

# HERITAGE IMPACT STATEMENT

## SSD-10285: WINX STAND ROYAL RANDWICK RACECOURSE

29 OCTOBER 2019  
P0005973  
PREPARED FOR AUSTRALIAN TURF CLUB

**URBIS**

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# TABLE OF CONTENTS

Executive Summary .....	i
1. Introduction .....	1
1.1. Background.....	1
1.2. Methodology .....	1
1.3. Author Identification .....	1
1.4. Site Location .....	2
1.5. Heritage Context of the Site.....	2
2. Site Description .....	5
2.1. Regional Context .....	5
2.2. The Local Context.....	6
2.3. The Subject Site.....	7
3. Historical Overview .....	9
3.1. Establishment of the Randwick Racecourse .....	9
3.2. Development of the Racecourse .....	9
3.3. Early Twentieth Century Expansion .....	13
3.4. The Racecourse's Interwar Years .....	17
3.5. Postwar Modernisation of Randwick Racecourse .....	20
3.6. Late Twentieth Century Changes to the Site .....	23
3.7. Master Planning for the Twenty-first Century .....	24
4. Heritage Significance .....	27
4.1. What is Heritage Significance? .....	27
4.2. Established Statement of Significance .....	27
5. The Proposal.....	28
6. Impact Assessment.....	29
6.1. Statutory Controls .....	29
6.1.1. Randwick Local Environmental Plan 2012 .....	29
6.1.2. Randwick Comprehensive Development Control Plan 2013.....	32
6.2. Heritage Division Guidelines.....	36
6.3. Conservation Management Plan .....	38
7. Conclusion and Recommendations .....	41
8. Bibliography and References.....	42
8.1. Bibliography .....	42
8.2. References.....	42
Disclaimer .....	43

## FIGURES:

Figure 1 – Locality map .....	2
Figure 2 – Extract of heritage maps (subject site outlined in blue) .....	3
Figure 3 – Regional Context Map.....	5
Figure 4 – Local Context Map .....	6
Figure 5 – Site Plan .....	7
Figure 6 – Leger Lawn looking west.....	7
Figure 7 – Leger Lawn looking north east .....	8
Figure 8 – Aerial of the Leger Lawn outlined in red.....	8
Figure 9 - 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).....	10
Figure 10 - Detail of early Parish Map showing the first three stands on the site, together with two entrance gates .....	11
Figure 11 - View of the second Grandstand, which was completed in 1876. This new grandstand facility offered private boxes, a telegraph office and refreshment rooms .....	12
Figure 12 - 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. ....	13
Figure 13 - Photograph taken in 1914 of the saddling paddock and tea house .....	15
Figure 14 - View of the saddling paddock and race day stalls, 1914 .....	15
Figure 15 - View of the “Weighing Yard, Official and other Stands and Judge’s Box”, 1914 .....	15
Figure 16 - Detail of Sydney Water Board survey of the racecourse, 1907 .....	16
Figure 17 - 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.....	17
Figure 18 - 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.....	18
Figure 19 – Extract of 1930 historical aerial showing the subject site outlined in red .....	19
Figure 20 – Close-up view of 1943 aerial .....	19
Figure 21 - Paddock Reserve Totalisator, 1946 .....	20
Figure 22 - New Robertson & Marks-designed Administration building, 1962.....	21
Figure 23 - New stables and covered yards, constructed in 1962 as part of a broader phase of expansion of stabling facilities.....	21
Figure 24 – Extract of 1961 historical aerial showing the subject site outlined in red .....	22
Figure 25 – Bird’s eye view of the subject site outlined in red, showing previous (Leger Stand) structure .....	23
Figure 26 – Extract of 1986 historical aerial showing the subject site outlined in red .....	24
Figure 27 – Extract of 2005 historical aerial showing the subject site outlined in red, after demolition .....	26

**TABLES:**

Table 1 – SEARS.....	1
Table 2 – Assessment against Randwick Local Environmental Plan 2012.....	29
Table 3 – Assessment against the Randwick Comprehensive Development Control Plan 2013 .....	32
Table 4 – Assessment against the Heritage Division Guidelines .....	36
Table 5 – Assessment against the Conservation Management Plan Policy .....	38

# EXECUTIVE SUMMARY

This Heritage Impact Statement (HIS) has been prepared on behalf of Australian Turf Club (ATC) in support of a State Significant Development (SSD) application for a Multipurpose Race Day Facility development at 43 Alison Road, Royal Randwick (the site). This HIS has been prepared in response to Secretary's Environmental Assessment Requirements (SEARs) for SSD 10285, issued on 26 April 2019.

This SSD application seeks approval for the development of a multi-purpose race day facility, referred to as the "Winx Stand". The development will involve the construction of a two-storey multi-purpose facility at the southern end of the existing QEII Grandstand, in the Royal Randwick Spectator Precinct. The proposed facility is designed to significantly enhance the amenity for patrons attending race day events at Royal Randwick, and provide a flexible space for non-race day events. The Winx Pavilion will comprise an approximate 3,546sqm footprint and maximum building height of 19.8m.

The whole of the subject property is located within, and forms the majority of, the C13 Racecourse Heritage Conservation Area under Schedule 5 of the *Randwick Local Environmental Plan 2012*. Within Royal Randwick, the Member's Stand is individually listed as a local heritage item under Schedule 5 of the *Randwick LEP 2012*, as Item 249, 'Members' Stand/Official Stand, Royal Randwick'. This is the only heritage item listed within the Royal Randwick precinct.

The proposed development has been assessed in Section 6 of this report to have no detrimental heritage impact on the vicinity heritage items or the Randwick Racecourse Heritage Conservation Area for the following reasons:

- No significant built or landscape elements will be affected by the proposed development. The proposed location for the new building currently comprises generally cleared land or improved with temporary non-significant structures.
- There are no physical or visual impacts on the heritage listed members' stand to the north. There are no physical or visual heritage impacts to the other identified significant built elements within the racecourse site including the former Totalisator building and Tramway building complex.
- The proposed new building supports and enhances the significance of the racecourse conservation area by facilitating the ongoing horse racing and horse training use of the place and by providing high quality facilities to attract and entertain patrons. This development will ensure the longevity of horse racing operations at the site thereby conserving its important and historic sporting values.
- The proposed building has been sympathetically sited in the spectator precinct, oriented towards the racetrack in alignment with the existing buildings which include both early and contemporary buildings. The proposed building will be located to prevent impact on the original members' stand to the north and is substantially distanced from all significant built elements on the site. The proposed building's location will not detract from the racetrack setting or configuration.
- The proposed building is visually recessive and inoffensive and will not dominate significant views within the site. The spectator precinct is already characterised by later contemporary racing facilities which are required to support the ongoing racing use of the site. An additional spectator building in a currently underutilised and vacant area will have no detrimental impact on the character of the precinct.
- The proposed building has been designed in a restrained contemporary style, to provide a functional spectator facility which has a visual connection with the racetrack. The proposed building has adopted a neutral colour palette including grey tones and large expanses of glazing, appropriate to its contemporary and functional design.
- The new building does not seek to replicate any historic built detail of the significant buildings within the racecourse, such as the original members' stand to the north. This ensures that a hierarchy of historic fabric is maintained across the site and that the new building presents as a thoroughly modern addition and the early buildings retain their sense of historic identity.

The proposal is acceptable from a heritage perspective and is recommended for approval.

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# 1. INTRODUCTION

## 1.1. BACKGROUND

This Heritage Impact Statement (HIS) has been prepared on behalf of Australian Turf Club (ATC) in support of a State Significant Development (SSD) application for a Multipurpose Race Day Facility development at 43 Alison Road, Royal Randwick (the site). This HIS has been prepared in response to Secretary's Environmental Assessment Requirements (SEARs) for SSD 10285, issued on 26 April 2019.

The following table provides a summary of the Secretary's Environmental Assessment Requirements (SEARs) issued by the Department of Planning and Environment on 26 April 2019. The table also identifies where each requirement has been addressed within this HIS and supporting documentation.

Table 1 – SEARs

Secretary's Environmental Assessment Requirement	Refer HIS Section
<p><b>8. Heritage and archaeology</b></p> <p>The EIS shall:</p> <ul style="list-style-type: none"><li>• include a Heritage Impact Statement (HIS) prepared by a suitably qualified heritage consultant in accordance with the guidelines in the NSW Heritage Manual. The HIS is to address the impacts of the proposal on any heritage significance of the site and adjacent areas and is to identify the following:<ul style="list-style-type: none"><li>○ all heritage items (state and local) within the vicinity of the site</li><li>○ the impacts of the proposal on heritage items including visual impacts</li><li>○ attempts to avoid and/or mitigate impacts on the heritage significance or cultural heritage values of the site and the surrounding heritage items or measures to protect adjoining heritage buildings during demolition, excavation and construction, including any relevant geotechnical and structural engineer reports</li><li>○ an assessment of the proposal against the Racecourse Precinct Heritage Conservation Area.</li></ul></li></ul>	<p>Section 1</p> <p>Section 6</p> <p>Section 6</p> <p>Section 6</p>

## 1.2. METHODOLOGY

This Heritage Impact Statement has been prepared in accordance with the NSW Heritage Division guidelines 'Assessing Heritage Significance', and 'Statements of Heritage Impact'. The philosophy and process adopted is that guided by the *Australia ICOMOS Burra Charter 1999* (revised 2013).

In accordance with the SEARs, site constraints and opportunities have been considered with reference to relevant controls and provisions contained within the Randwick Local Environmental Plan 2012, the Randwick Development Control Plan 2013, and the Royal Randwick Racecourse – Conservation Management Plan – Volume 1.

## 1.3. AUTHOR IDENTIFICATION

The following report has been prepared by Ashleigh Persian (Senior Heritage Consultant). Unless otherwise stated, all drawings, illustrations and photographs are the work of Urbis.

## 1.4. SITE LOCATION

The subject area is located on the Leger Lawn in the north-western section of Lot 2009 DP 1169042, within the grounds of the Royal Randwick Racecourse, within the bounds of Randwick City Council Local Government Area (LGA), NSW.

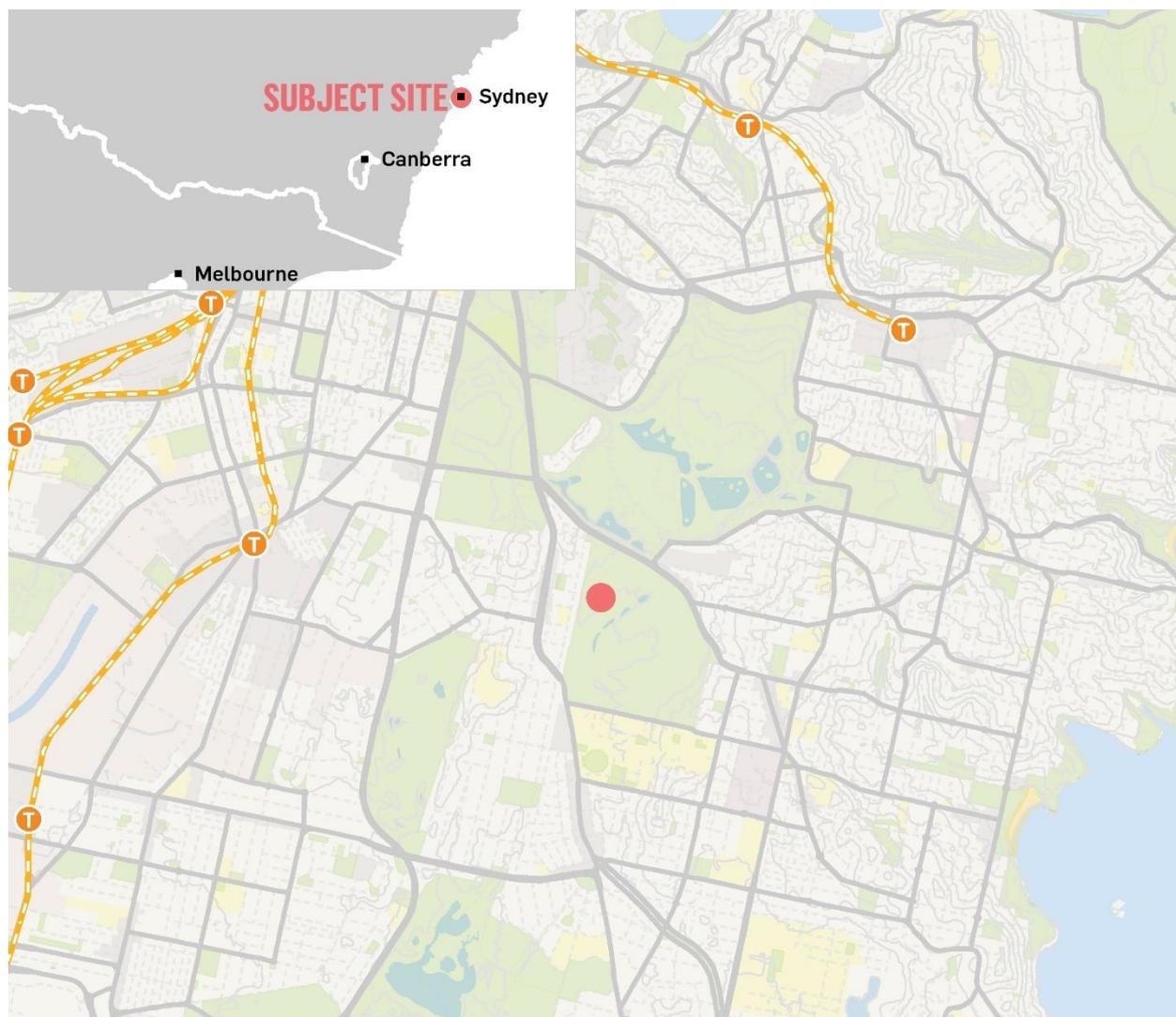


Figure 1 – Locality map

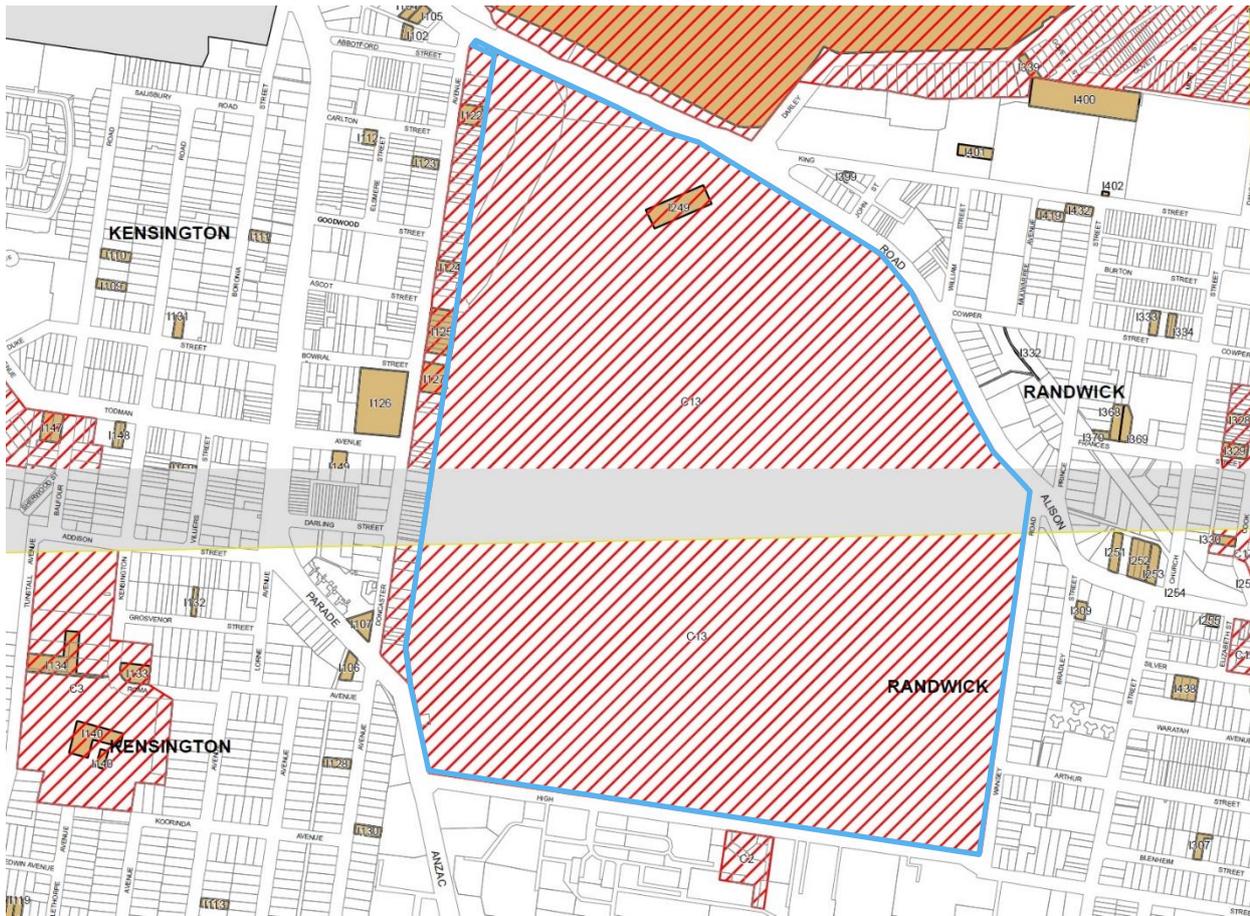
Source: Urbis

## 1.5. HERITAGE CONTEXT OF THE SITE

The whole of the subject property is located within, and forms the majority of, the C13 Racecourse Heritage Conservation Area under Schedule 5 of the *Randwick Local Environmental Plan 2012 (Randwick LEP 2012)*. The conservation area includes the adjoining strip of residential dwellings along Doncaster Avenue, which adjoin Royal Randwick's western boundary. Within Royal Randwick, the Member's Stand is individually listed as a local heritage item under Schedule 5 of the *Randwick LEP 2012*, as Item 249, 'Members' Stand/Official Stand, Royal Randwick'. This is the only heritage item listed within the Royal Randwick precinct.

Additional individual heritage items are located along Doncaster Avenue, comprising residential dwellings, and to the north, being the whole of Centennial Park. These heritage items are located outside of the subject property boundary, however those heritage listed dwellings along the eastern alignment of Doncaster Avenue are located within the overall C13 Racecourse Heritage Conservation Area.

Figure 2 – Extract of heritage maps (subject site outlined in blue)



Source: Randwick Council Local Environmental Plan 2012, Heritage Map HER\_001 & HER\_002

The C13 Racecourse Heritage Conservation Area is significant to the Randwick Local Government Area for aesthetic, historical and social reasons, as outlined in the Council's current inventory sheet, and included hereunder:

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 semidetached 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.

## 2. SITE DESCRIPTION

### 2.1. REGIONAL CONTEXT

Royal Randwick is one of the largest recreation areas in the highly urbanised Eastern Suburbs of Sydney. It is located within a major open space and entertainment precinct that includes a range of passive and active recreation areas and sporting facilities, comprising Moore Park Golf Course, the Moore Park Sport Precinct (including Sydney Cricket Ground and Allianz Stadium), the Entertainment Quarter and Centennial Park.

The site is strategically significant due to its proximity to a number of key Sydney features including:

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

The Racecourse is also directly adjacent to a major Transport for NSW infrastructure project to establish the CBD and South East Light Rail (CSELR) which is due for completion in mid-2020. The project is in the advanced stages of construction and includes a new light rail station directly opposite the existing Alison Road entry to the Racecourse. The CSELR will be a gamechanger for public transport in the precinct, linking major recreation, education, commercial and residential areas between the Eastern Suburbs and Sydney CBD.



Figure 3 – Regional Context Map

Source: Urbis

## 2.2. THE LOCAL CONTEXT

Royal Randwick Racecourse is located in the Randwick Local Government Area (LGA). The site is legally described as Lot 2009 in Deposited Plan 1169042 and is Crown Land, leased to ATC who own and operate the racecourse. The racecourse is located between two key sub-regional road corridors, being Anzac Parade and Alison Road, which are both undergoing significant change due to the light rail construction.

The racecourse has an interface with several different localities each with a distinct character, including:

- North – Centennial Park directly opposite the site, on the opposite side of Alison Road.
- East – predominantly residential area, with frontage to Wansey Road. This area is elevated above the level of the racecourse but views across the racecourse are well screened by a row of mature fig trees.
- Further east – Randwick shopping village is approximately 1.5km away.
- South – the University of NSW is located along the entire southern boundary of the site fronting High Street.
- South east – the Prince of Wales Hospital is located less than 1km away.
- West – residential area consisting of a mix of one and two storey single dwellings and three storey residential flat buildings.
- Further west – Kensington village shopping strip located along Anzac Parade.



Figure 4 – Local Context Map

Source: Urbis

## 2.3. THE SUBJECT SITE

The site is legally described as Lot 2009 in Deposited Plan 1169042 and is Crown Land, leased to ATC who own and operate the racecourse. This subject proposal relates only to the Leger Lawn. The Leger Lawn is a generally vacant area of land to the immediate south west of the QEII grandstand, on the north-western periphery of the racecourse. The area is currently improved with a single storey shed and a number of demountable structures. There is a large level area of lawn and limited landscaping.



Figure 5 – Site Plan

Source: COX



Figure 6 – Leger Lawn looking west

Source: COX



Figure 7 – Leger Lawn looking north east

Source: COX



Figure 8 – Aerial of the Leger Lawn outlined in red

Source: SIX Maps 2019

## 3. HISTORICAL OVERVIEW

The following historical overview summary for Royal Randwick has been predominantly sourced from the historical overview of the site provided in *Royal Randwick Conservation Management Plan* prepared by *Godden Mackay Logan* in 2006.

### 3.1. 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.

### 3.2. 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 north-eastern 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 9 - 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*

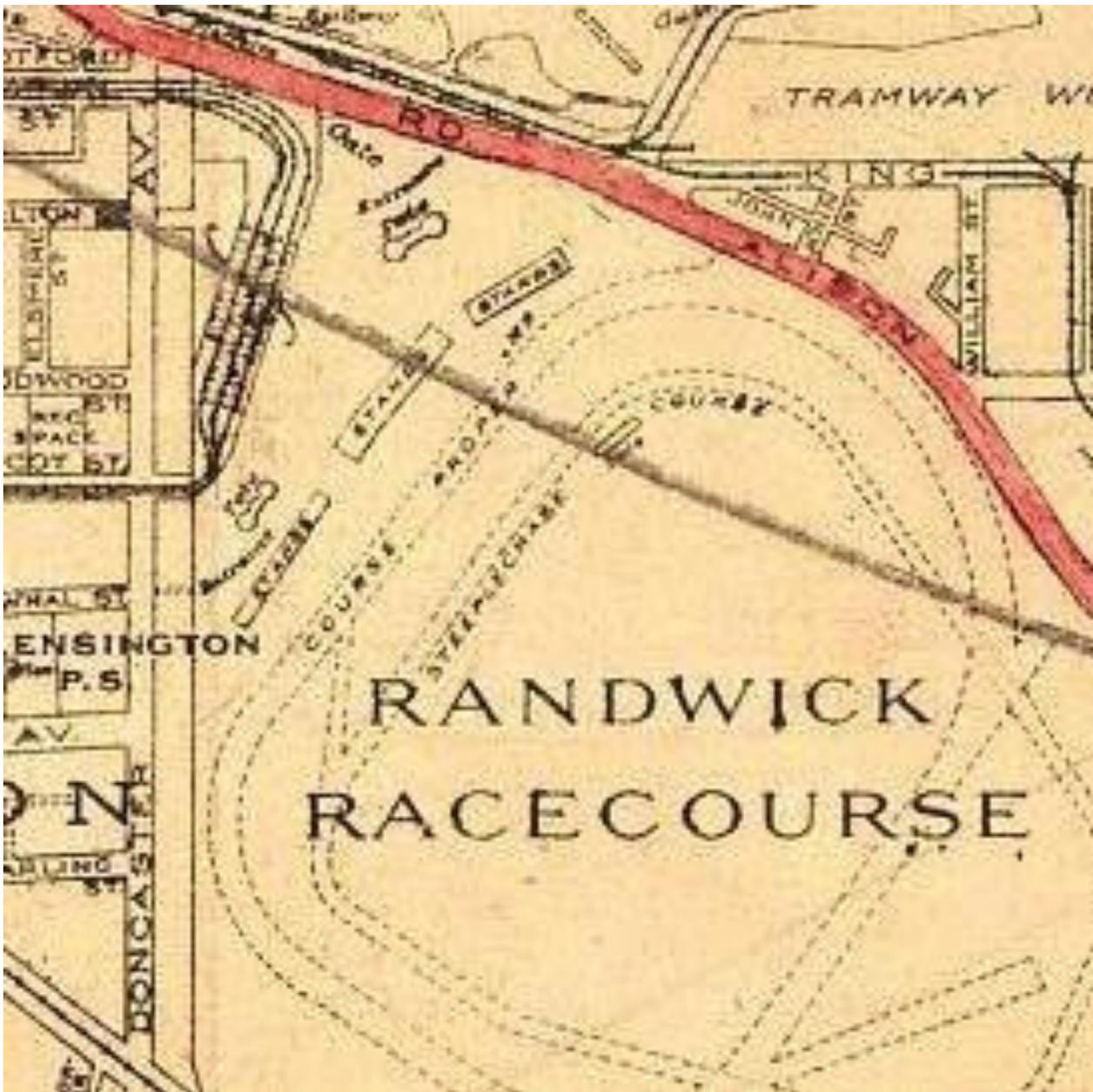


Figure 10 - Detail of early Parish Map showing the first three stands on the site, together with two entrance gates

Source: *New South Wales Land and Property Information*

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 11 - 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*

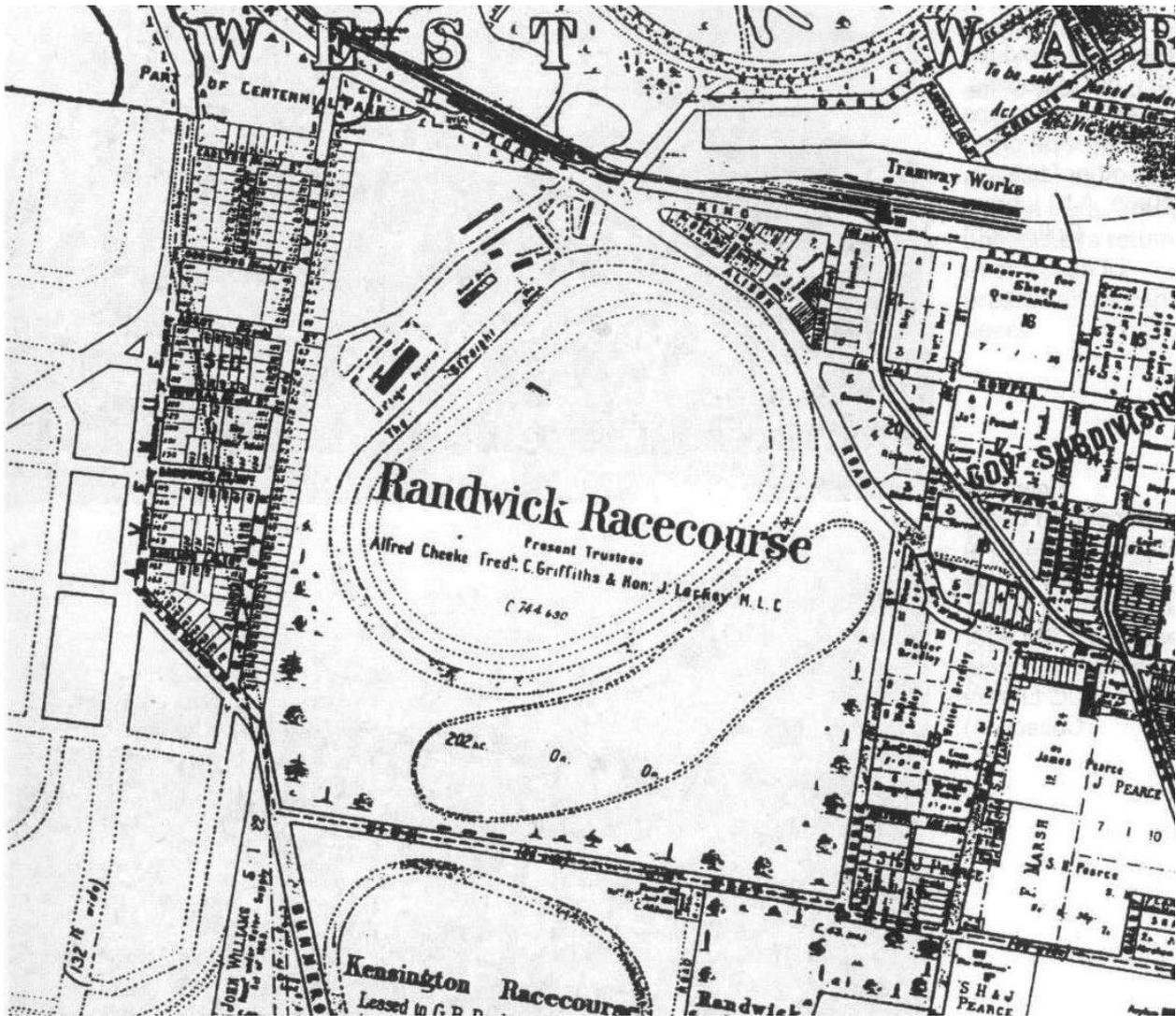


Figure 12 - Plan of the Randwick Racecourse, 1892, with the three stands (St Leger, Grandstand, and Official Stand) clearly identifiable in the north-western quadrant of the racecourse site. The St Leger Stand featured a fenced perimeter, creating the St Leger Reserve. Ancillary buildings on the site included stable buildings and race day stalls.

Source: State Library of New South Wales

### 3.3. 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. The 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.

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 13 - Photograph taken in 1914 of the saddling paddock and tea house

Source: *National Library of Australia*

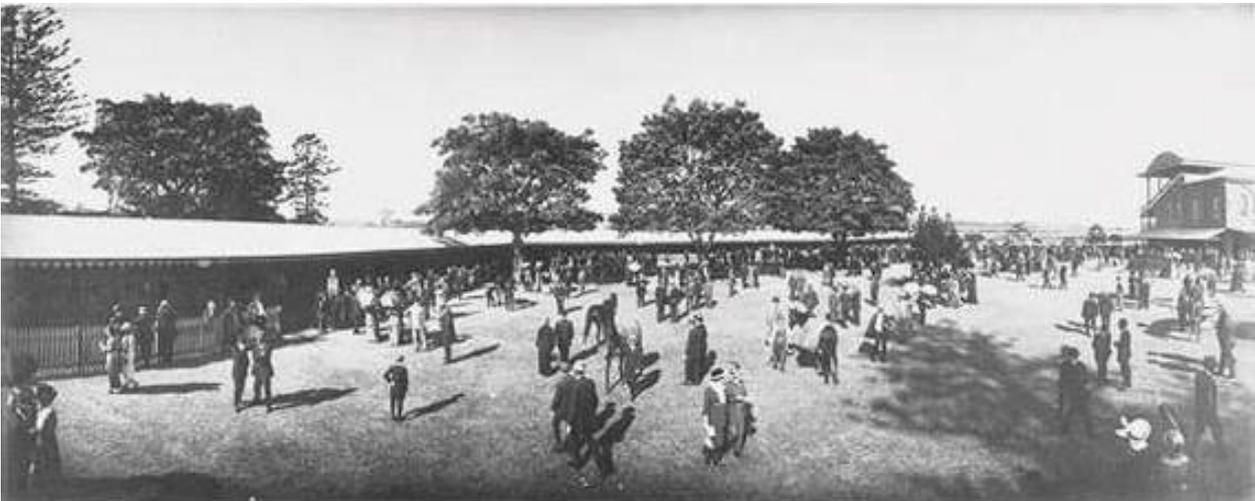


Figure 14 - View of the saddling paddock and race day stalls, 1914

Source: *National Library of Australia*



Figure 15 - View of the "Weighing Yard, Official and other Stands and Judge's Box", 1914

Source: *National Library of Australia*

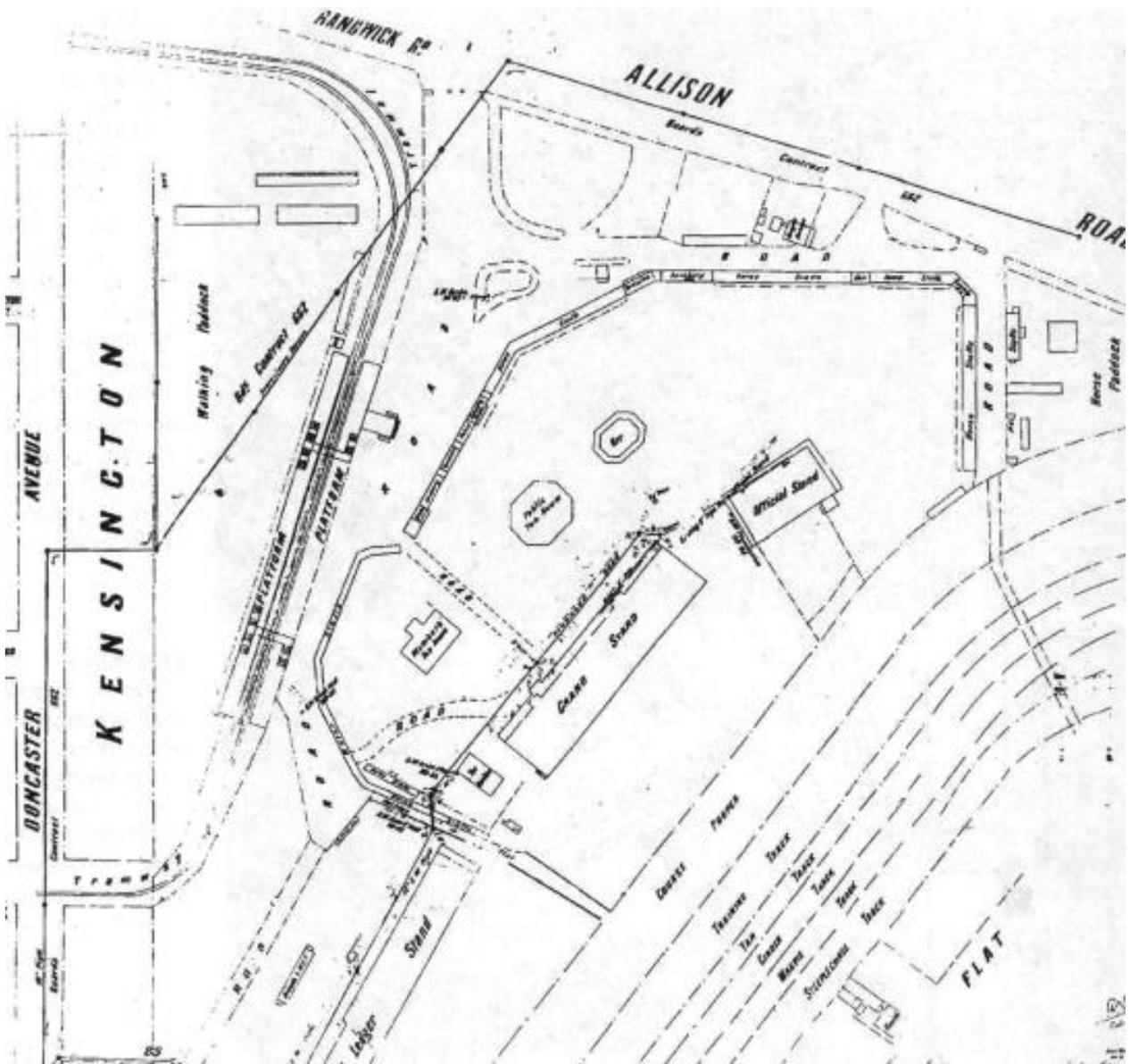


Figure 16 - Detail of Sydney Water Board survey of the racecourse, 1907

Source: Sydney Water

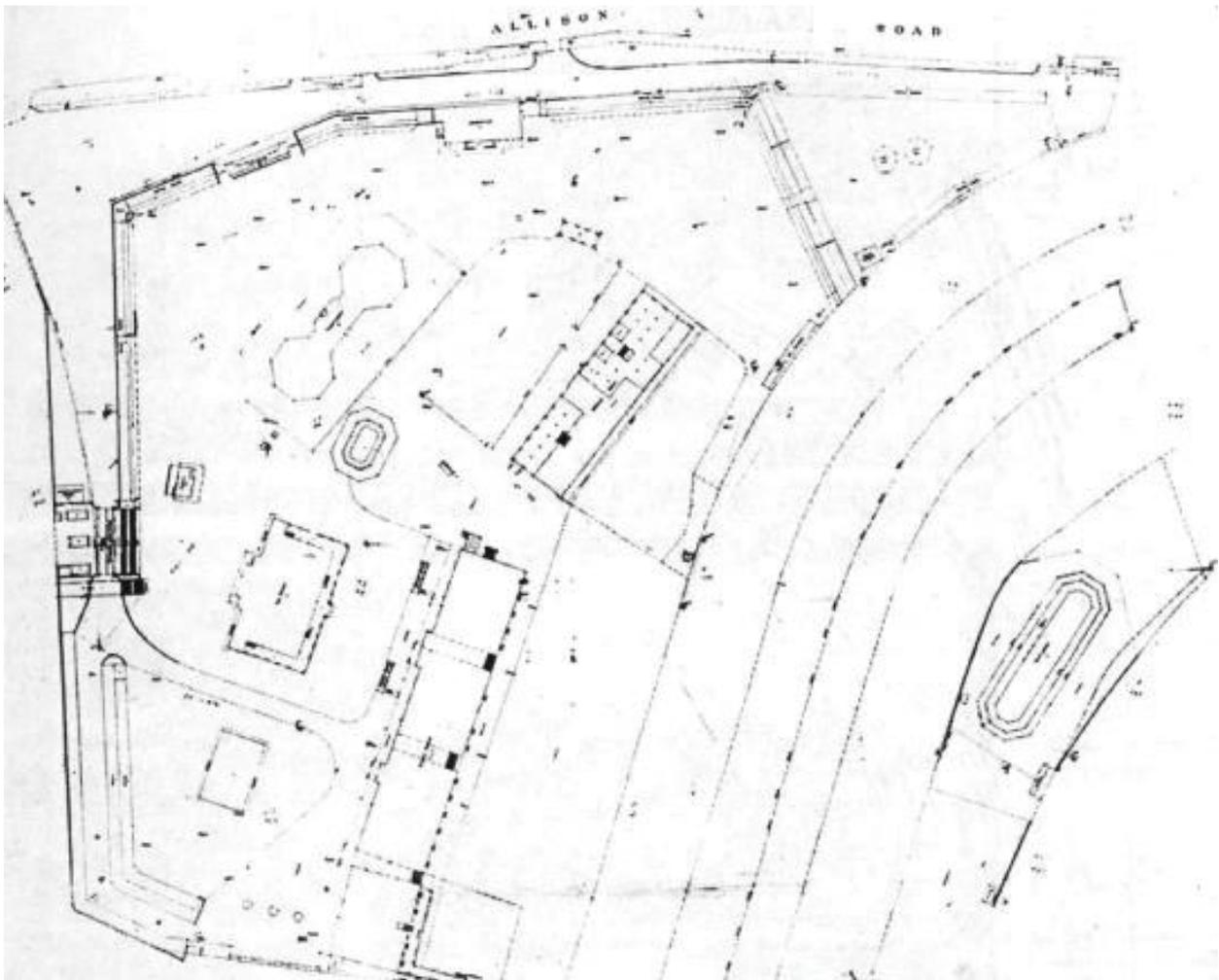


Figure 17 - Sydney Water survey of the racecourse in 1917, showing the evolution of the site. Major new structures included the Ladies Stand, Totalisators, Tea House and new tramway turnstile entrance

Source: Sydney Water

### 3.4. 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 resulting from the 1935 drought- the racecourse grounds were literally ground underfoot.

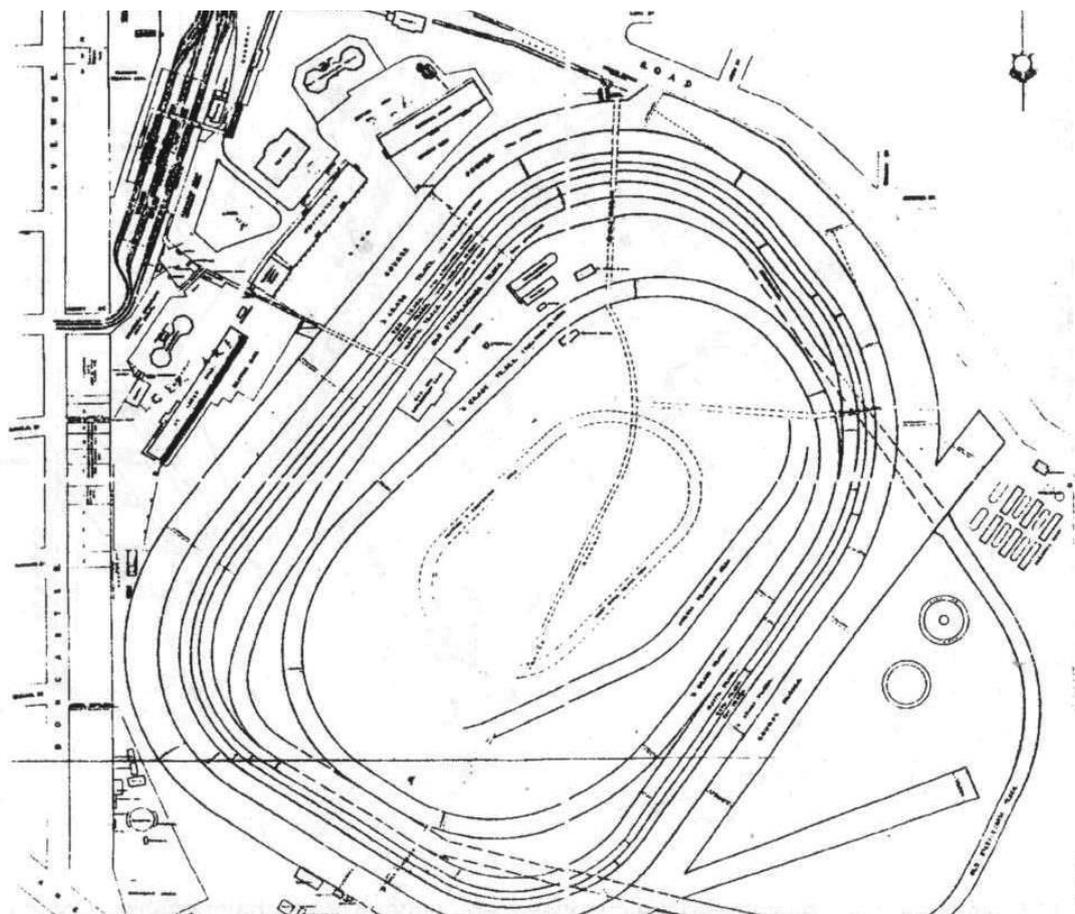


Figure 18 - Interwar survey of Randwick racecourse, showing the extensions to the main buildings including the St Leger Stand, St Leger Totalisator, and Official Stand. The extent of the tramway infrastructure and the numerous ancillary structures (stripping sheds, stables etc) demonstrate the rate of growth of the site in the twentieth century

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

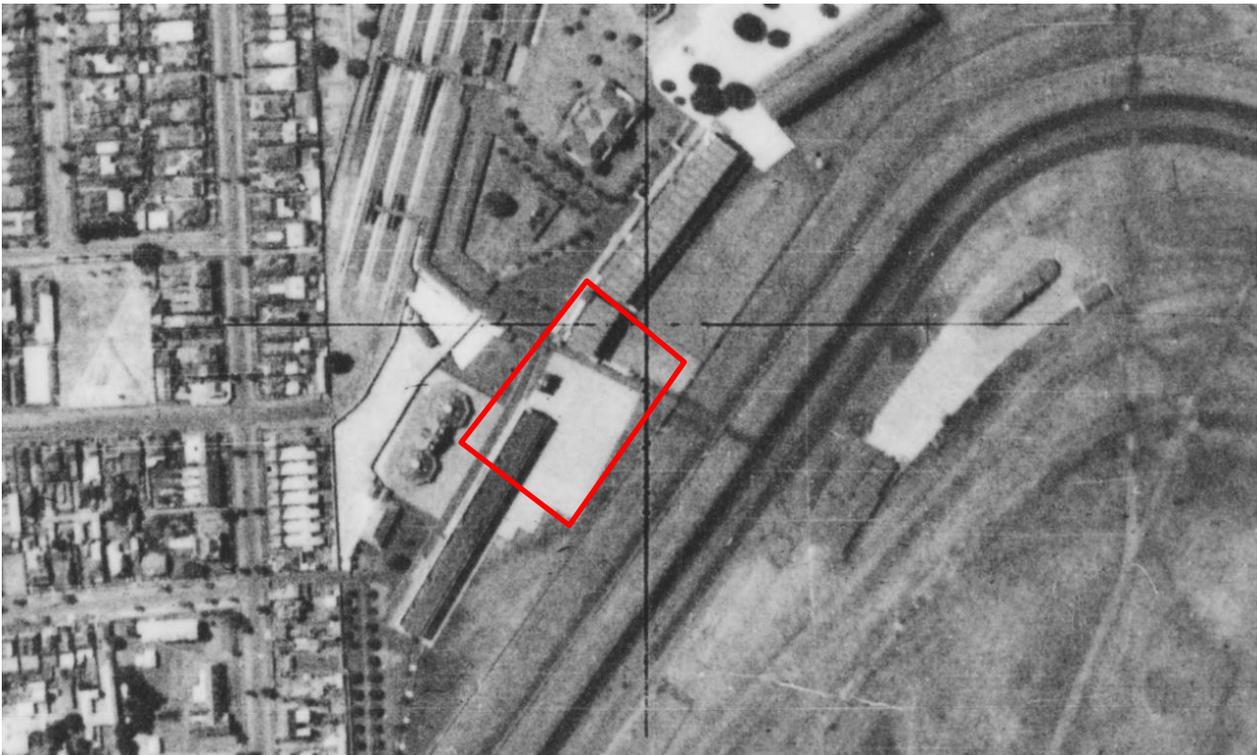


Figure 19 – Extract of 1930 historical aerial showing the subject site outlined in red  
Source: NSW Land and Property Information

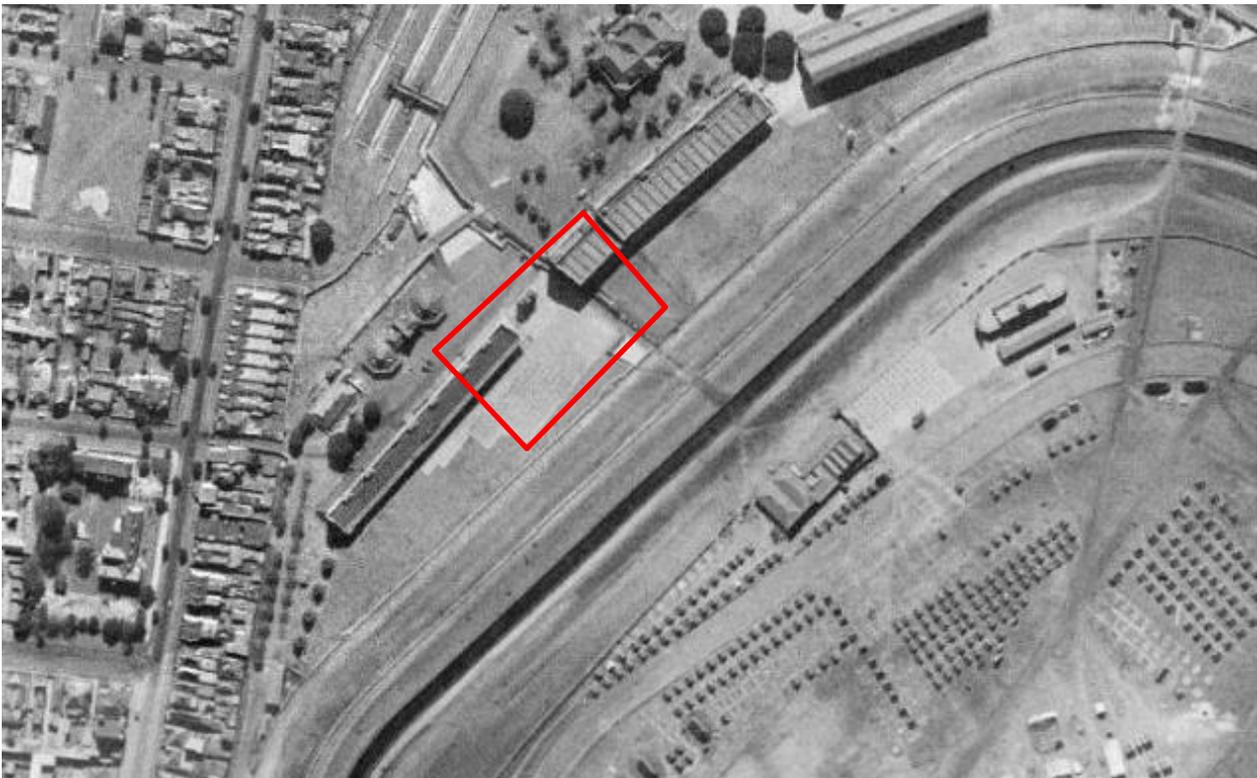


Figure 20 – Close-up view of 1943 aerial  
Source: SIX Maps 2017

### 3.5. 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 21 - 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.

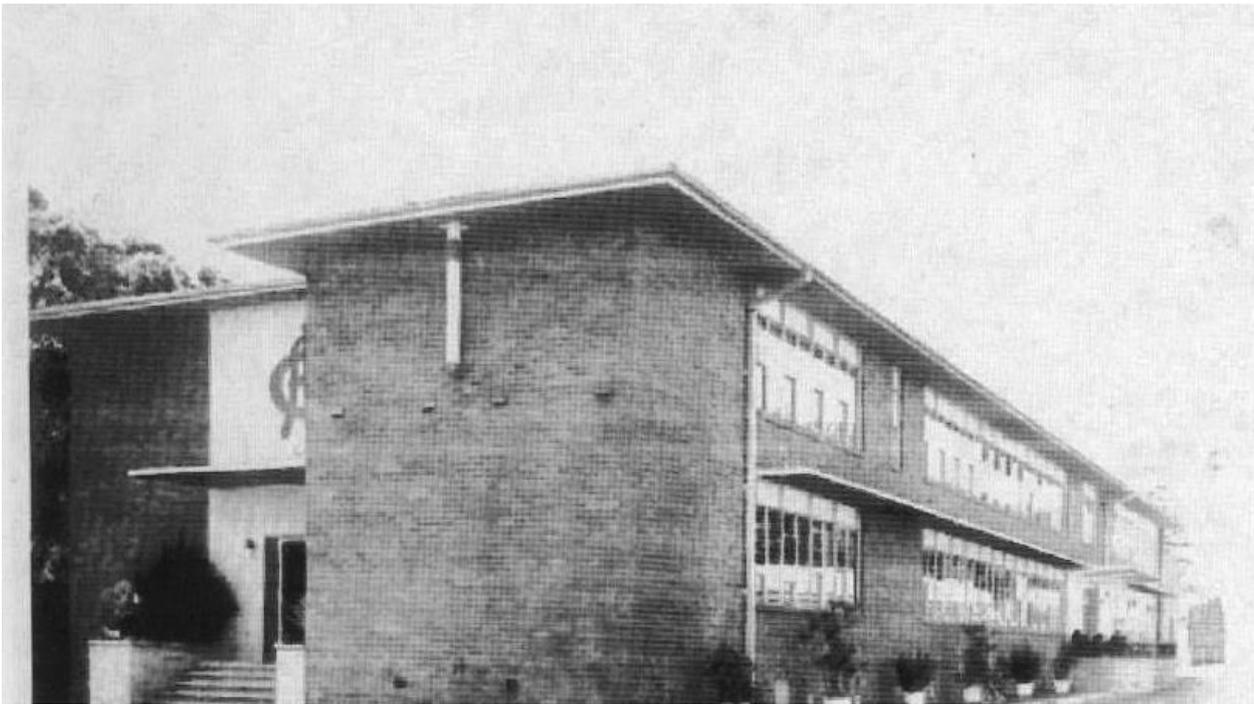


Figure 22 - New Robertson & Marks-designed Administration building, 1962

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



Figure 23 - 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 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 racegoers 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.

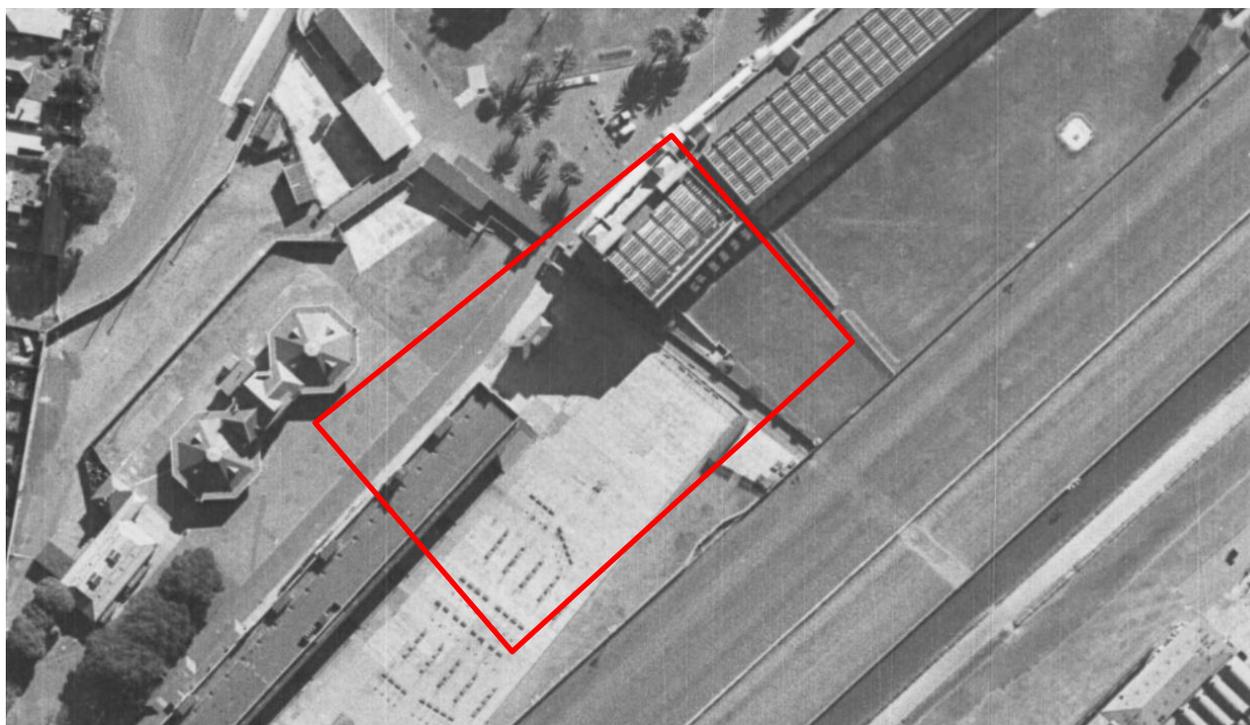


Figure 24 – Extract of 1961 historical aerial showing the subject site outlined in red

Source: NSW Land and Property Information

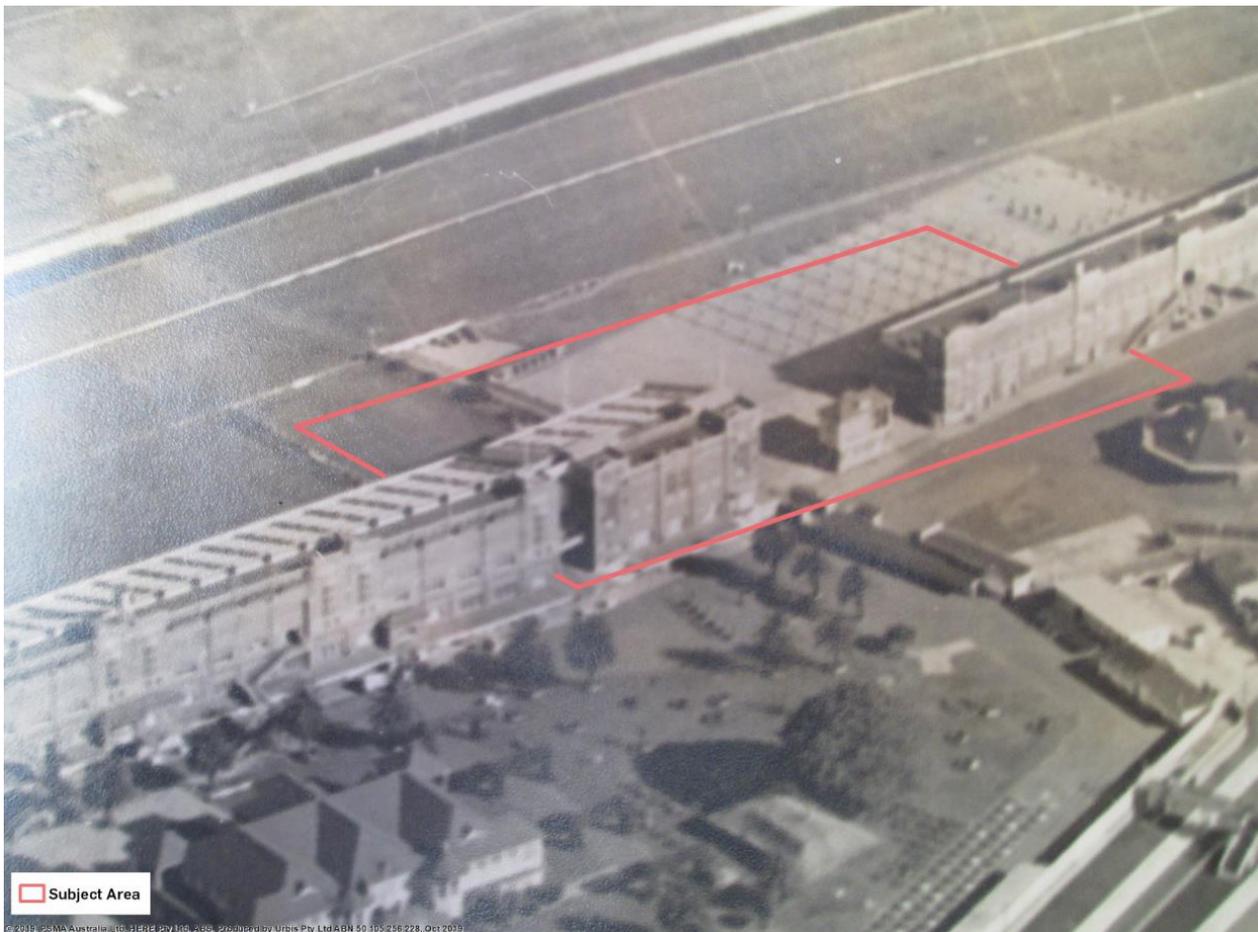


Figure 25 – Bird’s eye view of the subject site outlined in red, showing previous (Leger Stand) structure

Source: Urbis

### 3.6. 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.

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.

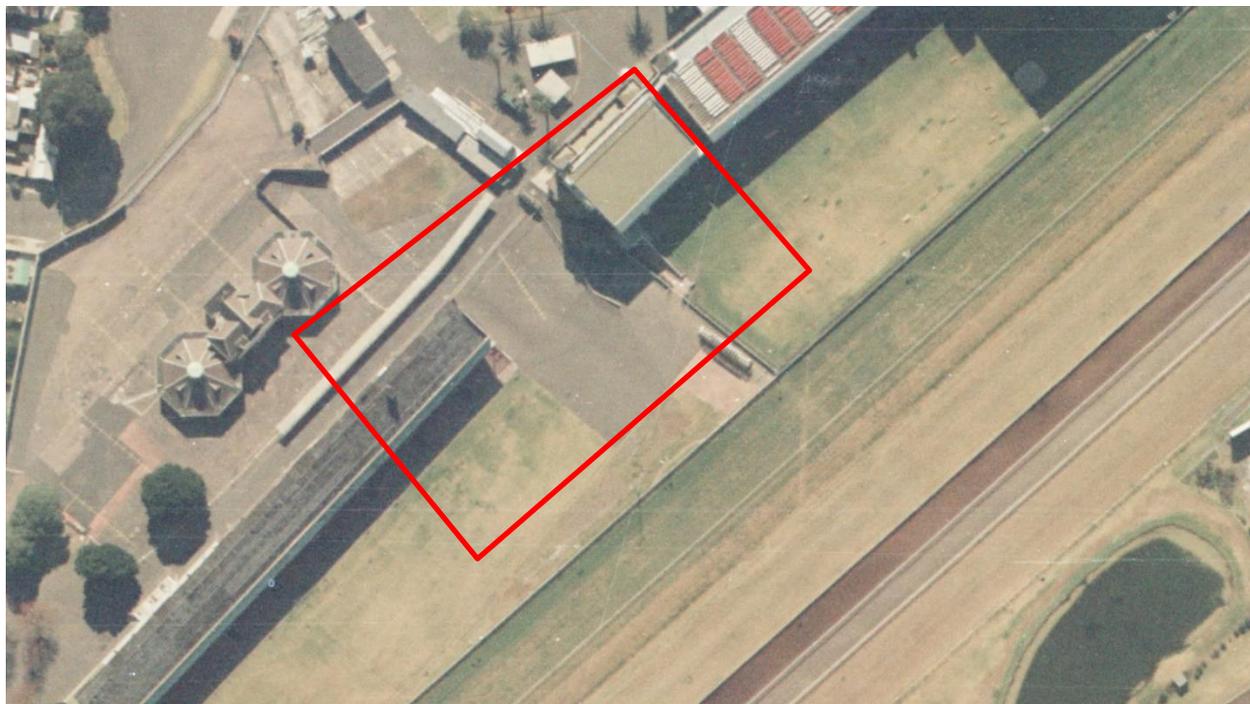


Figure 26 – Extract of 1986 historical aerial showing the subject site outlined in red

Source: NSW Land and Property Information

### 3.7. MASTER PLANNING FOR THE TWENTY-FIRST CENTURY

In 2006 the AJC Limited undertook a comprehensive master planning 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, 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 Australian Turf Club (ATC), the merged Club, received \$150 million to refurbish grandstands and event facilities for members and patrons at Royal Randwick.

An application for a major redevelopment of the Spectator Precinct was approved in February 2011 and is currently under construction. The approved development 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 new parade ring to the rear of the QE2 and Paddock Stands with associated amphitheatre style seating to establish a "Theatre of the Horse", and associated amenities for stewards, owners, trainers and jockeys.
- Construction of a new Paddock Stand linked to the Queen Elizabeth II Stand.
- Adaptive reuse, of the existing Swab Building at the entry to accommodate a racing museum, conference facility and amenities.
- Associated infrastructure and landscaping works.

Other more recent works include the stages refurbishment of the site, including an approval obtained for consolidating the stables within the Stables Precinct on the south-eastern side of the racecourse near Wansey Road.



Figure 27 – Extract of 2005 historical aerial showing the subject site outlined in red, after demolition  
Source: *NSW Land and Property Information*

## 4. HERITAGE SIGNIFICANCE

### 4.1. WHAT IS HERITAGE SIGNIFICANCE?

Before making decisions to change a heritage item, an item within a heritage conservation area, or an item located in proximity to a heritage listed item, it is important to understand its values and the values of its context. This leads to decisions that will retain these values in the future. Statements of heritage significance summarise the heritage values of a place; why it is important, why a statutory listing was made to protect these values.

### 4.2. ESTABLISHED STATEMENT OF SIGNIFICANCE

The current statement of significance for Royal Randwick as contained in the *Draft Randwick Racecourse Conservation Management Plan* prepared by Godden Mackay Logan in 2006 is included as follows:

*Royal Randwick 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 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 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 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.*

## 5. THE PROPOSAL

This SSD 10285 application seeks approval for the development of a multi-purpose race day facility, referred to as the “Winx Pavilion”. The proposed development is summarised as follows:

- Construction of a two-storey multi-purpose facility comprising:
  - An approximate 3,546sqm footprint and maximum building height of 19.8m.
  - An approximate total 5,043sqmGFA (Ground level – 3,255sqmGFA, Upper level – 1,788sqmGFA).
  - Upper level outdoor terrace and balcony space.
  - Maximum internal capacity for up to 6,500 patrons in Race Day mode (the proposed will cater for existing patronage and does not increase the overall approved maximum capacity of the racecourse).
  - Food and beverage facilities.
  - Entry foyer and Back-of-house facilities.
  - The Laneway.
  - Link bridge connecting to the QEII Grandstand.
- Demolition of the existing Temporary Day Stalls, minor earthworks and site preparation works.
- Associated landscaping and planting.
- Use of the facility on race days and minor non-race day events (consistent with conditions approved under MP10\_0097\_MOD 2).

# 6. IMPACT ASSESSMENT

## 6.1. STATUTORY CONTROLS

### 6.1.1. Randwick Local Environmental Plan 2012

The proposed works are addressed in the table below in relation to the relevant clauses in the LEP.

Table 2 – Assessment against Randwick Local Environmental Plan 2012

Clause	Discussion
<p><b>(2) Requirement for consent</b></p> <p>Development consent is required for any of the following:</p> <p>(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):</p> <p>(i) a heritage item,</p> <p>(ii) an Aboriginal object,</p> <p>(iii) a building, work, relic or tree within a heritage conservation area,</p> <p>(e) erecting a building on land:</p> <p>(i) on which a heritage item is located or that is within a heritage conservation area, or</p> <p>(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance ...</p>	<p>The subject area is within a heritage conservation area (the racecourse) and in the vicinity of the original Members' stand heritage item. Accordingly, consent for the proposed works is required under this clause.</p>
<p><b>(4) Effect of proposed development on heritage significance</b></p> <p>The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).</p>	<p>A detailed heritage impact statement is included in the following sections of the report.</p>

Clause	Discussion
<p><b>(5) Heritage assessment</b></p> <p>The consent authority may, before granting consent to any development:</p> <p>(a) on land on which a heritage item is located, or</p> <p>(b) on land that is within a heritage conservation area, or</p> <p>(c) on land that is within the vicinity of land referred to in paragraph (a) or (b),</p> <p>require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.</p>	<p>This heritage impact statement has been undertaken to assess the potential heritage impact of the proposal, and to assist the consent authority in their assessment. This heritage impact statement satisfies this clause.</p>
<p><b>(6) Heritage conservation management plans</b></p> <p>The consent authority may require, after considering the heritage significance of a heritage item and the extent of change proposed to it, the submission of a heritage conservation management plan before granting consent under this clause.</p>	<p>The proposal has been assessed against the relevant provisions within the Royal Randwick Racecourse – Conservation Management Plan – Volume 1, prepared by GBA Heritage in 2006.</p>
<p><b>(7) Archaeological sites</b></p> <p>The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the Heritage Act 1977 applies):</p> <p>(a) notify the Heritage Council of its intention to grant consent, and</p> <p>(b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.</p>	<p>This heritage impact statement does not include an assessment of archaeological potential for the site, or provide an assessment of the potential archaeological impacts of the proposal. A separate Identifying Historical Archaeological Potential (IHAP) and Aboriginal Cultural Heritage Assessment Report (ACHAR) have been prepared as part of the Environmental Impact Statement (EIS) for this SSD application.</p>

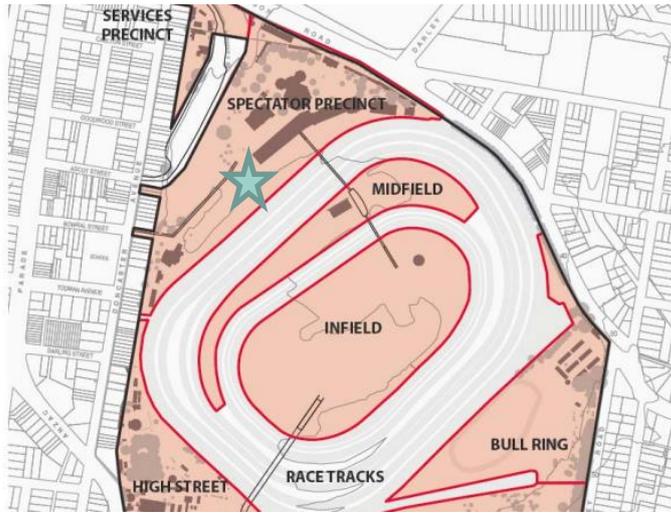
Clause	Discussion
<p><b>(8) Aboriginal places of heritage significance</b></p> <p>The consent authority must, before granting consent under this clause to the carrying out of development in an Aboriginal place of heritage significance:</p> <p>(a) consider the effect of the proposed development on the heritage significance of the place and any Aboriginal object known or reasonably likely to be located at the place by means of an adequate investigation and assessment (which may involve consideration of a heritage impact statement), and</p> <p>(b) notify the local Aboriginal communities, in writing or in such other manner as may be appropriate, about the application and take into consideration any response received within 28 days after the notice is sent.</p>	<p>As above.</p>

## 6.1.2. Randwick Comprehensive Development Control Plan 2013

The proposed works are addressed in the table below in relation to the relevant provisions in the DCP.

Table 3 – Assessment against the Randwick Comprehensive Development Control Plan 2013

Clause	Discussion
<b>B2 HERITAGE</b>	
<p><b>2.1 HERITAGE ITEMS AND HERITAGE CONSERVATION AREAS</b></p> <p><b>2.2 Design and Character</b></p> <p><i>All Development</i></p> <p>i) Development must demonstrate how it respects the heritage values of the heritage item or the heritage conservation area (as detailed in the statements of significance and key characteristics outlined in this section of the DCP).</p>	<p>i) The proposal facilitates the ongoing horse racing and spectator uses of the subject site. These racing and entertainment uses form the foundation of the significance of the place. Accordingly, the proposal will conserve and enhance the site's significance by preserving this historic use. There is no physical impact on any significant built fabric within the racecourse, and there are no detrimental heritage impacts as a result of the proposal.</p>
<p><i>Non-Contributory Buildings</i></p> <p>viii) Contemporary design is acceptable where it is sympathetic to the heritage conservation area and/or heritage items in the vicinity.</p>	<p>The proposal provides for a contemporary racing facility to be constructed on the site within the existing spectator precinct. The contemporary and functional design of the proposed building is acceptable in this racing complex context and appropriate in the setting adjacent to other contemporary structures. The significance of the racecourse will be maintained through its continued use as a world-class racing facility, which can only be achieved through the provision of high quality and cutting-edge spectator facilities to attract patrons. The proposed new building will not detract from the existing character of the racecourse nor from the original heritage-listed grandstand, which will retain its sense of hierarchy in the complex of buildings.</p>
<p><b>2.4 Siting and Setbacks</b></p> <p><i>All Development</i></p> <p>ii) Development must respect side setbacks and rear alignments or setbacks of surrounding development.</p> <p>iii) Front and rear setbacks should be adequate to ensure the retention of the existing landscape character of the heritage item or conservation area and important landscape features.</p>	<p>The proposed setbacks and siting applied to the new building respond to the immediate environment within the racecourse setting. The building has been oriented towards the racetrack in alignment with the existing spectator buildings within the spectator precinct, where development can be placed without detracting from the racetrack setting or configuration.</p>

Clause	Discussion
<p><b>2.5 Detailing</b></p> <p><i>Non-Contributory Buildings</i></p> <p>vii) Decorative elements should adopt a level of detailing which is less elaborate than original buildings and does not mimic inappropriate heritage detailing.</p>	<p>The proposed building has been designed in a restrained contemporary style, to provide a functional spectator facility which has a visual connection with the racetrack. The new building does not seek to replicate any historic built detail of the significant buildings within the racecourse, such as the original Members' grandstand. This ensures that a hierarchy of fabric is maintained across the site and that the new building presents as a thoroughly modern addition.</p>
<p><b>2.6 Materials, Finishes and Colour Schemes</b></p> <p><i>Non-Contributory Buildings</i></p> <p>New development should have regard to the original colour schemes for the heritage conservation area.</p>	<p>Not applicable. The conservation area is established for the significant racing history of the site and not for a dominant architectural style or colour. The proposed new building has adopted a neutral colour palette including grey tones and large expanses of glazing, appropriate to its contemporary and functional design. The colours and materials adopted will ensure that a hierarchy of fabric is maintained across the site and that the new building presents as a thoroughly modern addition.</p>
<p><b>4 HERITAGE CONSERVATION AREAS: STATEMENTS OF SIGNIFICANCE, VALUES AND GUIDELINES</b></p>	
<p><b>4.12 RACECOURSE PRECINCT HERITAGE CONSERVATION AREA</b></p> <p><b>4.12.4 Guidelines for change</b></p> <p>A Conservation Management Plan has been prepared for the Randwick Racecourse and should be addressed in any development proposal for the site.</p>	<p>The proposal has been assessed against the relevant provisions within the Royal Randwick Racecourse – Conservation Management Plan – Volume 1, prepared by GBA Heritage in 2006.</p>
<p><b>E3 ROYAL RANDWICK RACECOURSE</b></p>	
<p><b>3 DEVELOPMENT CONTROLS FOR RACECOURSE SITE</b></p> <p><b>3.1 Uses</b></p> <p>b. Member, corporate and club facilities are to be expanded and improved within the Spectator Precinct. (See details in Subsection 4.)</p>	<p>The proposal provides for a contemporary racing facility to be constructed on the site within the existing spectator precinct (shown with a star below), as identified in this provision.</p> 

Clause	Discussion
<p><b>3.2 Heritage Conservation</b></p> <p>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 Subsection 4.3 in relation to certain heritage components within the Spectator Precinct.)</p>	<p>The proposed development will have no impact on any significant built or landscape elements as outlined in the Conservation Management Plan. The specific location of the proposed new building is generally vacant and is only improved with a temporary shed structure. There are no identified built or landscape significant elements located in the subject location.</p>
<p>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.</p>	<p>The policies of the existing Conservation Management Plan and the principles of the Burra Charter have guided the proposal to make sure that there are no detrimental heritage impacts.</p>
<p>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.</p>	<p>There may be an opportunity to incorporate interpretation of the former St Leger Stand into the proposed new building. This will be reliant on the findings of all archaeological investigations and appropriateness of interpretation type, scale, location and content.</p>
<p>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.</p>	<p>As discussed above, there are no adverse impacts as a result of the proposal. All identified significant built and landscape elements within the site will be retained and conserved.</p>
<p><b>3.3 Landscape Design</b></p> <p>a. Landscape works and other development are to enhance, maintain, protect and reinforce the landscape characters identified on Maps 4 and 5 and the approved Landscape Concept Plan.</p>	<p>The proposed development will have no impact on any significant built or landscape elements as outlined in the Conservation Management Plan. No trees or vegetation of high or exceptional significance will be removed.</p>

Clause	Discussion
<p>b. Trees of 'Exceptional' and 'High' heritage significance are to be retained, managed or replaced in accordance with "Safe and Useful Life Expectancy" principles (Barrell 1996). (See also Subsection 4.3 in relation to certain landscape elements within the Spectator Precinct.)</p>	
<p>d. Major views into, through and out of the site as shown on Map 6 are to be retained and enhanced.</p>	<p>Major views to and from significant elements of the site will be generally retained. Westward looking views from the racetrack towards the proposed new building will be altered from the existing outlook, however the existing views are already of later contemporary spectator facilities which underpin the racing and entertainment use of the place.</p>
<p>e. A sense of the fundamental landform of the site – the expansive flat open space and the rise of Steeple Hill - is to be retained.</p>	<p>No changes to the topography of the site are proposed.</p>
<p>f. The site tradition of 'gardenesque' style, through colourful plantings, water features, manicured lawns formal tree and shrub planting is to be continued in the Spectator and Midfield Precincts.</p>	<p>The proposed development will incorporate sympathetic landscaping that responds to the racecourse manicured landscaped setting of the place.</p>
<p><b>3.4 Built Form</b></p> <p>Refer to Sub-section 4 for the Spectator Precinct below.</p>	<p>See below.</p>
<p><b>4 DEVELOPMENT CONTROLS FOR THE SPECTATOR PRECINCT</b></p> <p><b>4.3 Controls</b></p> <p>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:</p>	<p>The proposed new building is located within the "Building Location Zone" as identified on the plan below.</p>

## 6.2. HERITAGE DIVISION GUIDELINES

The proposed works are addressed in relation to relevant questions posed in the NSW Heritage Division's 'Statement of Heritage Impact' guidelines.

Table 4 – Assessment against the Heritage Division Guidelines

Question	Discussion
<p>The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:</p>	<p>The proposed development has been assessed in this report to have no detrimental heritage impact on the vicinity heritage items or the Randwick Racecourse Heritage Conservation Area for the following reasons:</p> <ul style="list-style-type: none"> <li>• No significant built or landscape elements will be affected by the proposed development. The proposed location for the new building currently comprises generally cleared land or improved with temporary non-significant structures.</li> <li>• There are no physical or visual impacts on the heritage listed members' stand to the north. There are no physical or visual heritage impacts to the other identified significant built elements within the racecourse site including the former Totalisator building and Tramway building complex.</li> <li>• The proposed new building supports and enhances the significance of the racecourse conservation area by facilitating the ongoing horse racing and horse training use of the place and by providing high quality facilities to attract and entertain patrons. This development will ensure the longevity of horse racing operations at the site thereby conserving its important and historic sporting values.</li> <li>• The proposed building has been sympathetically sited in the spectator precinct, oriented towards the racetrack in alignment with the existing buildings which include both early and contemporary buildings. The proposed building will be located to prevent impact on the original members' stand to the north and is substantially distanced from all significant built elements on the site. The proposed building's location will not detract from the racetrack setting or configuration.</li> <li>• The proposed building is visually recessive and inoffensive and will not dominate significant views within the site. The spectator precinct is already characterised by later contemporary racing facilities which are required to support the ongoing racing use of the site. An additional spectator building in a currently underutilised and vacant area will have no detrimental impact on the character of the precinct.</li> <li>• The proposed building has been designed in a restrained contemporary style, to provide a functional spectator facility which has a visual connection with the racetrack. The proposed building has adopted a neutral colour palette including grey tones and large expanses of glazing, appropriate to its contemporary and functional design.</li> </ul>

Question	Discussion
	<ul style="list-style-type: none"> <li>The new building does not seek to replicate any historic built detail of the significant buildings within the racecourse, such as the original members' stand to the north. This ensures that a hierarchy of historic fabric is maintained across the site and that the new building presents as a thoroughly modern addition and the early buildings retain their sense of historic identity.</li> </ul>
<p>The following aspects of the proposal could detrimentally impact on heritage significance.</p> <p>The reasons are explained as well as the measures to be taken to minimise impacts:</p>	<p>There are no potential detrimental heritage impacts to built or landscape elements within the site.</p> <p>It is beyond the scope of this report to assess the archaeological potential of the site or assess the potential archaeological impacts of the proposal.</p>
<p><b>Demolition of a building or structure</b></p> <p>Have all options for retention and adaptive re-use been explored?</p> <p>Can all of the significant elements of the heritage item be kept and any new development be located elsewhere on the site?</p> <p>Is demolition essential at this time or can it be postponed in case future circumstances make its retention and conservation more feasible?</p> <p>Has the advice of a heritage consultant been sought? Have the consultant's recommendations been implemented? If not, why not?</p>	<p>The existing later non-significant structures will be demolished to provide for the new building. These structures are temporary only and have no heritage value, and are not required to be retained. There are no heritage impacts as a result of the proposed demolition.</p>
<p><b>New development adjacent to a heritage item</b></p> <p>How does the new development affect views to, and from, the heritage item?</p> <p>What has been done to minimise negative effects?</p> <p>How is the impact of the new development on the heritage significance of the item or area to be minimised?</p> <p>Why is the new development required to be adjacent to a heritage item?</p> <p>How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?</p>	<p>There are no physical or visual impacts on the heritage listed members' stand to the north. This building will retain its fabric hierarchy in the racecourse through its traditional scale and detailing compared with the more restrained contemporary design of the proposed building.</p> <p>There are no potential heritage impacts to the other identified significant built elements within the racecourse site including the former Totalisator building and Tramway building complex.</p> <p>The significance of the place is vested in the continuation of horse racing and entertainment. The racecourse requires a further spectator building to facilitate this historic racing use and provide high quality facilities to attract patrons. The provision of a sympathetic spectator building on the western edge of the racetrack will conserve the significant racing values of the place.</p> <p>The proposed building is visually recessive and inoffensive, and will not dominate significant views within the site. The spectator precinct is already characterised by later contemporary racing facilities which are</p>

Question	Discussion
<p>Is the development sited on any known, or potentially significant archaeological deposits?</p> <p>If so, have alternative sites been considered? Why were they rejected?</p> <p>Is the new development sympathetic to the heritage item?</p> <p>In what way (e.g. form, siting, proportions, design)?</p> <p>Will the additions visually dominate the heritage item?</p> <p>How has this been minimised?</p> <p>Will the public, and users of the item, still be able to view and appreciate its significance?</p>	<p>required to support the ongoing racing use of the site. An additional spectator building in a currently underutilised and vacant area will have no detrimental impact on the character of the precinct.</p> <p>It is beyond the scope of this report to assess the archaeological potential of the site or assess the potential archaeological impacts of the proposal.</p>

### 6.3. CONSERVATION MANAGEMENT PLAN

The proposal has been assessed against the relevant provisions within the Royal Randwick Racecourse – Conservation Management Plan – Volume 1, prepared by GBA Heritage in 2006, in the below table.

Table 5 – Assessment against the Conservation Management Plan Policy

Policy	Discussion
<p><b><i>Policy 29 – Principal Use for Horse Racing and Training</i></b></p> <p>The Royal Randwick Racecourse site should retain its current principal use as a horse racing and horse training facility, along with its associated use to accommodate spectators that come to watch the racing and major public events.</p>	<p>The proposal allows the place to retain its principal horse racing and horse training use, which is the foundation of the place’s heritage significance.</p>
<p><b><i>Policy 31 – Maintaining Legibility of Site Configuration</i></b></p> <p>The functional importance of the layout of the Royal Randwick Racecourse site should be conserved by:</p> <ul style="list-style-type: none"> <li>Maintaining/interpreting the significant visual and physical and sense of enclosure within the Saddling Paddock Area, between the Race Day Stalls, the Betting Areas and the grandstands;</li> </ul>	<p>No changes to the existing important functional layout of the site are proposed as part of the proposal. Significant visual settings and relationships will be maintained. None of the individual significant built and landscape elements throughout the site will be affected.</p> <p>This heritage impact statement does not include an assessment of archaeological potential for the site, or provide an assessment of the potential archaeological impacts of the proposal A separate Identifying Historical Archaeological Potential (IHAP) and Aboriginal Cultural Heritage Assessment Report (ACHAR) have been prepared as part of the Environmental Impact Statement (EIS) for this SSD application.</p>

Policy	Discussion
<ul style="list-style-type: none"> <li>• Maintaining the significant functional relationships between the Tramway Turnstile Building and the Saddling Paddock Area;</li> <li>• Maintaining the on-going training functions of the site;</li> <li>• Conserving the significant individual components; and</li> <li>• Investigating, recording and interpreting where appropriate the archaeological evidence of the original/earlier site development.</li> </ul>	
<p><b>Policy 59 – Conservation of Significant Historic Views</b></p> <p>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.</p>	<p>The proposed building is visually recessive and inoffensive, and will not dominate significant views within the site. The spectator precinct is already characterised by later contemporary racing facilities which are required to support the ongoing racing use of the site. An additional spectator building in a currently underutilised and vacant area will have no detrimental impact on the character of the precinct.</p>
<p><b>Policy 73 – Design Principles</b></p> <p>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:</p> <ul style="list-style-type: none"> <li>• ...</li> <li>• The significant physical, functional and visual relationships between groups or complexes of heritage landscapes and buildings should be retained.</li> <li>• ...</li> <li>• New buildings should support and enhance the heritage significance of the Royal Randwick Racecourse site.</li> <li>• New buildings should not dominate the existing, significant character and historic layering of the racecourse and the evidence of significant functional</li> </ul>	<p>No important visual relationships between groups of buildings will be detrimentally affected.</p> <p>The proposed new building supports and enhances the significance of the racecourse conservation area by facilitating the ongoing horse racing and horse training use of the place and by providing high quality facilities to attract and entertain patrons. This development will ensure the longevity of horse racing operations at the site thereby conserving its important and historic sporting values.</p> <p>The proposed building is visually recessive and inoffensive and will not dominate significant views within the site. The spectator precinct is already characterised by later contemporary racing facilities which are required to support the ongoing racing use of the site. An additional spectator building in a currently underutilised and vacant area will have no detrimental impact on the character of the precinct.</p> <p>The proposed building has been sympathetically sited in the spectator precinct, oriented towards the racetrack in alignment with the existing buildings which include both early and contemporary buildings. The proposed building will be located to prevent impact on the original members' stand to the north and is substantially distanced from all significant built elements on the site. The proposed building's location will not detract from the racetrack setting or configuration.</p> <p>The proposed building has been designed in a restrained contemporary style, to provide a functional spectator facility which has a visual connection with the racetrack. The proposed building has adopted a</p>

Policy	Discussion
<p>relationships, associations and non-tangible values of the racecourse.</p> <ul style="list-style-type: none"> <li>• ...</li> <li>• New development should satisfy standard 'infill principles', i.e. it should be appropriate within its context in terms of siting, setbacks and orientation, scale form and character, materials, detail and colour.</li> <li>• New development should be of a character that complements, and does not complete visually with or mimic the characteristics of significant buildings or use inappropriate period styles.</li> <li>• New development should incorporate enhances opportunities for interpretation of the racecourse and its history for public appreciation.</li> </ul>	<p>neutral colour palette including grey tones and large expanses of glazing, appropriate to its contemporary and functional design.</p> <p>The new building does not seek to replicate any historic built detail of the significant buildings within the racecourse, such as the original members' stand to the north. This ensures that a hierarchy of historic fabric is maintained across the site and that the new building presents as a thoroughly modern addition and the early buildings retain their sense of historic identity.</p> <p>There may be an opportunity to incorporate interpretation of the former St Leger Stand into the proposed new building. This will be reliant on the findings of all archaeological investigations and appropriateness of interpretation type, scale, location and content.</p>

## 7. CONCLUSION AND RECOMMENDATIONS

The proposed development has been assessed in Section 6 of this report to have no detrimental heritage impact on the vicinity heritage items or the Randwick Racecourse Heritage Conservation Area for the following reasons:

- No significant built or landscape elements will be affected by the proposed development. The proposed location for the new building currently comprises generally cleared land or improved with temporary non-significant structures.
- There are no physical or visual impacts on the heritage listed members' stand to the north. There are no physical or visual heritage impacts to the other identified significant built elements within the racecourse site including the former Totalisator building and Tramway building complex.
- The proposed new building supports and enhances the significance of the racecourse conservation area by facilitating the ongoing horse racing and horse training use of the place and by providing high quality facilities to attract and entertain patrons. This development will ensure the longevity of horse racing operations at the site thereby conserving its important and historic sporting values.
- The proposed building has been sympathetically sited in the spectator precinct, oriented towards the racetrack in alignment with the existing buildings which include both early and contemporary buildings. The proposed building will be located to prevent impact on the original members' stand to the north and is substantially distanced from all significant built elements on the site. The proposed building's location will not detract from the racetrack setting or configuration.
- The proposed building is visually recessive and inoffensive and will not dominate significant views within the site. The spectator precinct is already characterised by later contemporary racing facilities which are required to support the ongoing racing use of the site. An additional spectator building in a currently underutilised and vacant area will have no detrimental impact on the character of the precinct.
- The proposed building has been designed in a restrained contemporary style, to provide a functional spectator facility which has a visual connection with the racetrack. The proposed building has adopted a neutral colour palette including grey tones and large expanses of glazing, appropriate to its contemporary and functional design.
- The new building does not seek to replicate any historic built detail of the significant buildings within the racecourse, such as the original members' stand to the north. This ensures that a hierarchy of historic fabric is maintained across the site and that the new building presents as a thoroughly modern addition and the early buildings retain their sense of historic identity.

The proposal is acceptable from a heritage perspective and is recommended for approval.

## **8. BIBLIOGRAPHY AND REFERENCES**

### **8.1. BIBLIOGRAPHY**

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