was housed within a Harness and Stables Building (currently the AJC Archives); the laboratory itself was set up on the ground floor, with the first floor reserved as residential quarters. Funds for carrying out the repair work were bolstered in 1947 by 38,509 pounds in government compensation paid to the AJC in 1947 for the military's occupation of the racecourse.

Despite the postwar climate of 'business as usual', the AJC kept development of the site in check throughout the next decade, with work limited to necessary maintenance and upgrading of infrastructure. Actual construction work was restricted to a 600,000 gallon reservoir in the southeastern corner of the site, new glasshouses and bush houses in the nursery area, and the building of two pedestrian overbridges, which joined the Grandstand to the top level of the Members' Stand; and provided access to a members' carpark. In terms of modernization, closed circuit television was introduced to the racecourse in 1956. This restrained approach to the site arose from the failure of the level of public attendance to return to pre-war levels, as well as the AJC's reluctance to invest substantial funds in a site where the government lease was nearing expiration.



Figure 2.12
Paddock Reserve Totalisator, 1946

Source: State Library of New South Wales

Negotiations with the state government for a new 99-year lease failed. Instead, the government agreed to a 50 year lease, and signed a new lease with the AJC in 1960, providing some measure of security for the racecourse. With the immediate issues resolved and the lease signed, the AJC resolved to redevelop the racecourse. The AJC authorized construction works to commence on a new administration building, designed by Robertson and Marks. Located near the Members' Entrance, the new administration building was completed in 1962, together with two new stable blocks in the southwestern corner of the site, relative to Anzac Parade. More 20-box stables and covered yards were erected in 1963 in the southeastern corner, near High Street and Wansey Road. These were soon joined between 1963 and 1966 by a new bar in the Saddling Paddock, a bar upgrade in the Members' Dining Room and Official Stands and two new farriers workshops near the corner of Alison and Wansey Roads.

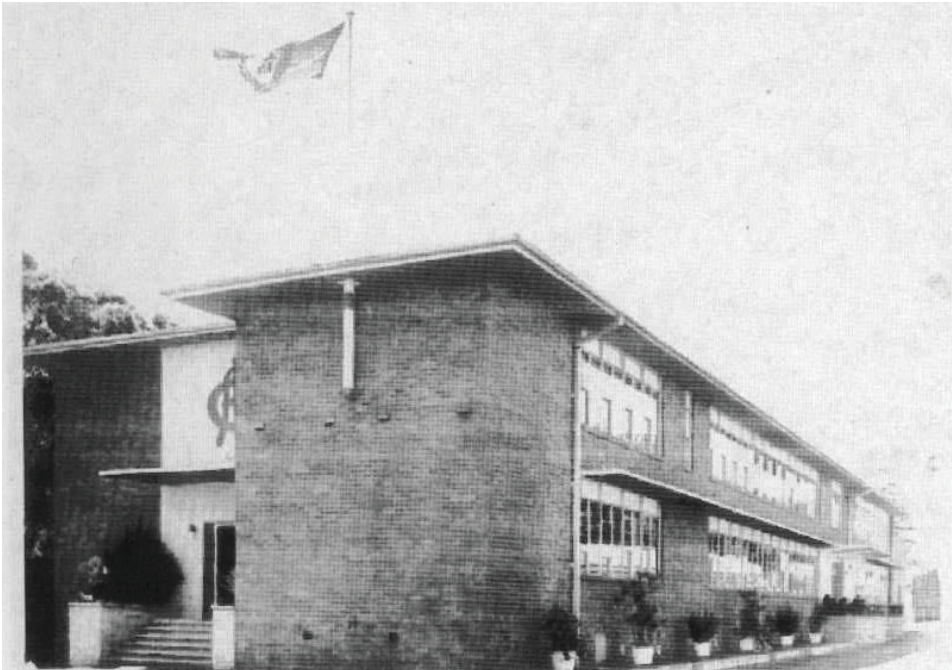


Figure 2.13
New Robertson & Marks-designed Administration building, 1962

Source: Reproduced from GML, *Draft Royal Randwick Racecourse Conservation Management Plan*



Figure 2.14
New stables and covered yards, constructed in 1962 as part of a broader phase of expansion of stabling facilities

Source: Reproduced from GML, *Draft Royal Randwick Racecourse Conservation Management Plan*

In 1963, the AJC – in conjunction with the Royal Australian Institute of Architects – held a design competition for the racecourse. Won by Peddle Thorp & Walker, the plans for tunnels extending under the racecourse to improve traffic flow and access failed to get off the ground, but Peddle Thorp & Walker were commissioned to design a new grandstand, which was constructed 1966-1968 at a cost of \$4.6 million. The new grandstand, located between the old Grandstand and the Official Stand, was only possible with the partial demolition of the northern extent of the old Grandstand. However, it was considered a significant improvement in terms of racecourse views and amenities. Visually, the new four storey building was a dramatic breakaway from the nearby, traditional-style stands designed by Robertson and Marks. The design intent, rather than seeking to accommodate as many race-goers as possible – as had been the case with the Robertson and Marks buildings – was to provide heightened amenity for a smaller number of patrons. The new Queen Elizabeth II grandstand, as part of this change in design approach, held only 5,000 spectators, but included features such as moving walkways or travelators to each level of the structure.

Financially, the AJC struggled to cover the costs of construction. After exploring avenues such as raising membership fees and retrenching staff, it was elected to amend the AJC Act to allow the organization to hire out facilities for non-racing related activities and events, such as the 1971 Deep Purple and Manfred Mann concert.

A renewed focus was given to the site in the 1970s when Randwick Council moved to refuse the construction of any new stables to be built anywhere in Randwick excepting the racecourse itself. Throughout Randwick and Kensington, private properties had been allowed stables and horse yards and these suburbs saw dense concentrations of those within horse racing circles, including jockeys, veterinarians, trainers and owners. Once Council prohibited stables on private property, the Randwick racecourse was able to step in, with the AJC expanding the horse facilities on-site. More than 100 new stables were constructed on the racecourse site between 1972-1980. This concentration of horse facilities reaped additional benefits by attracting prominent racing personalities and those working in related industries, such as saddlers and farriers, who had found themselves obliged to gravitate to the racecourse as the horses were relocated from across Randwick and Kensington properties to the AJC site.

Other changes to the racecourse site in the 1970s comprised the reconstruction of the eastern end of the Race Day Stalls in 1971, roofing repairs to the Saddling Paddock, St Leger and Flat enclosures, and new private boxes in the Queen Elizabeth II Stand. From the mid-1970s period, the most significant change related to the AJC's response to the gradual decline in attendance numbers. With numbers (and revenue) continuing to drop, a number of on-site facilities were superfluous. The Totalisator and bar in the Flat enclosure of the Infield were consequently demolished, and work commenced on landscaping the area and featuring a substantial irrigation system, water bore, and three artificial lakes, one of which boasted a 70-foot high fountain.

In 1976-1977, Peddle Thorp & Walker was commissioned to design an additional level to the AJC administration building. There was also the re-roofing of the Official Stand and the reconditioning of the Saddling Paddock and St Leger Totalisator and Tea House roofs.

2.6 Late Twentieth Century Changes to the Site

The last two decades of the twentieth century was a period of pragmatism for the AJC. With several of the older buildings on the site in need of substantial investment, the AJC had to decide what constituted the most reasonable use of their limited resources. In 1982, the Queen's Stand had to be re-roofed, and the top level, together with that of the St Leger Stands, was closed as unsafe. Four years later, a series of covered walkways were installed between the Saddling Paddock Enclosure Totalisator and bookmakers, and the betting ring enlarged.

Also carried out in the post-1986 phase of works was the demolition of the St Leger Stand and St Leger Totalisator; the land was then used for parking and temporary facilities. South of the St Leger Reserve, an updated drug testing laboratory was constructed in 1988. In 1988-1989 the old Grandstand was completely demolished to make way for a planned contemporary facility.

Recent modifications to the racecourse site during the 1990s entailed the construction of the replacement Paddock Stand on the site of the old Grandstand. The AJC returned to their preferred architectural firm, commissioning Robertson and Marks for the project. The new stand was designed to complement most of the existing buildings (with the main exception being the 1969 Peddle Thorp & Walker building) and used the more traditional long-line, low scale two storey building. This was completed by 1992 and formally opened by Queen Elizabeth II. The rest of the early to mid-1990s saw the installation of a swimming pool for training purposes, the replacement of the majority of the timber fencing along Alison Road and High Street using wire mesh, and the 1995 construction of twenty four new stable boxes and the former men's lavatory building converted for use as a pre- and post-race testing unit.

In the last years of the twentieth century, the AJC sought to rationalize the site, and proceeded to demolish the Queen's Stand in 1998; this area was then landscaped for the benefit of spectators. From 1999, a new project commenced, creating tunnels beneath the racecourse similar to the scheme proposed by Peddle Thorpe & Walker in the 1960s. Two tunnels were constructed, one extending north-south for equine and race vehicles moving between the High Street side to the Flat, and the other dedicated for pedestrian traffic, connecting the Infield to the grandstand area running east-west across the site. This scheme resolved perpetual problems relating to parking and allowed for the horses to be easily moved around the site without crossing the main racecourse track. Once the tunnels were opened, two of the early track crossings, positioned at the 800-metre and 2,000 metre marks, were removed. Development work was interrupted by a severe hailstorm that year, which effectively caused damage to most of the roofs on the racecourse site, and requiring repair and/or replacement, amounting to \$3 million.

2.7 Masterplanning for the Twenty-first Century

In 2006 the AJC Limited undertook a comprehensive masterplanning exercise for the site in order to guide the club in the delivery of the highest and best use of available space in an integrated fashion with the ambition to:

- Improve facilities
- Increase spectator numbers
- Improve spectator experience
- Improve human, equine and vehicle movement
- Diversify the AJC Ltd revenue streams.
- To make the appropriate level of investment in facilities in order to secure the long term tenancy of the Royal Randwick site

In the same year it was also decided to hold some of the 2008 World Youth Day events at Royal Randwick Racecourse, including the culmination event, a Papal Mass. To facilitate the staging of this event which was planned to accommodate 400,000 people, AJC Limited sought planning approval to bring forward a series of planned infrastructure and site rationalisation works to improve access to, around, and within the site, and upgrade works related to Building Code of Australia (BCA) and Places of Public Entertainment (PoPE) requirements. These included:

- Changes to the Alison Road Entry Plaza/Busway, including removal of parts of the existing wall along Alison Road to create a generous landscaped entry plaza and parallel roadway for buses to accommodate bus passengers on major race days and parking at other times
- Construction of a roadway (Oaks Drive) linking Alison Road and Ascot Street off Doncaster Avenue, for taxis on major race days and parking at other times, and extend the existing internal road to High Street for horse floats and service vehicles to separate service vehicles from members and the general public
- Relocation of the Day Stalls in the Spectator Precinct to enable the construction of a new entry plaza
- Midfield/Infield Infrastructure Works including relocation of existing stormwater detention basins as part of a new site-wide stormwater management strategy
- BCA/PoPE upgrade works to the existing Grandstands

The gazetting of the *AJC Act 2008*, giving AJC Limited a 99 year lease on the site has given the club further security of tenure, enabling future planning and investment. In July 2010 the NSW Government announced a package of potential reforms for the benefit of the NSW racing industry, contingent upon a merger between the AJC and the Sydney Turf Club (STC). As part of these reforms the AJC (merged Club) will receive \$150 million to refurbish grandstands and event facilities for members and patrons at Royal Randwick.

Site Description

3.0

3.1 Site Context

The Royal Randwick Racecourse site is one of the largest recreation areas in the highly urbanised Eastern Suburbs. Regionally, the site is strategically significant due to its relative close proximity to a number of key Inner Sydney features including:

- Coogee Beach – 3km.
- Bondi Beach – 5km.
- Sydney Airport – 6km.
- Sydney CBD – 6km.
- UNSW and Prince of Wales Hospital – immediately adjacent.

Locally, the greater Racecourse site has an interface with many different localities each with a distinct character. The Spectator Precinct site in the north-west corner has a primary frontage to Alison Road and secondary access points off Doncaster Avenue. The main entry off Alison Road has recently been subject of an upgrade – with improved entry experience including public transport drop-off.

The area surrounding the Spectator Precinct consists of:

- To the north - Centennial Park directly opposite on the other side of Alison Road.
- To the west - residential area consisting of a mix of one and two storey single dwellings and three storey residential flat buildings.
- Further to the west – Kensington village shopping strip located along Anzac Parade.
- To the east – predominantly residential area with Randwick shopping village located approximately 1.5km away. This area is elevated above the level of the Racecourse but views across the Racecourse are well screened by a row of huge figs.
- To the south – the University of NSW is located on the other side of High Street extending along the entire southern boundary of the site.
- To the south-east – the Prince of Wales Hospital is located less than 1km away. In terms of public transport connections, the greater site is serviced by major bus routes along its northern perimeter (Alison Road) and along the southern perimeter (Anzac Parade and High Street).

3.2 Site Description

The subject site comprises 50,900m² of the Spectator Precinct within the Greater Royal Randwick Racecourse site (80ha) as shown in Figure 3.1. The Spectator Precinct, defined in the *Royal Randwick Racecourse DCP (2007)* is shown in Figure 3.2.

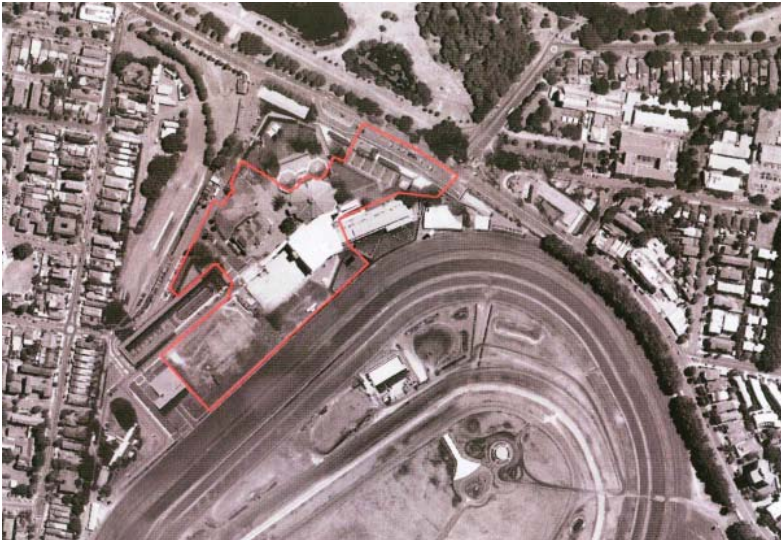


Figure 3.1
Shows the subject site, part of Spectator Precinct of the Royal Randwick Racecourse, outlined in red

Source: *Spectator Precinct PEA Report*, Urbis, July 2010

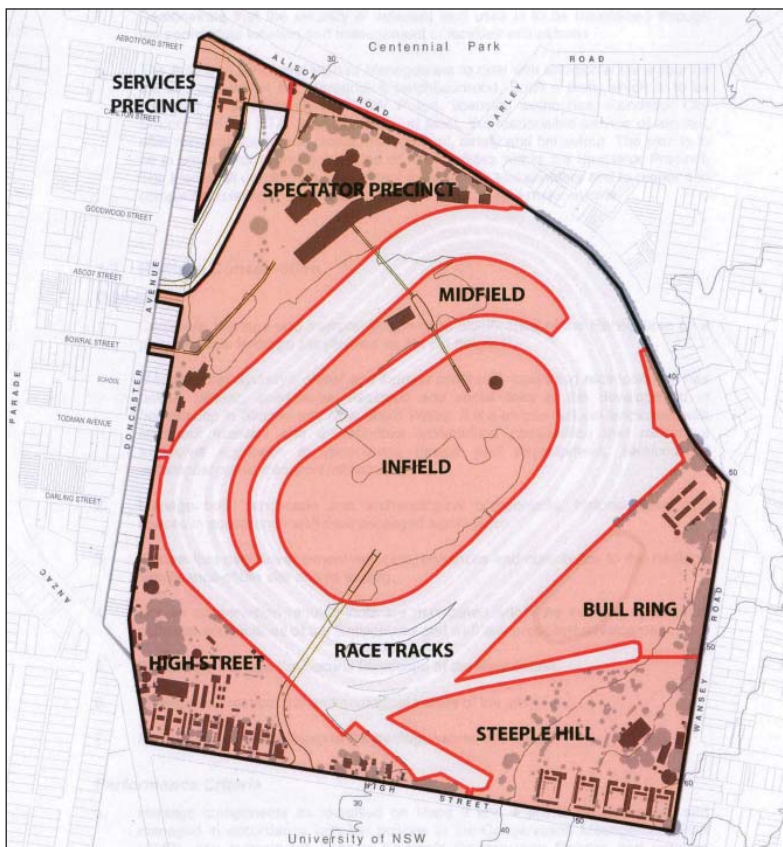


Figure 3.2
Map showing the precincts within the Royal Randwick Racecourse site, as defined in the *Royal Randwick Racecourse DCP*

Source: *Royal Randwick Racecourse DCP* 2007

The subject site contains the following elements of the Racecourse site¹:

Element	Description	Current Use
Queen Elizabeth II Grandstand	- Concrete frame, five storey grandstand - Contains entrance to sub-track tunnel - Constructed in 1969 - Architects: Peddle Thorp and Walker	- Spectator seating - Access between Spectator Lawn and Saddling Paddock - Hospitality - Media operations base
Paddock Stand	- Concrete frame, three storey grandstand with facebrick cladding and metal roof - Constructed in 1995 - Architects: Robertson and Marks	- Spectator seating - Hospitality
Movators	- Enclosed escalator ramps constructed of tubular steel trusses, clad with cement panels - Connected by concrete framed platforms - Colorbond roofing	Facilitates the movement of large numbers of people to the upper levels of the Queen Elizabeth II Stand
Tea House	- Located in the Saddling Paddock, behind the Paddock Stand - Two storey masonry building reminiscent of Indian Colonial style - Constructed in 1917 to replace the 1914 building destroyed by fire - Architects: Robertson and Marks	- Ground floor use only - Some private catering - Race day staff lunch room
Randwick Pavilion	- Also known as the Betting Pavilion - Addition to the south east of the 1917 Totalisator Building - Constructed in 1999-2000	Betting and catering
Swab Building	- Form Laboratory with bathrooms and stall area for taking blood and urine samples from horses and jockeys on race days. - Located near the Alison Road boundary at the northern edge of the Saddling Paddock area - Former Lavatory Block, constructed circa 1914-1917 - Converted to the Swab Building in 1994 - Changes included reconfiguration and refurbishment of the interior and the insertion of two roller doors in the south west facade	Not used
Saddling Paddock Area	Formal landscape area between public entry and stands containing the Tea House, Randwick Pavilion and Swab Building, formal planting and established large trees	Former Saddling Paddock area now part of the main pedestrian entry and used for betting and catering purposes and Pre-race spectator area
Spectator Lawn	Lawn area in front of Queen Elizabeth II and Paddock Stands containing the Parade Ring	Track side and Parade Ring viewing
Official Stand (Part of)	Southern end of the Official Stand abuts the Queen Elizabeth II Stand	Spectator seating, access and hospitality

¹ Information sourced from the *Draft Royal Randwick Racecourse Conservation Management Plan Volume II*, Godden Mackay Logan, December 2006



Figure 3.9
View to the north from the western pedestrian entrance of the Spectator Precinct shows the Totalisator Building with its Randwick Pavilion extension at the rear



Figure 3.12
View to the south east from the western pedestrian entrance of the Spectator Precinct showing the Tea House



Figure 3.10
The rear of the Members' Stand, shown above, is on the eastern boundary of the subject site



Figure 3.13
The Randwick Pavilion extension to the Totalisator Building that is to be demolished as part of the proposed development



Figure 3.11
The northern Movator, providing access to the upper levels of the grandstands, obscures some views to the Member's Stand



Figure 3.14
The southern Movator, extends across the rear of the Paddock Stand



Figure 3.15
View along the eastern boundary of the Spectator Precinct showing the Marque, Paddock, Queen Elizabeth II and Member's Stands



Figure 3.18
Queen Elizabeth II Stand



Figure 3.16
View of the Queen Elizabeth II and Official Stands with the existing Parade Ground shown in the foreground



Figure 3.19
View of the Swab Building from the Official Stand



Figure 3.17
View of the Parade Ring and the track from the Member's Stand



Figure 3.20
Paddock Stand and Spectator Lawn

Description of the Proposal

4.0

4.1 Overview of the Proposed Development

The proposed development, designed by Fitzpatrick Partners, Tonkin Zulaikha Greer, and AECOM is detailed below. It includes:

- Alterations and additions to the existing Queen Elizabeth II Stand to improve the design and layout with the aim to increase capacity, improve spectator experience and circulation.
- Demolition of the existing Randwick Pavilion, Tea House and Paddock Stand
- Construction of a stewards, owners, trainers and jockeys facilities building adjacent to the new parade ring.
- Construction of a new parade ring to the rear of the QE2 and Paddock Stands with associated amphitheatre style seating to establish a “Theatre of the Horse”.
- Construction of a new Paddock Stand
- Adaptive reuse, of the existing Swab Building at the entry to accommodate a racing museum, conference facility and amenities.
- Landscaping of the area immediately surrounding the proposed works and associated demolition of the existing pavilion building and teahouse buildings.
- Associated services infrastructure upgrades, civil and landscape works.



Figure 4.1
Shows the areas of the subject site where changes are proposed

Source: *Royal Randwick Racecourse Spectator Precinct PEA*, Urbis, July 2010

4.2 The Proposed Works

The following table summarises the proposed works for individual site elements.

Element	Proposed Works
Queen Elizabeth II Grandstand	• Partial demolition of the stand. • Strip back to basic structure with the removal of all non load bearing elements and all non usable services infrastructure • Increase the capacity of the stands by extending the current floor slabs towards the track to provide additional accommodation • New façades on the eastern and western frontages with glazing on both the racetrack and the frontage overlooking the new Theatre of the Horse parade ring • Construction of new “link” building structures between the Paddock Stand and at the northern end of the stand which will house fire stairs and vertical transportation
Official Stand (Members Stand)	• Modifications to the southern end of the stand to interface with a new link to the upgraded Queen Elizabeth II Stand
Paddock Stand	• Demolition of the stand. • Construction of a new stand, matching the style and scale of the refurbished Queen Elizabeth II Stand
Movators	• Demolition
Tea House	• Demolition
Randwick Pavilion	• Demolition
Swab Building	• Adaptive re-use for a racing museum and conference facility including construction of kitchen and amenities.
Saddling Paddock Area (Former)	• Construction of a new parade ring to the rear of the QE2 and Paddock Stands with associated amphitheatre style seating to establish a “Theatre of the Horse”. • Construction of a stewards, owners, trainers and jockeys facilities building adjacent to the new parade ring. • Upgrade all building services infrastructure to the boundary and within the buildings, including new mechanical, electrical, hydraulic, information technology and ESD components
Spectator Lawn	• Landscaping, including the removal of existing Parade Ring

Applicable Heritage Legislation, Controls and Guidelines

5.0

5.1 New South Wales Heritage Act

The *NSW Heritage Act 1977* (Amended) (the Act) is an Act to conserve the environmental heritage of New South Wales. The Act established the Heritage Council of NSW, and recently the State Heritage Register.

No part of Randwick Racecourse is listed as an item of State significance on the State Heritage Register.

Archaeological Provisions of the Act

Under the Act the disturbance or excavation of land containing or likely to contain relics can only take place when an Excavation Permit has been granted by the Heritage Council. The Act defines “relic” as meaning any deposit, artefact, object or material evidence that:

- (a) relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and*
- (b) is of State or local heritage significance*

All “relics” are protected under the Act, regardless of whether or not the place is listed as a heritage item on a local, State or national level. For places that are not listed on the State Heritage Register, the disturbance of any land that is likely to result in a relic being discovered, exposed, moved, damaged or destroyed requires an Excavation Permit.

Earlier studies of the Racecourse site have identified a range of previous buildings in portions of the Spectator Precinct. The future disturbance of any relics associated with these buildings must be managed under the Archaeological provisions of the Act.

5.2 Randwick Local Environmental Plan 1998

The following clauses contain the heritage provisions of the *Randwick LEP 1998* that are applicable to the Heritage Assessment of the proposed development:

43 Protection of heritage items, heritage conservation areas and relics

(1) The following development may be carried out only with the consent of the Council:

- (a) demolishing, defacing, damaging or moving a heritage item or a building, work, relic, tree or place within a heritage conservation area, or*
- (b) altering a heritage item or a building, work or relic within a heritage conservation area by making structural changes to its exterior, or*
- (c) altering a heritage item or a building, work or relic within a heritage conservation area by making non-structural changes to the detail, fabric, finish or appearance of its exterior, except changes resulting from any maintenance necessary for its ongoing protective care which does not adversely affect its heritage significance, or*
- (d) moving a relic, or excavating land for the purpose of discovering, exposing or moving a relic, or*
- (e) erecting a building on, or subdividing, land on which a heritage item is located or which is within a heritage conservation area.*

(2) When determining a development application required by this clause, the Council must take into consideration the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area, including an assessment of:

- (a) the pitch and form of the roof, if any, and*
- (b) the style, size, proportion and position of the openings for windows or doors, if any, and*

(c) the colour, texture, style, size and type of finish of the materials to be used on the exterior of the building.

(3) The Council may grant consent to a development application required by this clause only after it has considered a report that assesses the impact of the proposal on the heritage significance of the heritage item and its setting, or of the heritage conservation area.

44 Development of known or potential archaeological sites

(2) The Council may grant consent to the carrying out of development on a known or potential archaeological site that is reasonably likely to have non-Aboriginal heritage significance only where:

(a) it has considered an assessment (prepared in accordance with any guidelines for the time being notified to it by the Heritage Council) of how the proposed development would affect the conservation of the site and any relic reasonably likely to be located at the site, and

(c) it is satisfied that any necessary excavation permit required by the Heritage Act 1977 has been granted.

46 Development in the vicinity of heritage items, heritage conservation areas and known or potential archaeological sites

When determining an application for consent to carry out development on land in the vicinity of a heritage item, a heritage conservation area or a known or potential archaeological site, the Council must take into consideration the likely effect of the proposed development on the heritage significance of the heritage item, heritage conservation area or known or potential archaeological site and on its setting.

The Council may decline to grant an application for consent referred to in clause 43, 44 or 47, unless the Council has considered a conservation plan to enable the Council to fully assess the implications of the proposed development on the significance of the heritage item, heritage conservation area or known or potential archaeological site.

5.3 Guidelines of the NSW Department of Planning Heritage Branch

The NSW Heritage Office, now the Heritage Branch of the NSW Department of Planning, has published a series of criteria for the assessment of heritage impact in the publication *Statements of Heritage Impact*. The relevant questions to be considered for aspects of the proposed development are listed in the following table.

Type of development	Questions to be considered
Demolition of a Building or Structure	- Have all options for retention and adaptive re-use been explored? - Can all of the significant elements of the heritage item be kept and any new development be located elsewhere on the site? - Is demolition essential at this time or can it be postponed in case future circumstances make its retention and conservation more feasible? - Has the advice of a heritage consultant been sought? Have the consultant's recommendations been implemented? If not, why not?
Minor Partial Demolition	- Is the demolition essential for the heritage item to function? - Are important features of the item affected by the demolition (e.g. fireplaces in buildings)? - Is the resolution to partially demolish sympathetic to the heritage significance of the item? - If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired?
Major Partial Demolition	- Is the demolition essential for the heritage item to function? - Are particular features of the item affected by the demolition (e.g. fireplaces in buildings)? - Is the detailing of the partial demolition sympathetic to the heritage significance of the item? - If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired?
Change of Use	- Has the advice of a heritage consultant or structural engineer been sought? Has the consultant's advice been implemented? If not, why not? - Does the existing use contribute to the significance of the heritage item? - Why does the use need to be changed? - What changes to the fabric are required as a result of the change of use? - What changes to the site are required as a result of the change of use?

Major Additions (To a Conservation Area)	• <i>How is the impact of the addition on the heritage significance of the item to be minimised?</i> • <i>Can the additional area be located within an existing structure? If no, why not?</i> • <i>Will the additions tend to visually dominate the heritage item?</i> • <i>Are the additions sited on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered?</i> • <i>Are the additions sympathetic to the heritage item? In what way (eg form, proportions, design)?</i>
New Development Adjacent to a Heritage Item	• <i>How is the impact of the new development on the heritage significance of the item or area to be minimised?</i> • <i>Why is the new development required to be adjacent to a heritage item?</i> • <i>How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?</i> • <i>How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?</i> • <i>Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?</i> • <i>Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?</i> • <i>Will the additions visually dominate the heritage item? How has this been minimised?</i>
New Landscape Works and Features	• <i>How is the impact of the new development on the heritage significance of the existing landscape been minimised?</i> • <i>Has evidence (archival and physical) of previous landscape work been investigated? Are previous works being reinstated?</i> • <i>Has the advice of a consultant skilled in the conservation of heritage landscapes been sought? If so, have their recommendations been implemented?</i> • <i>Are any known or potential archaeological deposits affected by the landscape works? If so, what alternatives have been considered?</i> • <i>How does the work impact on views to, and from, adjacent heritage items?</i>
Tree Removal or Replacement	• <i>Does the tree contribute to the heritage significance of the item or landscape?</i> • <i>Why is the tree being removed?</i> • <i>Has the advice of a tree surgeon or horticultural specialist been obtained?</i> • <i>Is the tree being replaced? Why? With the same or a different species?</i>

5.4 Royal Randwick Racecourse Development Control Plan

The *Royal Randwick Development Control Plan (DCP)* was adopted by Randwick Council in 2007. The preparation of this *DCP* began as a Master Plan process undertaken by the AJC as part of the overall strategic planning for the Racecourse site, to fulfil the requirements of Clause 40A of the *Randwick LEP 1998*. Following amendments to the legislative basis of master plans within the NSW planning system in 2005 this Master Plan process was refined to develop a Randwick Council DCP.

Although the first objective of this *DCP* states “*Conserve, manage and interpret the heritage significance of the Racecourse as a place of State heritage significance*” it should be noted that no part of the Racecourse site is included on the State Heritage Register as an item of State significance. A 2006 nomination, made to the Heritage Branch of the NSW Department of Planning by a third party, to consider the inclusion of the Racecourse site on the State Heritage Register has not been proceeded with.

This *DCP* refers to the *Conservation Management Plan (CMP)* prepared for the site as a full document, whereas in reality it never progressed beyond the draft stage.

The relevant *DCP* guidelines to be considered are listed below. Section 3.2 of this *DCP* contains objectives for heritage conservation of the overall site and Section 4 contains specific objectives, planning and design principles and performance criteria for the Spectator Precinct.

3.2 Heritage Conservation

Objectives

1. Conserve, manage and interpret the heritage significance of the Racecourse as a place of State heritage significance as set out below.

"Metropolitan Sydney's oldest and longest continually-operating racecourse. It has unique historic, associative, aesthetic and social links to the development of horseracing in Sydney and New South Wales. It is a unique cultural landscape with landmark qualities and a distinctive architectural composition that reflects a traditional approach to racecourse design and development, serviced by substantial public transport infrastructure".

2. Manage built, landscape and archaeological components, historic views and spaces in accordance with their assessed significance.

3. Ensure that new development respects, enhances and contributes to the heritage significance of the site and its setting.

4. Ensure conservation requirements are maintained within the evolving operational activities and facilities of the Racecourse and with any proposed development.

5. Proactively manage the cultural landscape of the Racecourse.

6. Manage and respect the archaeological values of the site.

7. Actively promote and interpret the heritage values of the site.

Performance Criteria

a. Heritage components as identified on Maps 3 and 4 are to be conserved and managed in accordance with the policies in the Conservation Management Plan (CMP), any subsequent Specific Elements Conservation Policies and heritage impact statements, based on their assessed tolerance for change. (See also Section 4.3 in relation to certain heritage components within the Spectator Precinct.)

b. The design principles outlined in the Conservation Management Plan and national, state and local conservation standards and processes such as the Burra Charter, heritage impact assessment, use of contextual design principles (see Design in Context, NSW Heritage Office and Royal Australian Institute of Architects 2005), and documentation and interpretation best practice, are to guide and balance site development.

c. Conservation principles are to be incorporated into AJC site management and operational practices and in development planning.

d. A Landscape Concept Plan is to be developed and implemented for the site.

e. Identified and potential Aboriginal sites are to be managed and conserved in accordance with the NSW NPWA, 1974. Consultation with Aboriginal groups is to be part of developing an understanding of the Aboriginal significance of the site. Such consultation is to occur prior to any major development application on land identified as "high aboriginal sensitivity" in the vicinity of High Street and Wansey Road (see CMP).

f. An Interpretation Plan for the site is to be developed and implemented prior to any major development. Specific measures to interpret the site are to be incorporated into conservation and development proposals as they arise.

g. Adverse impacts on significant built, landscape and archaeological heritage components are to be minimised. The requirements and processes of the Heritage Act apply in relation to archaeology

4. Development Controls for the Spectator Precinct

4.1 Objectives

1. Provide a concentration of new and improved facilities for members, guests and the public which:

- optimise the 'spectator experience' for race days and other major events,
- enable AJC to improve its membership base and ongoing viability, and
- promote recreational use on non-race days.

2. Upgrade the access and transport infrastructure on the site to improve the 'arrival experience', amenity, safety and Racecourse operations, especially on race days.

3. Conserve, manage and interpret the heritage significance of the precinct and its components

4.2 Planning and Design Principles

Heritage

Conserve, manage and interpret the buildings and landscape components identified as 'Exceptional' or 'High' significance in line with their significance and conservation policies outlined in the Conservation Management Plan.

Achieve benchmark conservation management of a State heritage significant site, while balancing the need for improved transport access, a new entry plaza and new member facilities, through a comprehensive planning process involving heritage impact assessment and contextual design principles.

Optimise heritage and good architectural design outcomes with reference to the Conservation Management Plan and any subsequent Specific Elements Conservation Policies, as well as best practice such as Design in Context.

4.3 Performance Criteria

In addition to the performance criteria contained in the general sections of this DCP, new development is to comply with the development concepts for the Precinct shown on Map 9. The concept includes the following elements and qualities.

a. A new shared entry plaza and interface with the public domain of Alison Road is to comprise new pedestrian entrances, a busway for race days and other major events, member vehicle access, member and guest parking areas on non-race days, and high quality landscaping.

b. To achieve the new infrastructure, crowd management, landscaping and building works, the following components of heritage significance to the Racecourse may need to be adapted (in whole or in part), reconstructed or removed and interpreted (in whole or in part):

- the Alison Road boundary wall, turnstiles and gateways
- the Swab Building
- the day stalls, and
- various trees and landscape components.

c. The entry plaza is to retain trees of 'Exceptional' and 'High' heritage significance where possible and where they are healthy specimens. New trees consistent with access requirements, a refined landscape approach and heritage significance are to be established in the plaza area, where appropriate, along the continuous length of the Alison Road frontage.

d. New buildings are to be located within the "Building Location Zones" documented on Map 9 and an urban design study for the "zone" adjoining Alison Road to be prepared by a suitably qualified urban designer. The study and resultant built form concept is to include identification of appropriate:

- floor areas for the building/s
- building frontages
- building depths
- building separations, including an opening into the site in the building mass that aligns with Darley Road
- building articulation and massing
- relationships to trees that are being retained
- scaled ground floor levels to enable visual permeability between Alison Road and the Racecourse
- consideration of the relationship of the height of the proposed building/s to the Official Stand and Alison Road incorporating where appropriate a stepping in heights.

e. A new building for member and corporate facilities is to address the new entry plaza. Its design is to achieve the recommendations of the above study.

f. A new member's car park may be built below the new building and entry plaza. Its design is to:

- not cause the removal of or adversely affect the growth potential of any healthy trees of high/exceptional heritage or landscape significance, and
- incorporate vehicle access and egress which does not adversely affect the amenity of pedestrian movements and entries, and the traffic performance of Alison Road and the busway.

g. A new service tunnel may be built below ground to allow servicing of the new building and existing stands and other facilities. Its design where practicable is to:

- retain healthy and ensure the ongoing health of trees of high/exceptional heritage significance, and
- manage the delivery function consistent with the new traffic arrangements

h. The existing Official Stand, Tea House, Totalisator and Betting Pavilion are to be conserved and adapted in line with their heritage significance to incorporate new or improved member and corporate facilities

i. Existing spectator stands are to be adapted or rebuilt within similar envelopes to provide new or improved member, corporate and public facilities.

j. Day stalls are to be built south of the existing stands, serviced by vehicle access from High Street, and linked to the existing Mounting Yard by a new horse parade route in front of the stands.

k. A new internal link road is to provide for vehicle access from Doncaster Avenue to Alison Road. Its design is to:

- retain the heritage significance of the Tramway Turnstile Building and the Entry Gateway on Alison Road
- provide for a new taxi, limousine and authorised private car arrival and pick up during race days and other major events
- retain and ensure the ongoing health of high/exceptional trees of heritage or landscape significance in the vicinity where possible, and
- provide a new entrance and landscape frontage to the Racecourse compatible with heritage significance and character of the grounds
- The new road construction shall, where practicable, incorporate a water permeable surface.

l. Links between the Spectator Precinct and the Midfield and Infield Precincts are to be enhanced by improving the existing tunnel and providing a second tunnel when necessary.

5.5 Draft Royal Randwick Racecourse Conservation Management Plan

The *Draft Royal Randwick Racecourse Conservation Management Plan (Draft CMP)* was prepared for AJC Limited in December 2006. As the performance criteria in Section 3.2 of the *Royal Randwick Racecourse DCP* notes

a. Heritage components as identified on Maps 3 and 4 are to be conserved and managed in accordance with the policies in the Conservation Management Plan (CMP), any subsequent Specific Elements Conservation Policies and heritage impact statements, based on their assessed tolerance for change

The policies of the *Draft CMP* need to be considered as guidelines in any future development of the Racecourse. This analysis is undertaken within this Heritage Impact Statement. The *Draft CMP* contains seventy five policies for the care and management at the Racecourse site. Those considered applicable to the proposed development are listed below.

Policy 6 - Significance Guides Planning

The Statement of Significance and assessments of the significance of individual site components set out in this CMP should guide planning for, and carrying out of, work on the Royal Randwick Racecourse site.

(The *CMP* notes that the significance of each component is found in a range of attributes including form, fabric, function and location and that the conservation of individual components is based on managing these attributes.)

Policy 7 - Minimising Impacts of Adverse Change

Any adverse impacts related to proposed change/development on the heritage significance of the Royal Randwick Racecourse site as a whole or on any of its significant individual components, should be minimised by:

- exercising caution and reviewing the necessity and/or role of any decision with potentially detrimental heritage impacts;
- examining options and their relative impacts to determine the outcome with least detrimental effects; and
- ensuring, where possible, that changes are reversible and/or have minimal impacts on the significance of the racecourse site or any of its significant individual components.

Policy 8 - Removal or Damage to Significant Aspects

Removal or works which would adversely impact on significant individual components or other aspects of significance of the Royal Randwick Racecourse site should only be permitted where:

- the work makes possible the recovery of aspects of greater significance;*
- the work helps ensure the security and viability of the racecourse site;*
- there is no feasible alternative (eg to meet safety and/or legal requirements);*
- significant component or other aspect of significance is adequately recorded and, where appropriate, interpreted; and*
- full assessment of alternative options has been undertaken to minimise adverse impacts.*

Policy 9 - Heritage Impact Assessment

Specific Applications involving change at the Royal Randwick Racecourse site and to individual significant component will require impact assessment. A Heritage Impact Statement will need to set out the options examined and how the proposal(s) comply with the policies covered in this CMP and any relevant Specific Element Conservation Policies.

Policy 10 - Coordinated Planning

Proposed changes to use or fabric and/or development of any part of the Royal Randwick Racecourse site should always be considered as part of a co-ordinated and documented plan for the whole site.

Policy 18 - Specific Elements Conservation Policies

Detailed conservation policies should be prepared for individual components assessed as being of Exceptional or High significance in accordance with the recommendations and framework set out in Section 8.0 (Implementation).

Policy 20 - Interpretation Requirements Generally

Measures to appropriately interpret the major aspects of the significance of the Royal Randwick Racecourse site should be incorporated into any conservation and development proposals for the site as a whole.

Policy 21 - Interpretation Through Conservation Works

Preservation, restoration and reconstruction of significant individual components are the preferred methods of meaningfully interpreting important attributes and associations of the Royal Randwick Racecourse site. Where adaptation is part of the conservation work, measures should be incorporated to show the location, character and/or role of removed or altered components where appropriate.

Policy 22 - Interpretation as Part of New Development

Appropriate measures to interpret the history and significance of the Royal Randwick Racecourse site as a whole should be incorporated into any future development proposals for the site.

Policy 24 - Site Recording for Archival Purposes

Prior to any intervention, opening up, or other works on the Royal Randwick Racecourse site, the existing site layout and key components should be appropriately recorded. Once completed, copies of the records should be lodged with the Randwick City Council Library and the Mitchell Library. A copy should also be submitted to the Heritage Office, Department of Planning should the site be listed on the State Heritage Register.

Policy 31 - Maintaining Legibility of Site Configuration

The functional importance of the layout of the Royal Randwick Racecourse site should be conserved by:

- maintaining/interpreting the significant visual and physical links and sense of enclosure within the Saddling Paddock Area, between the Race Day Stalls, the Betting Areas and the grandstands;*
- maintaining the significant functional relationships between the Tramway Turnstile Building and the Saddling Paddock Area*
- maintaining the on-going training function of the site;*
- conserving the significant individual components; and*
- investigating, recording and interpreting where appropriate the archaeological evidence of the original/earlier site development.*

Policy 34 - Conservation of Building and Other Structures in Accordance with the CMP

Significant buildings and other structures on the Royal Randwick Racecourse site should be conserved in accordance with the policies of this CMP

Policy 35 - Adaptation

Adaptation works to any buildings or other structures of Exceptional or High significance should conform to the general policies of this CMP to ensure that changes will not adversely affect the overall significance of the place.

Adaptation of significant components should generally be limited in extent and used to support retention, re-use, restoration/repair and/or reconstruction which enhances its overall significance.
Adaptation should generally be readable and/or reversible without significant adverse impacts.
More extensive adaptation, including removal, is possible for less significant buildings and structures, spaces and fabric (ie ranked Moderate or below), subject to the general policies of this CMP. Interpretation of adaptation is recommended where possible and/or appropriate.

Policy 37 - Evaluation of Alternatives

Proposals to remove original or significant early fabric should be made in the context of adequate evaluation of the use and significance of the place as a whole, consideration of reasonable alternatives and appropriate advice from conservation professionals

Policy 41 - Official (Members') Stand

The Exceptional significance of the Official (Members') Stand should be retained and conserved. Opportunities to recover earlier, more significance configurations and fabric should be maximised.

Policy 45 - Management of Change

Any new plantings/gardens should be designed in keeping with existing significant landscapes and landscape components, with design and materials consistent with, or at least not in conflict with, that particular part of the place.

Care should be taken to ensure that sites are left in good condition after construction works. Waste material such as excess cement and other rubbish be removed by contractors.

Any new masonry work should be constructed in accordance with relevant industry standards, and should be fabricated and installed by stonemasons or other tradespersons with proven experience in working in places of heritage significance.

Policy 51 - Conservation of Significant Landscape Components

Significant landscape components should be conserved in accordance with their level of significance/contribution

Policy 59 - Conservation of Historic Views

Significant historic views to and from Royal Randwick Racecourse should be conserved as much as possible, particularly to and from the northern parts of the racecourse site.

Policy 60 - Reinstatement of Significant Historic Views

Former significant historic views should be reinstated where possible or interpreted as part of the Interpretation Plan for the racecourse site.

Policy 73 - Design Principles

The following criteria will need to be satisfied in order to conserve existing significant built components, and ensure that alterations and additions to existing buildings and the construction of new buildings and structures relate sympathetically to significant built and landscape heritage components and the significance of the site as a whole:

- New uses for significant buildings should be compatible with the retention of the significance of the buildings and the site as a whole.*
- Change to significant buildings and structures, such as the alteration of their external form, appearance and detail, should be minimised except where it involves removal of intrusive components.*
- The significant physical, functional and visual relationships between groups or complexes of heritage landscapes and buildings should be retained.*
- The integrity of significant interiors should be retained.*
- Significant building fabric should be protected from damage which may arise from visitor impact, management interventions to facilitate or control visitation, and installation of fixed interpretation media.*
- Alterations and additions to existing significant buildings should retain the attributes that contribute to the heritage significance of the building.*
- New buildings should support and enhance the heritage significance of the Royal Randwick Racecourse site.*

- *New buildings should not dominate the existing, significant character and historic layering of the racecourse and the evidence of significant functional relationships, associations and non-tangible values of the racecourse.*
- *Alterations and additions to existing heritage buildings and the erection of new buildings and structures should retain an appropriate curtilage or setting for the existing building and/or surrounding heritage buildings and landscape components.*
- *Alterations and additions to existing heritage buildings and the erection of new buildings should be appropriate in terms of siting and setback, including the retention of appropriate visual and spatial relationships. They should also be compatible with the scale, form and character of existing buildings and harmonise with existing colour schemes and materials.*
- *New development should satisfy standard 'infill principles', ie it should be appropriate within its context in terms of siting, setbacks and orientation, scale, form and character, materials, detail and colour.*
- *New development should be of a character that complements, and does not compete visually with or mimic the characteristics of significant buildings or use inappropriate period styles.*
- *New development should incorporate enhanced opportunities for interpretation of the racecourse and its history for public appreciation.*

Policy 74 - Movable Heritage Survey

A comprehensive movable heritage survey of the racecourse site should be undertaken in order to identify objects and items of potential heritage significance.

5.6 Spectator Precinct Specific Element Conservation Policy Draft Report

In addition to the *Draft CMP a Spectator Precinct Royal Randwick Racecourse Specific Element Conservation Policy Draft Report (Draft SECP)* was prepared for the AJC in December 2007 by Godden Mackay Logan. The *Draft SECP* reiterates the *Draft CMP* policies and contains the following precinct specific policies considered applicable to the subject site.

Policy 7 - Interpretation

7.1 The history and significance of the Spectator Precinct (as a whole as well as its significant components) and its contribution to the history of the racecourse site - its alignments, form and character, early landscaping and entrance - should be interpreted in accordance with the policies of the draft Interpretation Plan (once finalised).

7.2 Interpretation of the Spectator Precinct should focus not only on significant components but should include the significant functional and visual relationships within the precinct and its connections to the racecourse site as a whole.

Policy 8 - Archival Recording

8.1 Archival recording should be undertaken before and during works to the precinct that will affect significant fabric and spaces.

8.2 Archival records and samples produced to record works in accordance with Policy 8.1 should be catalogued and stored by the AJC.

Policy 9 - Setting and Landscaping

9.1 The significant physical and visual character of the Spectator Precinct, particularly significant components such as the Pre-Parade Ring, rose Garden Lawn and fig Tree Lawn, should be conserved.

9.2 The important visual and spatial relationships of the Spectator Precinct with other elements within the racecourse site (such as the winning post, racetrack alignment)

Policy 10 - Conservation of Significance

10.1 Inappropriate additions and alterations that compromise significant components of the Spectator Precinct, including the Betting Pavilion and the Movators, should be removed as the opportunity arises.

10.2 Significant historical functional and visual relationships within the Spectator Precinct that have been obscured or compromised should be reinstated as the opportunity arises. Such relationships include:

the role of the former Tramway Turnstile Building Complex as a site entry point;

- public functions and refreshment facilities within the Tea House
- northwestern elevations of the Totalisator Building and the Tea House;
- use on race days of the public open space connecting the Alison Road public entry point, the Totalisator building, the Tea House and the former Tramway Turnstile Building complex; and
- use on race days of the former Betting Ring area as a public open space.

10.3 the insertion of new structures and functions within the Spectator Precinct should be minimised to avoid obscuring the legibility of the site configuration and significant functional and visual relationships. Where new structures and functions are essential to maintain the ongoing historical function of the racecourse site as a whole, their design and placement should be selected to minimise any adverse heritage impacts on significant elements.

10.4 the significant presence of racehorses within the Precinct should be maintained as an important aspect of the precinct's historical function.

Policy 12 - Conservation of Significant Historical Views

12.1 same as Draft CMP Policy 59

12.2 Significant historical views within the Spectator Precinct should be conserved as much as possible, particularly:

- views from the Alison Road entry (Gate 1) down Oaks Drive;
- views from the public entry on Oaks Drive to the Saddling Paddock and stands beyond
- views to and from the Tea House and the Tramway Turnstile Building Complex, across the Rose Garden Lawn;
- views to and from the St Leger lawn and the Tramway Turnstile Building Complex, across the Fig Tree Lawn
- views to and from the Official Stand across the Saddling Paddock area; and
- views from the Stands and adjacent lawn areas to the track and winning post

The exact delineation of significant historical views would require detailed analysis and documentation prior to the design of any future works that may impact upon these views.

12.3 former significant historical views should be reinstated where possible or interpreted as part of the Interpretation Plan for the racecourse site. The former significant historical views related to the Spectator Precinct are:

- within and from the former Tramway/Busway area towards the Saddling Paddock and St Leger Reserve;
- from the Officials Stand to the Tea House and from the back of the Paddock Stand to the Members' Area, now obscured by the Movators; and
- from the stands to the former Totalisator building, now obscured by the Randwick (Betting) Pavilion.

The delineation of former historical views would require detailed analysis and documentation prior to the design of any future works that may impact upon these views.

Policy 14 - Future Uses and Development

14.1 Proposed changes to the use or fabric and/or development of any part of the place should be evaluated in terms of the functional/operational imperatives for the proposal and as part of a co-ordinated and documented plan for conserving the racecourse site as a whole.

14.2 New development and changes within the precinct should not:

- adversely impact on the heritage significance of individual components and spaces which have been identified as being of Exceptional, High or Moderate heritage significance;
- adversely impact on the historical functional and visual relationships within the precinct and its connections to the racecourse site as a whole;
- compromise its physical and visual setting;
- damage the integrity of its original design and significant fabric; or obscure an understanding of its historical function

14.3 Proposals involving adverse heritage impacts should not be considered unless they are essential in order to maintain the on-going historical function of the racecourse site as a whole and can be modified to reduce adverse impacts

14.4 Proposals for new uses and development should be evaluated on the basis of the 'tolerance for change' table set out in Section 5.6 of the CMP

14.5 Measures to appropriately interpret the heritage significance of the precinct should be incorporated into any conservation and development proposal for the place.

Policy 15 - Authenticity

15.1 Changes to the fabric and/or development of any part of the precinct should ensure that the authenticity of significant elements and fabric that are being retained is respected and maintained.

15.2 Adaptation of significant fabric should as far as possible be reversible and not obscure or conceal the original form or layout of the precinct.

15.3 Measures to appropriately interpret and to distinguish between new and existing elements, should be incorporated. In some situations, new elements and fabric may be clearly distinguished as new and/or be of modern design, but more subtle differentiation should be used where this is appropriate to avoid adverse impacts on significant components.

15.4 Where significant fabric is replaced, the new material should be detailed and installed to maintain the contribution of the original fabric to the significance of the place and its relationship with other significant fabric.

Policy 16 - Design Principles

16.1 The following principles should guide future site planning and development of the Spectator Precinct: (Note: only those design principles relating to and relevant to the subject site have been included)

Design any new elements within the precinct to be compatible with (but not necessarily to replicate) the character of adjacent significant fabric.

- Retain as much as is practicable the presence and circulation of racehorses within the Spectator Precinct.*
- Retain functional and visual connections to and from the Officials Stand*
- Improve the surface treatment and landscape presentation of the area to the northwest of the Officials Stand*
- Improve the setting of the Meeting Tree with increased soft landscaping and reduces signage*
- In the lawn areas adjacent to the tracks, retain public access and interface between spectators and horses*
- Retain visual prominence and visual accessibility of the Parade Ring*

Established Heritage Significance of the Subject Site and its Surrounds

6.0

6.1 Introduction

The subject site is part of the Racecourse Precinct Heritage Conservation Area, as shown on the *Randwick LEP Heritage Map*, and is adjacent to the Members Stand (Official Stand), listed as an item of local heritage significance in the *Randwick LEP 1998* and in the vicinity of locally listed heritage items at 10-12, 58 and 68-82 Doncaster Avenue, Kensington.



Figure 6.1
Extract from the Randwick LEP Heritage Map showing the Racecourse Precinct Heritage Conservation Area outlined in red and the heritage items within, and adjacent to, is coloured brown

Source: Randwick Council website



Figure 6.2
Aerial photograph showing that part of the Racecourse Precinct that is the subject of the proposed development. The location of the Member's Stand, the nearest listed heritage, is shaded blue

Source: *Royal Randwick Racecourse Spectator Precinct PEA*, Urbis, July 2010

6.2 Established Significance of the Subject Site

The following information for the Racecourse Precinct Heritage Conservation Area has been sourced from the Randwick Council Heritage Inventory Sheet.

RACECOURSE PRECINCT Heritage Conservation Area

A number of early buildings surround the historic track itself, while Doncaster Avenue includes some fine groups of nineteenth and twentieth century houses.

The Racecourse Precinct includes Randwick Racecourse and all properties on the eastern side of Doncaster Avenue, which adjoin the racecourse at the rear.

What is the area's significance?

Aesthetic Significance:

The Racecourse, together with Centennial Park and Moore Park, further to the north and east, forms one of the largest areas of open space in the eastern suburbs of Sydney.

The Racecourse provides an outlook for parts of the suburb of Randwick on higher ground to the east, and the University of NSW South Wales, to the south. The major built features of note are the stands, particularly the 1910 Members Stand, and the oval shaped course. Other racecourse buildings are located behind the stands in the north-west corner of the site, and close to the street frontages. The large modern grandstand is out of scale with its older neighbours but has become a local landmark.

The frontages to Alison Road, Wansey Road and High Street have avenue plantings of Port Jackson and Moreton Bay Figs, Plane trees and Brush Box, which enhance the visual amenity of these streets. In the north-west corner of the site there are Canary Island Date Palms and formal garden plantings.

The residential properties on the eastern side of Doncaster Avenue form a straight street frontage almost a kilometre in length, with a predominantly Victorian and Federation period character. This housing is representative of the larger Kensington precinct, on either side of Anzac Parade. The most common building types are one storey Federation period detached and semi-detached houses. These mostly stand on narrow lots and have consistent setbacks and verandah and roof designs. There are also a large number of Victorian period one and two storey houses, and two storey terraces. The unity of the streetscape is disturbed to some degree by Post-War period three storey flat buildings, but to a lesser degree than the remainder of the historical Kensington precinct.

Historical Significance:

The racecourse is historically significant for its early reservation as an official racecourse, in 1833. It has been in continuous use as a racecourse since the first regular meetings held in 1863. This is probably the longest period of any racetrack in Australia. The racecourse retains much original fabric from the nineteenth and early twentieth centuries. It is the best preserved Victorian and Federation period racetrack in Sydney.

Randwick Racecourse developed in parallel with the present City of Randwick. The racecourse, and the many stables and workers' cottages in the surrounding area, demonstrate the process of development of the racing industry, and its importance to the commercial life of the district. This includes housing and stables on some of the properties fronting Doncaster Avenue.

The residential properties on Doncaster Avenue demonstrate the process of suburbanisation which took place in the late nineteenth and early twentieth centuries. This was the first part of Kensington to develop, and has a higher proportion of Victorian housing as a consequence. The housing (Victorian/Federation) is representative of the first stage of Kensington's suburban development, prior to West Kensington (Federation/Inter-War). The street also has a close connection with the racecourse and the racing industry.

Social Significance:

Randwick Racecourse is held in high esteem by members of the Australian Jockey Club, the racing industry, and past and present race-goers. Royalty has visited the facility on several occasions, giving the course special prestige in Australian thoroughbred racing. The physical environment of 'Royal Randwick' is an important part of the experience of a race day.

Doncaster Avenue shares a close physical and visual link with the racecourse. It is a major route for pedestrian access to the racecourse. Doncaster Avenue is also appreciated by the community as part of an important local period landscape and streetscape.

Themes Represented:

The following historical themes, identified in the 1989 Randwick Heritage Study, are directly illustrated in the conservation area:

- *Modifying the landscape*
- *Government and institutions*
- *Recreation, entertainment and leisure*

The following themes are indirectly represented:

- *Speculation and promotion*
- *Transport and communications*
- *Suburbanisation*

A Statement of Significance for the Racecourse site was developed as part of the *Draft CMP*. It states:

Royal Randwick Racecourse is a place of State significance as metropolitan Sydney's oldest and longest continually-operating racecourse. It has unique historic, associative, aesthetic and social links to the development of horseracing in Sydney and New South Wales. It is a unique cultural landscape with landmark qualities and a distinctive architectural composition that reflects a traditional approach to racecourse design and development, serviced by substantial public transport infrastructure.

Racing at the Royal Randwick Racecourse site has taken place longer than any other racetrack still in use in metropolitan Sydney. The early racing on site in 1833 predates any other operating racecourse in New South Wales. The development of the first racetrack was championed by some of Sydney's most prominent colonial figures, including Colonial Secretary Sir Edward Deas Thomson and Surveyor General Sir Thomas Mitchell, with many of the earliest subscribers continuing to support the racecourse in its redevelopment after 1860, particularly Thomson who became the Australian Jockey Club's first president. The racecourse was accessible to all levels of society, from members, owners and trainers to 'two bob' punters.

The major buildings of the racecourse, including grandstands, Race Day Stalls, Totalisator and Tea House and the Alison Road perimeter wall, entrances and turnstiles, display a traditional form of low-scale nineteenth and early twentieth century recreational architectural styles, with a continuity of design achieved by a more than 90 year association with the Sydney architectural firm of Robertson and Marks. The tramway area (in diverse ownerships) remains and the Tramway Turnstile building demonstrates the significant association of public transport provision with the development of the racecourse and indeed the surrounding suburb.

The built environment is set within a cultural landscape of formal gardens, lawns and cultural plantings that visually connect the racecourse to the extensive parklands at Centennial Park, and in turn act to reinforce the historical connection of the racecourse to a major band of regional open spaces that incorporates part of the once large Sydney Common area set aside by Governor Macquarie for the recreational use of the people of Sydney.

The race days, particularly carnival days such as the AJC Derby and Sydney established events on the Australian racing calendar. The ability of the racecourse to continue to attract patrons from all levels of society is part of a rich intangible experience that the racecourse offers to those who attend Royal Randwick Racecourse has inspired writers and artists to document both its visual and experiential aspects. Andrew Barton 'Banjo' Patterson, horse lover, steeplechase rider and writer was a regular patron at the racecourse.

The historical and social significance of the Royal Randwick Racecourse site extends to the potentially high Aboriginal archaeological values which may be retained in the southeast corner of the racecourse site. It includes diverse, but less potentially significant, historical archaeological remains across the site, but in the northwest corner in particular.

The AJC's extensive moveable heritage, archival collection and the potential to access the oral histories of those who worked at and visited the racecourse provide significant resources and opportunities for further research.

As noted previously, the *Draft CMP* was prepared for the AJC in 2006. Although the DCP refers to this *CMP* as a full document and describes the Royal Randwick Racecourse as a place of State significance, in reality this document never progressed beyond the draft stage. It should be noted that no part of the Racecourse site is included on the State Heritage Register

as an item of State significance and that a 2006 nomination to consider the inclusion of the Racecourse site on the State Heritage Register has not been proceeded with.

The *Spectator Precinct Royal Randwick Racecourse Specific Element Conservation Policy Draft Report (Draft SECP)* contains the following Statements of Significance for individual elements of the Spectator Precinct that are the subject of this application.

Spectator Precinct	<i>The Spectator Precinct makes a major contribution to the overall significance of the racecourse. It is the main area of visitor activity and is the public face of the racecourse. It has historical significance as it has retained and is able to demonstrate the general location and functions of key elements of the site dating from its 1832 establishment. It also contains elements from the 1880s which reflect the peak of popularity of the racecourse site. These include the Officials Stand, Race Day Stalls and Saddling Paddock. The early twentieth century Tea House, Tramway Turnstile Building Complex, Swab Building and Totalisator Building also reflect an important period in the development of the racecourse.</i> <i>The Spectator Precinct is historically significant as it demonstrates the continuous use of the site by the public for over 150 years for horse racing. The precinct has aesthetic significance related to the retained elements from various historical periods of the racecourse's operations, including examples of high creative and technical achievement. As a large and prominent public place that has been the location of mass public gatherings, the precinct has also attained a high level of social significance.</i> <i>The precinct remains central to the safe and efficient running of the racecourse and is significant for its ability to demonstrate many aspects of the historical uses of the racecourse, and as a spectator area that has worked as an integrated functional whole within the racecourse site.</i>
Significant Functional Relationships within the Spectator Precinct	<i>The Spectator Precinct is significant as it demonstrates the functional relationships that remain within the precinct to this day. These aspects of the Spectator Precinct reflect the complexities in operating a racecourse, including the movement of large numbers of people, horses and vehicles. They demonstrate how the racecourse historically operated, and continues to operate, and include:</i> <i>physical and visual links between the entrances, the Saddling Paddock, the stands, track and infield, reflecting the flow of spectators into the site;</i> <i>links between the track, Parade ring and Saddling Paddock, related to horse movement;</i> <i>links between the stands, betting areas and refreshment areas, related to spectator movement;</i> <i>links between the horse float area and Race Day Stalls, related to the transport of horses to and from the site; and</i> <i>spaces in which the horse areas intersected with the pedestrian areas, which are important aspects of the spectator experience, allowing for the close viewing of horses racing on the track, being awarded prizes in the Parade Ring and behind the stands in the Saddling Paddock areas.</i>
Saddling Paddock Area	<i>The Saddling Paddock area, with its associated buildings and cultural landscape, has been associated with horse racing and spectator activities since at least the 1890s.</i> <i>The area demonstrates the social customs associated with horseracing culture during its height of popularity in Australia, as well as the continuing need for various facilities that form an integral part of the racecourse site's function.</i> <i>The Saddling Paddock area holds some significance for spectators as a meeting and congregation area and as an area for social interaction.</i>
Spectator Lawn	<i>The Spectator Lawn group with its built components and landscape area has been in continuous use as a spectator and entertainment area since 1860.</i> <i>As a group, the grandstands are representative of the changes in architectural style and detailing, ranging over a broad period of construction (1866 to 1995). Evidence of their continuous development and expansion during this time demonstrates the changing nature of horseracing as a spectator sport.</i>

Official Stand	<i>The Official Stand is the earliest grandstand and possibly the earliest building remaining at the racecourse. It demonstrates the use of the northwest corner of the site as a spectator precinct since the 1860s.</i> <i>It retains its spectator functions and much of its original and early detailing throughout, with the later 1913 and 1920 extensions clearly distinguishable, providing evidence of the evolution of the racecourse site from the 1880s.</i> <i>It has a long term continuous association with members of the AJC.</i>
Meeting Tree	<i>A mature specimen transplanted from the nearby building site to its present location in 1999. Probably a pre-1930 planting,</i> <i>Close to the entrance to the QE II Stand this tree is known as 'The Meeting Tree' and is sign posted as such.</i>
Swab Building	<i>The Swab building, constructed in 1914-1917 as part of the Race Day Stalls, is one of the oldest surviving buildings on the racecourse site. Its original function as a lavatory and its more recent use as a testing facility is evidence of its long term role and use of the Saddling Paddock area as a race day and spectator area.</i> <i>The building continues to act as an enclosing element of the Saddling Paddock area and its architectural form and relatively intact exterior fabric continue to be contributory towards the area's setting.</i>
Tea House	<i>The Tea House is one of the oldest and most intact surviving buildings on the racecourse site. It has continuously functioned as a catering facility, forming an integral part of the role of the Saddling Paddock as a spectator area. Its presence demonstrates the social customs and rituals of race-goers in the early 1900s, and the continuing need for such facilities at the racecourse.</i> <i>As a landmark building, the Tea House in its unaltered form has aesthetic significance both as part of the first view encountered upon entering the site from the Tramway Turnstile building and as part of the landscape setting of the Saddling Paddock Area.</i> <i>The building is representative of its type, with much of its original configuration extant. It also forms part of a group of the racecourse site buildings which are representative of the architectural design of Robertson and Marks.</i> <i>The Tea House has traditionally been a place of social interaction and as such would be considered to be of significance by race-goers and other members of the public that have used the building on a regular basis.</i>
Queen Elizabeth II Stand	<i>Peddle Thorp and Walker 1969 concrete frame five storey grandstand. Located between the Paddock Stand and the Official Stand. Two levels of grandstand seating. Open ground level provides access between the spectator lawn and saddling paddock areas and comprises entrance to the sub-track pedestrian tunnel. Interior includes AJC Committee areas on third level.</i> <i>Contains large amounts of moveable heritage.</i> <i>Plays an important role in the race day operations of the racecourse and provides evidence of the historic evolution of the racecourse and its changing requirements.</i>
Paddock Stand	<i>Concrete framed three-storey grandstand (1995) with ribbed metal roof, two-tone face brick cladding and large areas of glazing to the southeast facade. Interior includes third level panoramic room and numerous hospitality services. Basement level functions as service area for site hospitality, including switchboard, storage and delivery areas.</i> <i>The stand provides evidence of the long term association with Robertson and Marks and demonstrates the changing nature of horse racing as a spectator sport.</i>
Randwick (Betting) Pavilion	<i>1999-2000 addition to the Totalisator building, assessed as being of little significance.</i>

Movators	Two structure designed specifically for transporting large number of people to upper levels of Queen Elizabeth II Stand. Concrete frame platforms support sloping passages, fitted with escalator ramps. Passages composed of tubular steel trusses, clad with cement panels and glazing, ridged colorbond roofing. Segregated by concrete platforms. In association with the Queen Elizabeth Stand, demonstrates the changing nature of horse racing as a spectator sport.
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The site specific Development Control Plan (DCP) for the Racecourse Precinct, the *Royal Randwick Racecourse Development Control Plan (DCP)* contains maps showing a grading of the relative significance of the built and landscape elements within the Racecourse site. This grading summarises those in the *Draft CMP* and is limited to the attributing of Exceptional and High significance, and all other buildings, structures, trees and shrubs.

The tables and diagrams below show the location of the elements within the subject site, and the gradings noted in the *DCP* and the *CMP* for the site.

Table 6.1 Grading of built elements within the subject site

Element	DCP Grading of Significance	CMP Grading of Significance
15 Swab Building	High	High
19 Queen Elizabeth II Stand	Other	Moderate
20 Paddock Stand	Other	Moderate
21 Movators	Other	Little
22 Randwick Pavilion	Other	Little
24 Tea House	High	High

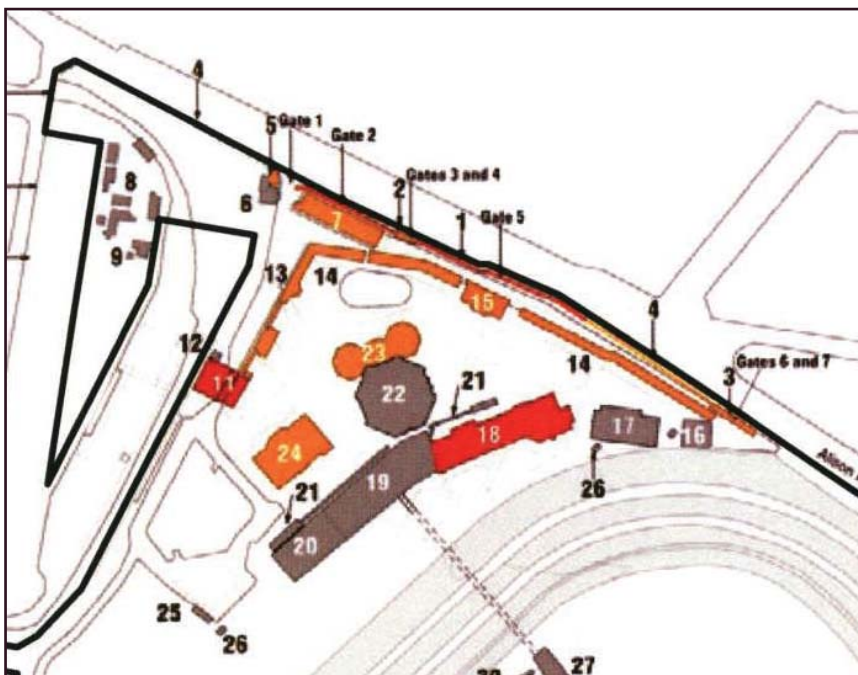


Figure 6.3
Extract from Map 3 of the DCP showing the gradings of the built elements of the subject site that are listed above. Those graded as of Exceptional significance are coloured red and those graded as High are orange. It is noted that the component of element 14 (Day Stalls) shown within the subject site has been removed.

Source: *Royal Randwick Racecourse DCP*

Table 6.2 Grading of landscape elements within the subject site

Element	DCP Grading of Significance
7 Ficus macrophylla	Exceptional
9 Phoenix canariensis	Exceptional
10 Phoenix canariensis	Exceptional
11 Phoenix canariensis	Exceptional
18 Eucalyptus ficifolia	Other
21 Ficus macrophylla	Exceptional
22 Ficus macrophylla	Exceptional (Meeting tree)
32 Ficus rubiginosa	Exceptional
33 Ficus rubiginosa	Exceptional
34 Lophostemon confertus	Other
35 Olea europaea ssp. Africana	Other
36 Olea europaea ssp. Africana	Other
37 Ulmus procera	Other
38 Ulmus procera	Other
39 Ulmus procera	Other
40 Ficus macrophylla	Exceptional
46 Araucaria heterophylla	Exceptional
47 Lophostemon confertus (Row)	High
48 Lophostemon confertus (Row)	Other

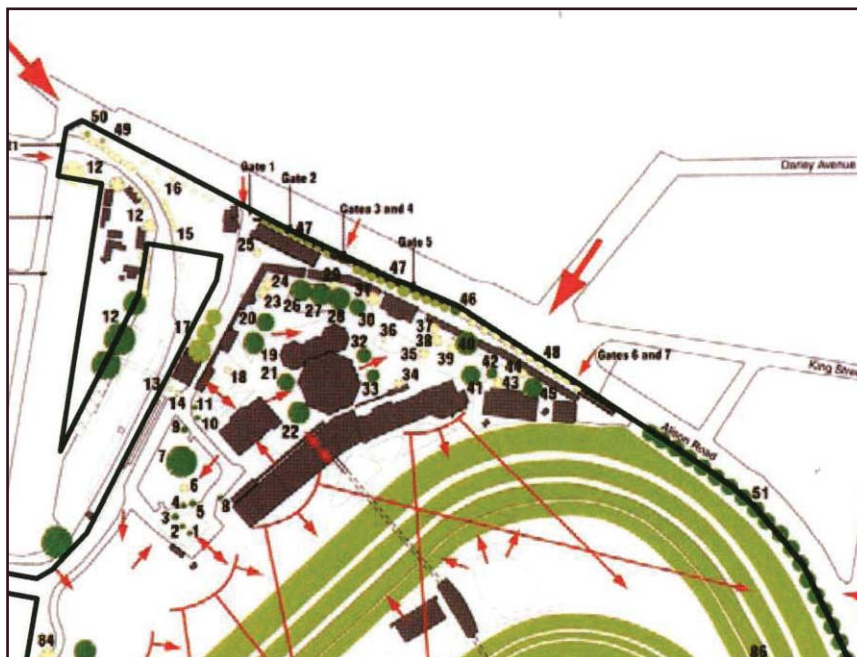


Figure 6.4

Extract from Map 4 of the DCP showing the gradings of the landscape elements of the subject site that are listed above. Those graded as of Exceptional significance are coloured dark green and those graded as High are light green.

Source: *Royal Randwick Racecourse DCP*

6.3 Established Significance of the Heritage Items in the Vicinity of the Subject Site

The following heritage items, all located within the Racecourse Precinct Heritage Conservation Area, are in the vicinity of the proposed development:

- *Members Stand (Official Stand)*
- *10-12 Doncaster Avenue, Kensington*
- *58 Doncaster Avenue, Kensington*
- *68-82 Doncaster Avenue, Kensington*

The following information for these items has been sourced from the Randwick Heritage Study, prepared by Perumal Murphy Pty Ltd in January 1988.

Heritage Item	Statement of Significance	Description
Official Stand 	<i>A building of special architectural interest forming part of Randwick's most famous and historic institutions. The graceful cast iron and brick structure has been little altered externally. It presents ideally scaled elevations</i>	<i>A three level grandstand with hipped iron roof supported by fluted neo-classical columns. The rear wall is a well detailed face brick façade of recessed arched bays with projecting sandstone bay windows and pedimented gables along parapets. Bars are located on ground level, a small viewing stand and club rooms on the middle level and seating on the top level. Original windows, cast iron balustrading and pressed metal ceilings remain. Club room interiors have been altered.</i>
10-12 Doncaster Avenue, Kensington 		<i>1880's 2 storey terrace pair. Most features retained iron lace fringes, brackets to verandah and balconies. Original palisade fencing and tiled pathways. Large curtilage associated with rear stables.</i>
"Creswell" 58 Doncaster Avenue, Kensington 	<i>Attractive, individually styled Late Victorian house. Would be one of the earliest in the area. Good streetscape presentation.</i>	<i>Two-storey, late Victorian terrace style house with wide front. brickwork painted but is quite acceptable. Spoiled mainly by filling in of side panels to balcony and verandah. This could be easily remedied. Very good and unusual pattern on balustrade and highly individual brackets. Slate roof, hipped with balcony in the same plane. Coloured glass panes in windows suggest 1890s. High timber fence. Hard to tell what was original.</i>
68-82 Doncaster Avenue, Kensington 		<i>C. 1905 Row of Federation Queen Anne single storey dwellings.</i> <i>Original verandahs with detailing timber, decorative bargeboards with roughcast brickwork and chimneys. Slate tiles replaced but original roof form and proportions retained.</i>

Assessment of Heritage Impact

7.0

7.1 Introduction

This section of the Report provides a detailed analysis of the heritage impact of the proposed development and an evaluation of the statutory controls applying to this site, in regard to heritage. The relevant EPIs and guidelines, pertaining to heritage, that are to be addressed as part of the key issues identified in the DGR for this project are the *Randwick Local Environmental Plan (LEP) 1998* and the *Royal Randwick Racecourse Development Control Plan (DCP)*.

The subject site is part of the Racecourse Precinct Heritage Conservation Area, as shown on the *Randwick LEP* Heritage Map, and is adjacent to the Members Stand (Official Stand), listed as an item of local heritage significance in the *Randwick LEP 1998*, and in the vicinity of locally listed heritage items at 10-12, 58 and 68-82 Doncaster Avenue, Kensington.

The overriding aims, desired future character and heritage objectives of the *Royal Randwick Racecourse DCP* are as follows

Aims	<i>The aims of this DCP are to provide planning and design objectives and performance criteria which will optimise:</i> <i>a. Royal Randwick Racecourse as a thoroughbred racing, training and spectator facility of highest quality,</i> <i>b. Royal Randwick Racecourse as an economic and tourism destination,</i> <i>c. the physical, recreational and environmental quality of the Racecourse, particularly the site's capacity and the spectator experience while respecting its heritage significance and landscape character,</i> <i>d. the role of the Racecourse within its metropolitan and Randwick City context and its compatibility with adjoining lands, and</i> <i>e. the Racecourse's role as an open space recreation facility.</i>
Vision and framework for the desired future character for the site is to	<i>develop a high quality Racecourse to assist the AJC's quest to re-establish a world class facility and to support the community of racing. The site's development will relate to the needs of the thoroughbred racing industry, the needs of AJC members, the financial resources of the AJC, and the strategic metropolitan location of the site within its Randwick City and parklands context.</i> <i>The Racecourse facilities will be expanded to optimise the site's role as a key recreational venue in Sydney. The design and character of the Racecourse will build on the site's major physical features, particularly its heritage significance and landscape features, and serve the needs of racegoers and other users of the site.</i>

The planning and design framework for the site is based on	1. Providing for the growth of racing, training and spectator numbers and facilities, and diversifying non-race day facilities and events, especially for AJC members. 2. Maintaining the site's landmark presence as a major gateway to Randwick City, providing high quality buildings, recreation activities, both cultural and natural landscapes, and public access. 3. Conserving the significant built and landscape heritage components of the site. 4. Establishing a concentration of significant spectator and entertainment facilities within the Spectator Precinct adjoining the track and transportation systems. 5. Reinforcing the Racecourse's landmark presence on Alison Road with expanded spectator facilities, high quality buildings, improved access infrastructure on-site and improved landscaping reinforcing the green edge. 6. Establishing a new internal road connecting Alison Road to Doncaster Avenue to link the core of the site to the public streets and public transport services, and to provide improved taxi and drop off arrangements. 7. Integrating new buildings and landscaping with the built and landscape heritage components of the site. 8. Addressing the site's important hydrological and ecological parameters. 9. Establishing clear pedestrian, vehicular and service routes to and within the Racecourse that provide for separation, legibility, safety, security and high amenity. 10. Establishing a transport regime that serves the Racecourse needs, particularly on race days and other major events, and relates to the site character and the local and regional transport systems and their capacities. 11. Providing for future buildings based on their functional needs, the opportunities and constraints of the site, sustainability, high quality urban design and architecture, and user amenity. 12. Establishing a "premier" training precinct adjacent to Wansey Road. 13. Providing opportunities for greater access to and enjoyment of the site by the members, visitors and community, while recognising the use for thoroughbred racing and heritage conservation requirements.
Heritage Objectives	3.2 Heritage Conservation Objectives 1. Conserve, manage and interpret the heritage significance of the Racecourse as a place of State heritage significance as set out below. "Metropolitan Sydney's oldest and longest continually-operating racecourse. It has unique historic, associative, aesthetic and social links to the development of horseracing in Sydney and New South Wales. It is a unique cultural landscape with landmark qualities and a distinctive architectural composition that reflects a traditional approach to racecourse design and development, serviced by substantial public transport infrastructure". 2. Manage built, landscape and archaeological components, historic views and spaces in accordance with their assessed significance. 3. Ensure that new development respects, enhances and contributes to the heritage significance of the site and its setting. 4. Ensure conservation requirements are maintained within the evolving operational activities and facilities of the Racecourse and with any proposed development. 5. Proactively manage the cultural landscape of the Racecourse. 6. Manage and respect the archaeological values of the site. 7. Actively promote and interpret the heritage values of the site.
4. Development Controls for the Spectator Precinct 4.1 Objectives	1. Provide a concentration of new and improved facilities for members, guests and the public which: • optimise the 'spectator experience' for race days and other major events, • enable AJC to improve its membership base and ongoing viability, and • promote recreational use on non-race days. 2. Upgrade the access and transport infrastructure on the site to improve the 'arrival experience', amenity, safety and Racecourse operations, especially on race days. 3. Conserve, manage and interpret the heritage significance of the precinct and its components

The DCP guidelines note that new development is to comply with the development concepts for the Precinct shown on Map 9, which is reproduced in Figure 7.1. As the strategic planning for the Racecourse site has evolved since the preparation of this DCP in 2007 elements of the proposed development do not comply with the concepts for the Spectator Precinct shown on

Map 9. The most notable of these is the relocation of the Parade Ring to the rear of the Queen Elizabeth and Paddock stands and the construction of the associated Theatre of the Horse amphitheatre. This necessitates the demolition of the Tea House and Randwick Pavilion.

The aim in providing this facility, which is modeled on those at renowned international racetracks, is to ensure the future of Royal Randwick Racecourse as a thoroughbred racing, training and spectator facility of the highest quality. This is consistent with the established heritage significance of the site and the overall aims of the site specific *DCP*.

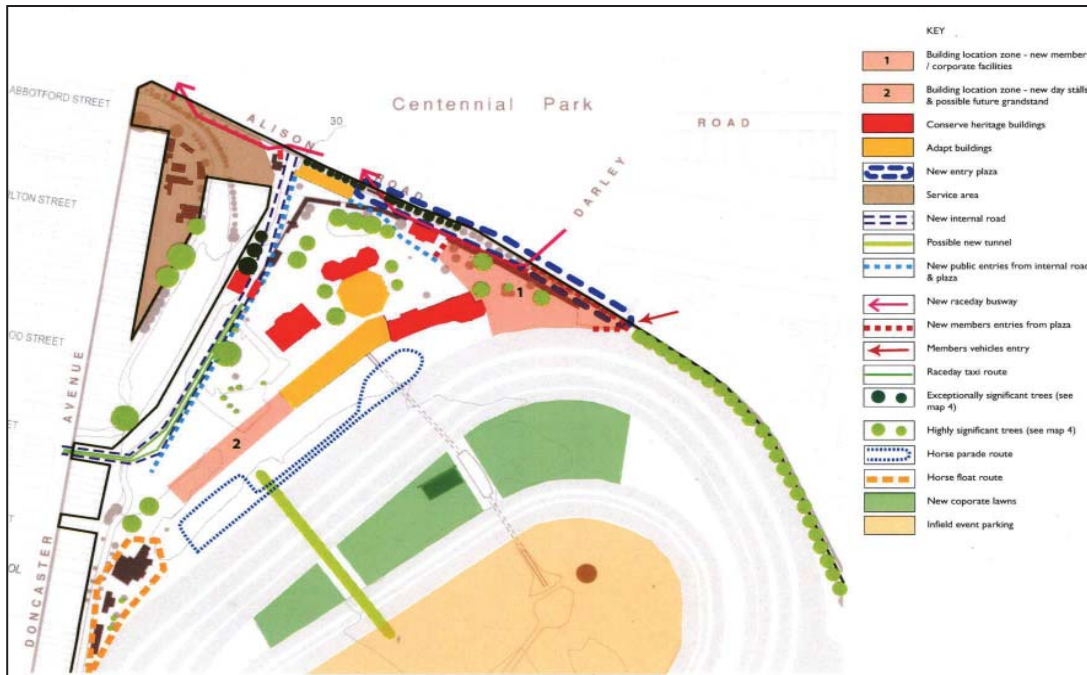


Figure 7.1

Map 9 from the *Royal Randwick Racecourse DCP*

This section of the Report also evaluates the heritage impact of the proposed development on the heritage items listed in the table below.

LEP Listed Heritage Item	Proposed Change
Racecourse Precinct Heritage Conservation Area	- Demolition of the Tea House, Randwick Pavilion, Paddock Stand and Movators - Alterations and additions to the Queen Elizabeth II Stand - Construction of a new Paddock Stand and Parade Ring with associated facilities - Additions to and adaptive re-use of the Swab Building - Landscaping in the Spectator Precinct
Official Stand (Members Stand)	- Modification of the southern end of the stand to interface with the modified Queen Elizabeth II Stand - Development in the vicinity of a heritage item
10-12 Doncaster Avenue Kensington	Development in the vicinity of a heritage item
58 Doncaster Avenue Kensington	Development in the vicinity of a heritage item
68-82 Doncaster Avenue Kensington	Development in the vicinity of a heritage item

7.2 Demolition of Site Components

Tea House

The *DCP* and *Draft CMP* for Royal Randwick Racecourse note that the Tea House is of relatively High significance to the site. As such it is recognised that its demolition will be a detrimental impact on the building itself but to a lesser degree on the overall significance of the Racecourse site. AJC Limited has explored options for the retention of this building in the proposed upgrade of the facilities in the Spectator Precinct. The initial project brief was to retain the Tea House and design a new parade ring, located close to the day stalls and jockey facilities, with tunnel access to the race track. The project architects explored three concept design options for this in detail but all were found to be inadequate.

Option A - to locate the new parade ring between the Tea House and the Grandstand was discounted for the following reasons:

- The resulting bend in the track was tighter than the minimum 12.0m required for the horses
- The space it provided for spectator viewing was severely limited, especially along the length of the track
- Space for pedestrian movement within the Spectator Precinct and around the parade ring would be severely restricted
- The shape of the parade ring was inflexible and the facility could not be used for other purposes

Option B - to wrap the new parade ring around the Tea House was discounted for the following reasons:

- There would be limited opportunity to view the parade ring in its entirety
- Space for pedestrian movement within the Spectator Precinct and around the parade ring would be severely restricted
- The shape of the parade ring was inflexible and the facility could not be used for other purposes

Option C - to locate the new parade ring wrapping around and through the Tea House was discounted for the following reasons:

- Going from outside to inside would be unsettling for the horses, particularly if spectators were inside
- There would be no opportunity to view the parade ring in its entirety
- There was an unknown commercial risk in converting the Tea House in to a tunnel for the horses as no precedent could be identified

As such it is considered that options for the retention of the Tea House have been thoroughly examined, and alternatives evaluated in accordance with Policy 37 of the *Draft CMP*.

It has been concluded that there is no viable alternative location for the Theatre of the Horse amphitheatre and Parade Ring. Its construction will necessitate the demolition of the Tea House. The variation to the *DCP* guideline is supported in the context of the proposed development which adds functional, high quality urban design and architectural elements to the site. The relocation of the Parade Ring to a purpose built, world class facility will improve safety, security and amenity for both spectators and staff leading to the achievement of the *DCP* objectives.

The primary heritage significance of the site is its continued use as a racecourse since the first regular meetings were held in 1863. The new facilities will reinforce this significance and ensure the site's on-going use as a key Sydney recreational venue. It is consistent with the overriding aim of this *DCP* which is to optimise the Royal Randwick Racecourse as a thoroughbred, racing, training and spectator facility of highest quality.

The removal of this building is supported in the context of the proposed upgrade of the Spectator Precinct which will provide world class facilities at Sydney's premier racecourse.

The heritage impact of this loss of built fabric can be mitigated by the preparation of an archival photographic record of the building and its setting.

Randwick (Betting) Pavilion

The Randwick (Betting) Pavilion was constructed in 1999-2000 as an extension to the Totalisator Building. It is assessed in the *Draft CMP* as being of Little heritage significance to the precinct or the overall site.

The *Draft SECP* notes that inappropriate additions, including the Betting (Randwick) Pavilion should be removed as the opportunity arises. The removal of this built element will improve the relationship between, and views to and from, the more significant elements of the site. These are the Totalisator Building, the Official Stand and the Swab Building. As such its removal is seen as a positive heritage outcome.

Movators

The Movators, assessed as being of Little heritage significance, also obscure views to the Official Stand. As for the Randwick Pavilion, the *Draft SECP* notes the Movators should be removed as the opportunity arises. The concept of their removal and replacement with new systems of vertical transport is considered to be a positive outcome for the conservation area and the adjacent, heritage listed Official Stand.

Paddock Stand

The *DCP* controls note that the existing spectator stands may be adapted or rebuilt within similar envelopes to provide new or improved member, corporate and public facilities. This guideline appears to conflict with the principal key feature of the planning and design framework, set out in Section 2.4 of the *DCP*, which is to provide for the growth of spectator numbers and facilities.

The Paddock Stand, constructed in 1995 and assessed in the *Draft CMP* as being of Moderate heritage significance, is to be demolished and re-built. This is being undertaken as a more cost effective alternative to alterations and additions in achieving the required form and function.

Although it is graded as having Moderate heritage significance, the demolition and replacement of this building is supported as it is considered to be consistent with *Draft CMP* Policy 6 - Significance Guides Planning because its function and location, which are identified as its significant attributes, are both to be retained.

7.3 Alterations and Additions to the Queen Elizabeth II Stand

The proposed development is essentially within the built envelope of the existing Queen Elizabeth II Stand. It is consistent with the *DCP* aim to optimise the site's capacity and spectator experience while respecting its heritage significance as a prestigious racing facility.

The main objectives for redeveloping the Spectator Precinct are to provide world class spectator facilities; to increase capacity to provide the ability to grow the business into the future and to design the new facilities to be as flexible as possible to allow for not just race day configurations but non-race day events as well.

The proposed modifications to the Queen Elizabeth II Stand will continue the evolution of this precinct and enhance its significance as a focus of visitor activity. The stand is to have new façades on the eastern and western frontages. These facades have been designed to provide views to both the racetrack and the new Theatre of the Horse parade ring. The stand redevelopment is to include new world class facilities that will cater for the current varied demographic using the racecourse site as well as attracting new patronage through new dining and entertainment areas and experiences.

7.4 Addition of New Built Elements in the Racecourse Precinct Conservation Area

The Statement of Significance for the Racecourse Precinct Conservation Area notes that part of the aesthetic significance of this conservation area is its open space which, when combined with Centennial Park and Moore Park, forms one of the largest areas of open space in the eastern suburbs. As the new built elements proposed as part of this development are located in an area of concentrated development with the racecourse site there is to be no physical impact on this open space.

It is also noted in this Statement of Significance that the physical environment of Royal Randwick Racecourse is an important part of the race day experience. The proposed development will provide world class spectator, dining and entertainment facilities for racing and events. The new Theatre of the Horse parade ring, modelled on some of the most highly renowned international racetracks such as Royal Ascot, Goodwood, and Epsom racecourses in the United Kingdom, Shatin in Hong Kong and Tokyo racecourse Japan, will expand the racing experience giving racegoers a greater opportunity to interact with the thoroughbreds and experience the excitement of the build-up to the race.

This parade ring will be a multi-purpose venue used as an amphitheatre on race days, post race and non race day events. The new Paddock Stand, and the modified Queen Elizabeth II Stand will provide patrons with views to both the parade ring and the racetrack, thus enhancing the race day experience which is an essential part of retaining the significance of the site.

The landmark status of the existing twentieth century grandstands within this conservation area will be reinforced by the addition of the new built elements; the proposed Paddock Stand, and its link with the Queen Elizabeth II Stand and Theatre of the Horse.

The proposed new buildings are considered to be consistent with the design principles specified in Policy 73 of the *Draft CMP* and Policies 10, 12, 14, 15 and 16 of the *Draft SECP* for the following reasons:

- the proposal has been developed as part a co-ordinated plan to improve the functionality of the whole racecourse site
- the visual and functional relationship between the former paddock area and the track is reinforced with the enhanced viewing opportunities available from the new and modified grandstand
- the new buildings are distinctly new elements which do not mimic the characteristics of the earlier buildings in the precinct
- the new buildings continue the historic layering of the site's built environment, providing world class contemporary facilities to enhance the significance of the site as a premier racing and training facility
- the insertion of new structures within the Spectator Precinct has been minimised with the rebuilding of the existing Paddock Stand
- although they will be dominant components of the site the new buildings will not detract from the distinctive character and appearance of the existing buildings
- the significant presence of racehorses within the Precinct is to be reinstated and reinforced with the new Theatre of the Horse and its associated facilities
- views identified on Map 6 of the *DCP* are to be retained and enhanced

7.5 Adaptive Re-use of the Swab Building

The Swab building, which is not used at the present time, was originally constructed circa 1914-1917 as a toilet block and was converted to the Swab building in 1994. Changes made to this building since its initial construction include the replacement of the original roofing material with concrete tiles, insertion of two large roller doors in the southwest facade and re-configuration and refurbishment of the building interiors.

As part of the adaptive re-use of this building, as a conference and museum facility, it is proposed to add a new built element to the west and east. These are essentially free standing wing additions with a light weight link to the existing structure, and will accommodate a cafe, kitchen and amenities, as well as a new member registration office and gallery. The 1990s fitout for the Swab facility will be removed and a new conference space will be inserted as a stand alone structure within the existing building. The open, timber lined ceiling is to remain exposed and will be a prominent feature of the interior.

A transparent glass wall adjacent to the northern facade of the building will provide the required security for this area while maintaining the building's visual connection with the street.

The provision of member and corporate facilities in this area complies with Performance criteria 4.3 e. of the *DCP*. The adaptation of this building restores its active use within the Racecourse site and is consistent with *CMP* Policy 35 - Adaptation. Therefore it is considered to be a positive heritage outcome.

7.6 Landscaping

The proposed site landscaping includes new grassed and paved areas, additional trees, and opportunities for heritage interpretation. The landscaping plan shows that trees identified in the *DCP* as being of Exceptional and High heritage significance are to be retained. The landscaping in this precinct has evolved in response to the functional requirements of the racecourse operations. The proposed new elements add a complementary layer to the existing character of the area.

7.7 Impact on the Official Stand (Members Stand)

As it was originally designed and constructed in the 1880s the form and character of the Official Stand differs markedly from that of the Queen Elizabeth II Stand. These stands, located side by side, have no architectural relationship but, together, provide evidence of the development of the spectator facilities at the racecourse and the evolution of stadia design.

The current junction of the Official Stand and the Queen Elizabeth II Stand is poorly resolved, as shown in Figures 7.2, 7.4 and 7.5. The initial construction of the Queen Elizabeth II Stand involved the removal of the end bays of the 1913 southern extension to Official Stand. In order to provide a connection between the two stands, from the upper level of the Official Stand, a portion of the upper deck and roof of the last bay was left *insitu*. It is proposed to remove this remnant, along with a section of the northern end of the Queen Elizabeth II Stand to provide a physical and visual separation between these two buildings.

The removal of the Queen Elizabeth II Movators and their associated covered walkways, and replacement with a new “link” element, will restore views to the rear facade of the Official Stand and further enhance opportunities for the appreciation of its significance.

The southern end of the Official Stand will be left open and the wall and structural elements clad in metal sheeting with a high quality finish. A new, two level link element is to be constructed to connect the rear of the buildings. This will minimise the intervention required to provide the necessary fire egress and equitable access to the Official Stand. The ground level link will be via a new opening in the northern wall of the Queen Elizabeth II Stand.

The impact of the minor partial demolition of early building fabric, required to resolve the junction between these buildings, is mitigated by the enhancement of the appearance of the Official Stand, and can be further minimised with advice from a suitably qualified heritage consultant in the preparation of the detailed design.

The proposed development removes the provides a physical and visual separation to the front of the two stands thus improving the presentation of the historic Official Stand and reinstating its presentation as an individual building. Additionally, the removal of the Movators and the Randwick (Betting) Pavilion at the rear of the building will improve views to and from this building. It is considered that the proposed works will result in a positive impact for the Official Stand.



Figure 7.2
Shows the existing poorly resolved junction between the Queen Elizabeth II Stand and the Official Stand



Figure 7.5
Shows the existing poorly resolved junction at the rear of the Queen Elizabeth II Stand and the Official Stand

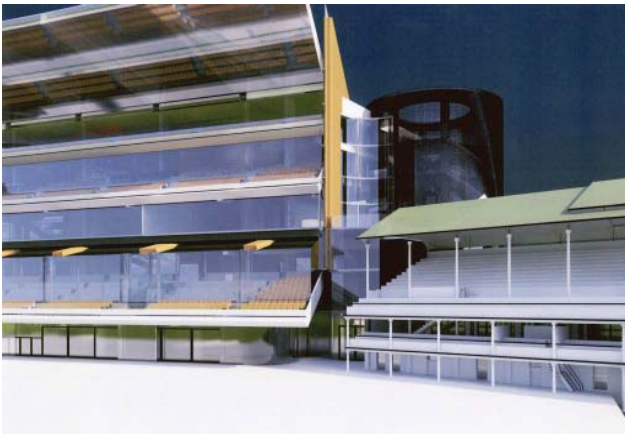


Figure 7.3
Computer generated model showing the proposed development and the improved presentation of the Official Stand

Source: Fitzpartick Partners



Figure 7.6
Computer generated model showing the proposed development and the improved presentation at the rear of the Official Stand

Source: Fitzpartick Partners



Figure 7.4
Interior wall of the junction between the Official Stand and the Queen Elizabeth II Stand



Figure 7.7
View to the existing stands from the other side of the Racecourse showing the existing relationship between the Queen Elizabeth II

7.8 Impact on the Heritage Items in the Vicinity

Doncaster Avenue Residences

The heritage listed dwellings in Doncaster Avenue that are in the vicinity of the subject site appear to have been listed for their architectural and aesthetic significance. Some of these houses have limited views to the buildings of the Spectator Precinct but this is not considered to contribute in any way to their heritage significance. It should also be noted that views to the subject site from 10-12 Doncaster Avenue are likely to be obscured by the future development of the property at 66A Doncaster Avenue which is proposed by its private owners, and is not part of the AJC owned racecourse site.

Therefore it is concluded that the proposed development of the Spectator Precinct which may change in built form viewed from these dwellings will not have an adverse impact on their established heritage significance.

7.9 Mitigation of Heritage Impacts

The adverse heritage impact of the demolition required to facilitate this phase of development of the Randwick Racecourse could be mitigated by the preparation of an archival photographic recording of the Spectator Precinct prior to the commencement of any works, and the continued implementation of site wide interpretation.

The archival recording should include details of the exteriors, interiors and setting of the Tea House, Swab Building, Grandstands and Parade Ring, as well as the site layout and visual character of the built and landscape elements of the Spectator Precinct.

AJC Limited are committed to retaining and displaying their archival material and moveable heritage collection. The *Royal Randwick Racecourse - Interpretation Plan - Phase 1: Strategic Overview - Draft Report*, prepared by Godden Mackay Logan in November 2007 contains a moveable heritage scoping study and proposals for the development and implementation of future site interpretation.

The proposed development incorporates an opportunity for display of the AJC collections in the adaptive re-use of the former Swab Building.

The impact of any change required to link the Official (Members) Stand to the refurbished Queen Elizabeth II Stand can be mitigated by seeking and implementing the advice of a suitably qualified heritage consultant when designing the detail of this interface.

7.10 Archaeological Potential

Earlier studies of the Racecourse site have identified a range of previous buildings in portions of the Spectator Precinct. The future disturbance of any relics associated with these buildings must be managed under the Archaeological provisions of the *NSW Heritage Act*. As such an Archeological Management Plan will need to be prepared for this area, prior to the commencement of any works.

7.11 Summary of Heritage Impact

The cultural landscape of the Royal Randwick Racecourse has evolved continuously since the AJC's initial involvement with the site in 1860s. Upgrading of the site infrastructure has generally coincided with the granting of lease extensions or government use of the site for other purposes. The security of tenure provided on these occasions has enabled the AJC, a not for profit organisation, to invest financial resources in the site. Examples of these redevelopment phases are:

- the construction of permanent racecourse infrastructure following the 1863 grant of the land for the purposes of public recreation
- site upgrading following the gazetting of the 1873 *AJC Act* which provided a 21 year lease and the authority to change admission fees
- enhancement of the site facilities between 1910 and 1920 following upgrading of the tram transport link facilitating increased spectator attendance
- site upgrading following the 1947 government payment of compensation for the military occupation of the site and the 1960 signing of a 50 year lease
- planning for the staged upgrading of the site facilities following the 2008 lease renewal for 99 years, with the first stage implemented ahead of the site's use for the 2008 World Youth Day culmination event

The proposed development includes refurbishment of the grandstands and event facilities to be funded by the NSW State Government as part of a package of reforms to the New South Wales racing industry, contingent upon a merger between the AJC and the Sydney Turf Club (STC), announced in July 2010.

The *DCP* guidelines note that new development is to comply with the development concepts for the Precinct shown on Map 9, which is reproduced in Figure 7.1. As the strategic planning for the Racecourse site has evolved since the preparation of this *DCP* in 2007 elements of the proposed development do not comply with the concepts for the Spectator Precinct shown on Map 9. The most notable of these is the relocation of the Parade Ring to the rear of the Queen Elizabeth and Paddock stands and the construction of the associated Theatre of the Horse amphitheatre. This necessitates the demolition of the Tea House and Randwick Pavilion, graded in the *Draft CMP* as being of High and Moderate heritage significance.

The proposed demolition of these buildings and the construction of new, improved facilities is, however, consistent with the historical development of the racecourse site. The first AJC grandstand at Randwick was a "temporary" stand, constructed in 1860 and demolished in 1875. Since this time spectator facilities at the racecourse have been added, modified and replaced regularly to enable the AJC to satisfy the changing requirements of its members and the race going public.

AJC Ltd considers the construction of the world class Theatre of the Horse facility to be essential to maintain the on-going historical function of the racecourse site as a whole. Failure to meet the current expectations of global racehorse owners and to attract financially viable race day crowds will result in the demise of racing at Royal Randwick. As such the proposed development is considered to be consistent with *CMP* Policy 14.3 for Future Uses and Development.

Given this context the proposed development is supported, subject to the recommended mitigation measures.

7.12 Evaluation Against Randwick LEP 1998 Heritage Provisions

The proposed development is considered to be compliant with the relevant heritage provisions outlined in Part 4 of the *Randwick LEP 1998*, that apply to heritage items. As required, approval is being sought before carrying out the proposed works in the Racecourse Precinct Heritage Conservation Area.

The policies of the *Draft Royal Randwick Racecourse Conservation Management Plan (CMP)* have been used to inform the preparation of the *Royal Randwick Racecourse DCP*. These have been considered as part of the analysis in this Heritage Impact Statement which has been prepared to assist the consent authority in its assessment of the proposal.

It is a recommendation of this Report that an Archaeological Management Plan be prepared for the subject site prior to the commencement of any works. This plan will assess the archaeological requirements of the *NSW Heritage Act 1977*.

This Heritage Impact Statement concludes the potential impacts of the proposal to be within acceptable limits, subject to its recommendations.

Conclusions and Recommendations

8.0

8.1 Conclusions

- The subject site is part of the Spectator Precinct of Royal Randwick Racecourse
- It is part of the Racecourse Precinct Heritage Conservation Area which is shown on the *Randwick LEP* Heritage Map.
- It is adjacent to the Official Stand, listed as an item of local heritage significance in the *Randwick LEP*, and in the vicinity of locally listed heritage items at 10-12, 58 and 68-82 Doncaster Avenue, Kensington.
- The primary heritage significance of Royal Randwick Racecourse is its continued use as a racecourse since the first regular meetings were held in 1863. The cultural landscape of the site has evolved continuously since the AJC's initial involvement with the site in 1860s.
- The proposed new facilities will reinforce this significance and ensure the site's on-going use as a key Sydney recreational venue.
- The proposed development is consistent with the overriding aim of the *Royal Randwick Racecourse Development Control Plan* which is to optimise the Royal Randwick Racecourse as a thoroughbred, racing, training and spectator facility of highest quality.
- AJC Ltd considers the construction of the world class Theatre of the Horse and upgraded grandstand facilities to be essential to maintain the on-going historical function of the racecourse site as a whole. Failure to meet the current expectations of global racehorse owners and to attract financially viable race day crowds will result in the demise of racing at Royal Randwick.
- Although the demolition of the Tea House is recognised as an adverse heritage impact it is supported in the context of the proposed upgrade of the Spectator Precinct which will provide world class facilities at Sydney's premier racecourse.
- The heritage impact of the loss of built fabric required to facilitate this phase of development of the royal Randwick Racecourse can be mitigated by the preparation of an archival photographic record of the building and its setting, and the continued implementation of the site's interpretation.
- The removal of Betting (Randwick) Pavilion and the Movators will improve the relationship between, and views to and from, the more significant elements of the site and is seen as a positive heritage outcome for the site.
- The adaptive re-use of the Swab Building, as a conference and museum facility, restores its active use within the Racecourse site and is considered to be a positive heritage outcome.
- Earlier studies of the Racecourse site have identified a range of previous buildings in portions of the Spectator Precinct. The future disturbance of any relics associated with these buildings must be managed under the Archaeological provisions of the *NSW Heritage Act*.

8.2 Recommendations

- An experienced Conservation Architect should be commissioned to work with the consultant team throughout the design development, contract documentation and construction stages of the project to resolve matters where existing significant fabric and spaces are to be subject to change.
- An Archaeological Management Plan for the Spectator Precinct should be prepared and implemented prior to the commencement of works.
- An Archival Photographic Recording of the Spectator Precinct should be made prior to the commencement of any works. The archival recording should include details of the exteriors, interiors and setting of the Tea House, Swab Building, Grandstands and Parade Ring, as well as the site layout and visual character of the built and landscape elements of the Spectator Precinct.
- The *Royal Randwick Racecourse - Interpretation Plan - Phase 1: Strategic Overview - Draft Report*, prepared by Godden Mackay Logan in November 2007 should be used to inform the development and implementation of future site interpretation.
- Graham Brooks and Associates recommends this proposal for approval.

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