



Royal Randwick Racecourse Hotel

Statement of Heritage Impact



May 2012

Issue	Description	Date	Issued By
A	Draft for Review	27/04/2012	GL
B	Test of Adequacy Issue	18/05/2012	SP
C	Minor Plan Updates - Draft Re-issued	21/05/2012	GL
D	Issued for DoP Submission	22/5/2012	GL

Graham Brooks and Associates Pty Ltd
 Incorporated in NSW
 Architects, Planners & Heritage Consultants
 71 York St, Level 1
 Sydney 2000 Australia
 Tel: (61) 2 9299 8600
 Fax: (61) 2 9299 8711
 Email: gbamain@gbaheritage.com
www.gbaheritage.com
 ABN: 56 073 802 730
 ACN: 073 802 730
 Nominated Architect: Graham Leslie Brooks
 NSW Architects Registration: 3836

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Executive Summary

This report has been prepared to accompany an application for State Significant Development, SSD 5002-2011, for the construction of an eight storey building to accommodate a hotel and ancillary conference, restaurant and bar facilities with basement parking.

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

Key Issues

8. Heritage

A Heritage Impact Statement shall be prepared identifying the potential impacts of the proposed development on any items, areas or places of natural, Aboriginal, historic, industrial or archaeological significance on the site and in the surrounding area in accordance with the requirements of the NSW Heritage Office publication 'Statements of Heritage Impact'.

The Heritage Impact Statement should address relevant policies and guidelines in the draft Royal Randwick Racecourse Conservation Management Plan prepared by Godden Mackay Logan (dated December 2006).

The subject site is part of the Racecourse Precinct Heritage Conservation Area, as shown on the *Randwick LEP* Heritage Map, and is adjacent to the Members Stand (Official Stand), listed as an item of local heritage significance in the *Randwick LEP 1998*, and the *Draft Randwick LEP 2012* Heritage Maps 1 and 2. It is also in the vicinity of Centennial Park which is listed on the State Heritage Register as part of item 1384, Centennial Park, Moore Park, Queens Park. Centennial Park is also within the North Randwick Heritage Conservation Area, listed as a conservation area of local significance under the *Randwick LEP 1998* and the *Draft Randwick LEP 2012*.

The proposed development provides complementary new facilities that are compatible with the functions and significance of the Royal Randwick Racecourse. It will not have an adverse impact on any existing functional and visual relationships within the Spectator Precinct, or the wider site.

The impact of the removal of tree L45 is to be mitigated by its replacement with a mature specimen of the same species.

The following measures are recommended to control the impacts of the proposed development:

- Protection of the Port Jackson Fig trees, L41 and L42 during the construction works.
- Preparation of a Schedule of Conservation Works for the former Turnstile Building to guide the proposed works to this building.

As no part of the subject site is included on the NSW State Heritage Register there is no requirement under the *NSW Heritage Act* to seek approval from the NSW Heritage Council for this application.

Introduction

1.0

1.1 Background

This report has been prepared to accompany an application for State Significant Development, SSD 5002-2011, for the construction of an eight storey building to accommodate a hotel and ancillary conference, restaurant and bar facilities with basement parking.

The report evaluates the proposed architectural drawings, prepared by Tonkin Zulaikha Greer, and the accompanying landscaping concept, prepared by Aspect Studios.

1.2 Report Objectives

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

1.3 Methodology and Structure

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

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

1.4 Site Identification

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

1.5 Heritage Management Framework

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

Key Issues

8. Heritage

A Heritage Impact Statement shall be prepared identifying the potential impacts of the proposed development on any items, areas or places of natural, Aboriginal, historic, industrial or archaeological significance on the site and in the surrounding area in accordance with the requirements of the NSW Heritage Office publication 'Statements of Heritage Impact'.

The Heritage Impact Statement should address relevant policies and guidelines in the draft Royal Randwick Racecourse Conservation Management Plan prepared by Godden Mackay Logan (dated December 2006).

The relevant EPIs and guidelines, pertaining to heritage, that are to be addressed as part of the key issues are the *Randwick Local Environmental Plan (LEP) 1998*, the *Randwick Draft LEP 2012*, the *Royal Randwick Racecourse Development Control Plan (DCP) 2007*, and the *Final Draft Royal Randwick Racecourse Conservation Management Plan*, prepared by Godden Mackay Logan, dated December 2006.

The subject site is part of the Racecourse Precinct Heritage Conservation Area, as shown on the *Randwick LEP* Heritage Map, and is adjacent to the Members Stand (Official Stand), listed as an item of local heritage significance in the *Randwick LEP 1998*, and the *Draft Randwick LEP 2012* Heritage Maps 1 and 2. It is also in the vicinity of Centennial Park which is listed on the State Heritage Register as part of item 1384, Centennial Park, Moore Park, Queens Park. Centennial Park is also within the North Randwick Heritage Conservation Area, listed as a conservation area of local significance under the *Randwick LEP 1998* and the *Draft Randwick LEP 2012*.

1.6 Authorship

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

1.7 Report Limitations

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

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

Archaeological assessment of the subject site is outside the scope of this report and is addressed in a separate report.

This report only addresses the relevant heritage planning provisions and does not address general planning or environmental management considerations.

Historical Summary

2.0

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

2.1 Establishment of the Randwick Racecourse

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

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

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

2.2 Development of the Racecourse

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

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

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

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

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

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

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



Figure 2.1
View of the racecourse, before commencement of construction works in the mid-1870s. The St Leger Stand is at far left (demolished 1882); the 1860 Hilly Grandstand at centre (demolished 1875); and the Derby Stand at right (demolished 1880).

Source: State Library of New South Wales

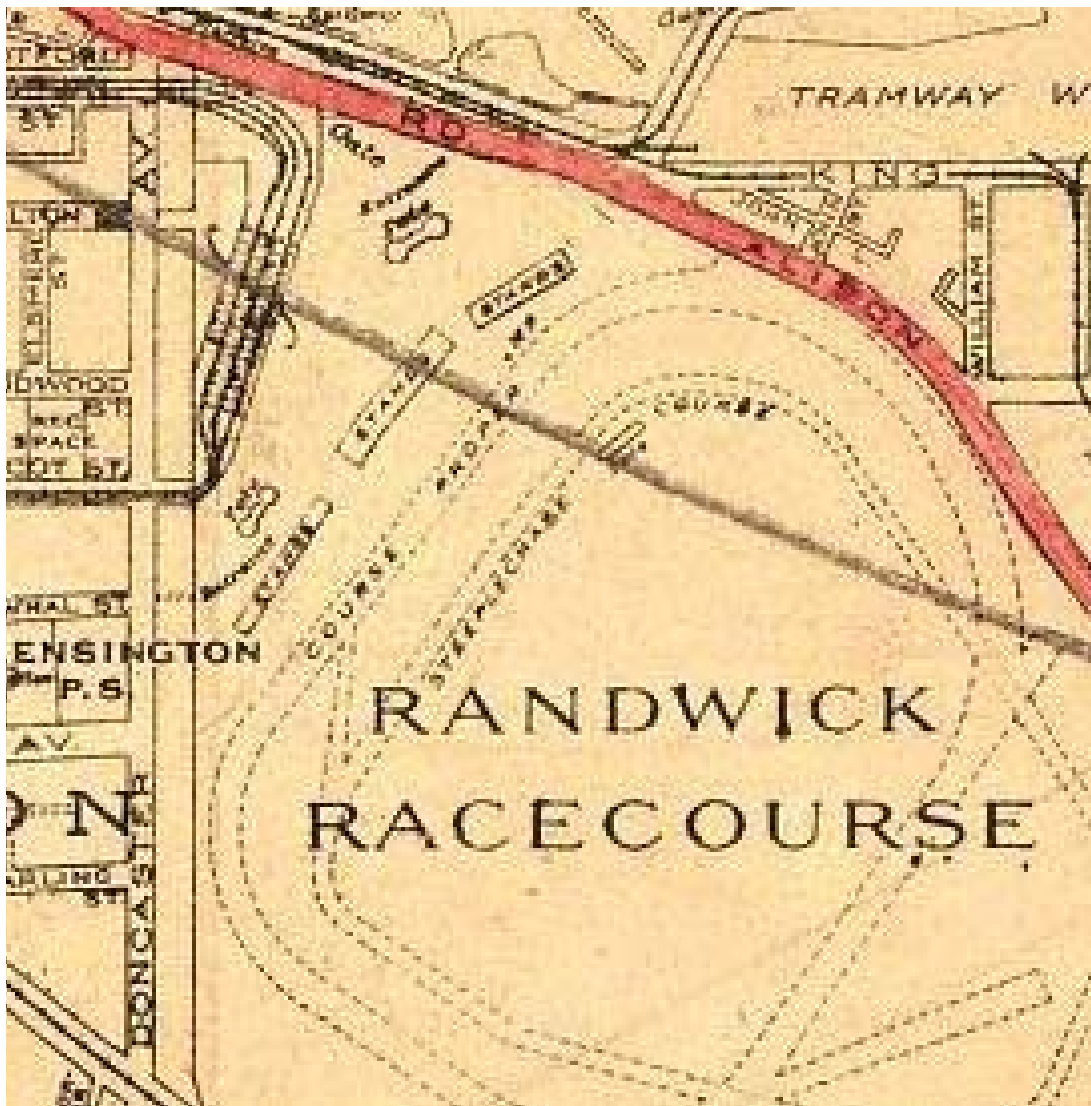


Figure 2.2

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

Source: New South Wales Lands and Property Management Authority

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

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

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

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

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

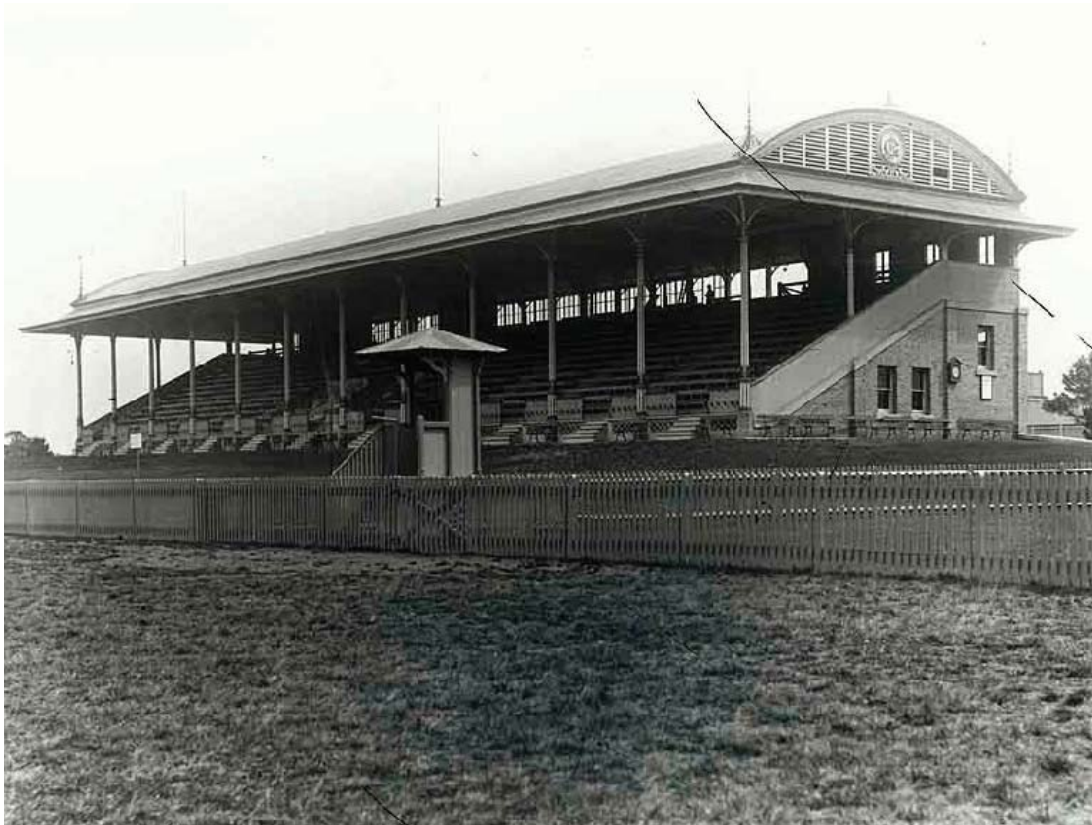


Figure 2.3
View of the second Grandstand, which was completed in 1876. This new grandstand facility offered private boxes, a telegraph office and refreshment rooms.

Source: State Library of New South Wales

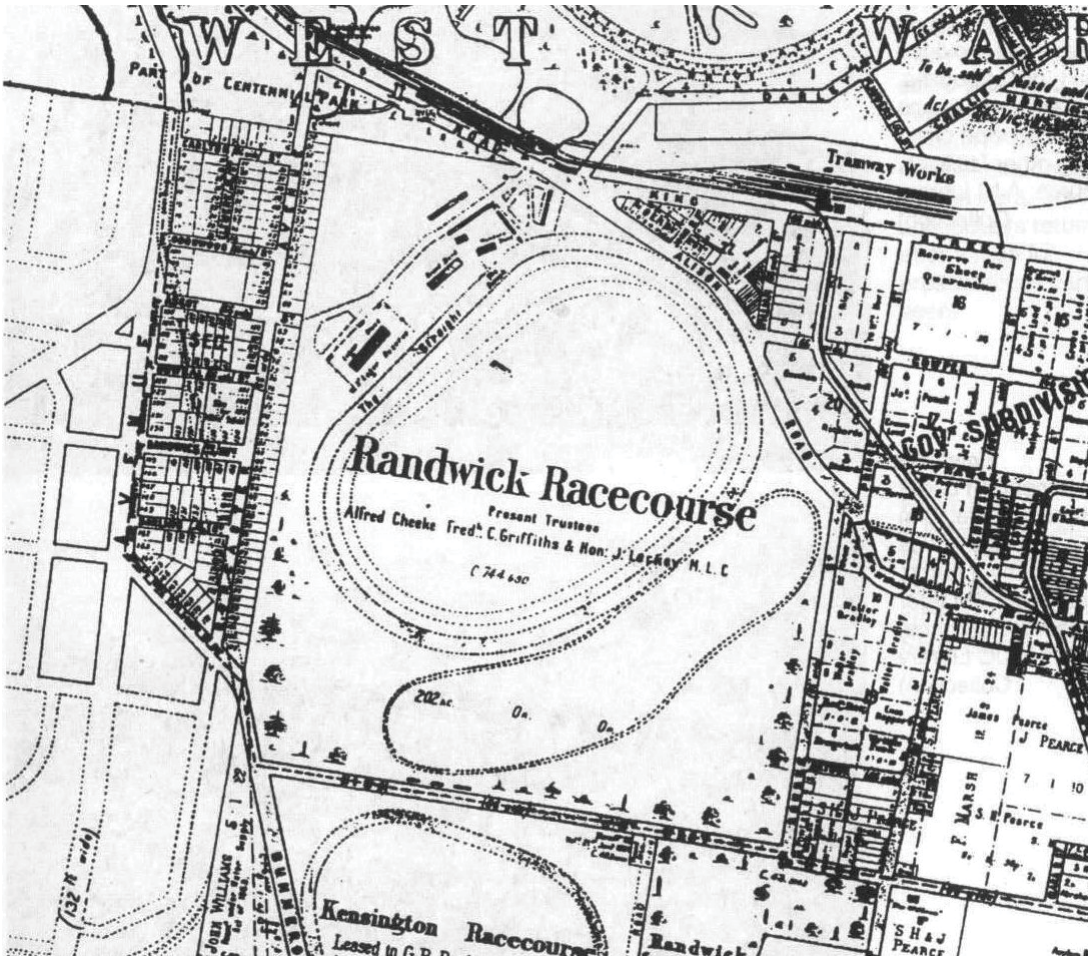


Figure 2.4

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

Source: State Library of New South Wales

2.3 Early Twentieth Century Expansion

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

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

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

The first item on the agenda was the Grandstand, which was widened, gained ten additional rows of seating, and boasted three new dining rooms by 1914. Other work on the Grandstand was an upper deck, added in 1911, extension of the Official Stand to provide more space for journalists, jockeys and officials on the ground and first floors, and seating at gallery level for the public spectators. 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.

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



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

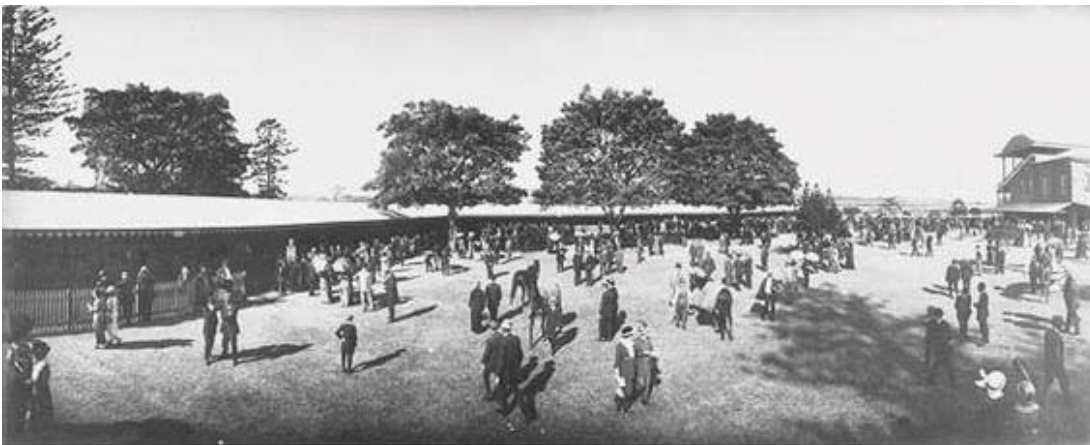


Figure 2.6
 View of the saddling paddock and race day stalls, 1914
 Source: National Library of Australia



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

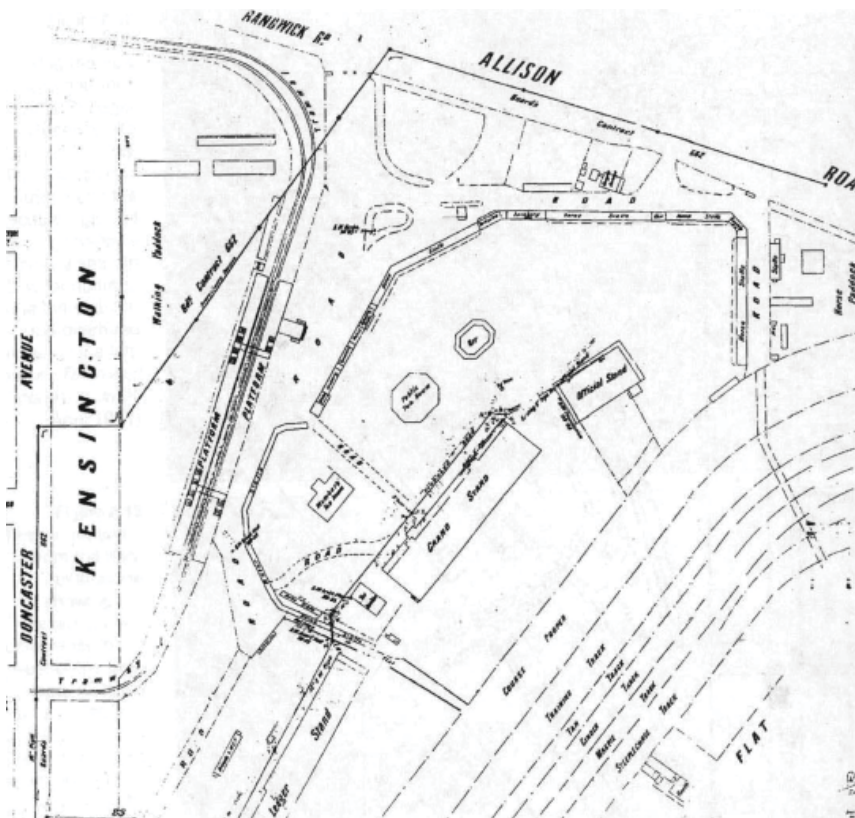


Figure 2.8
Detail of Sydney Water Board survey of the racecourse, 1907

Source: Sydney Water

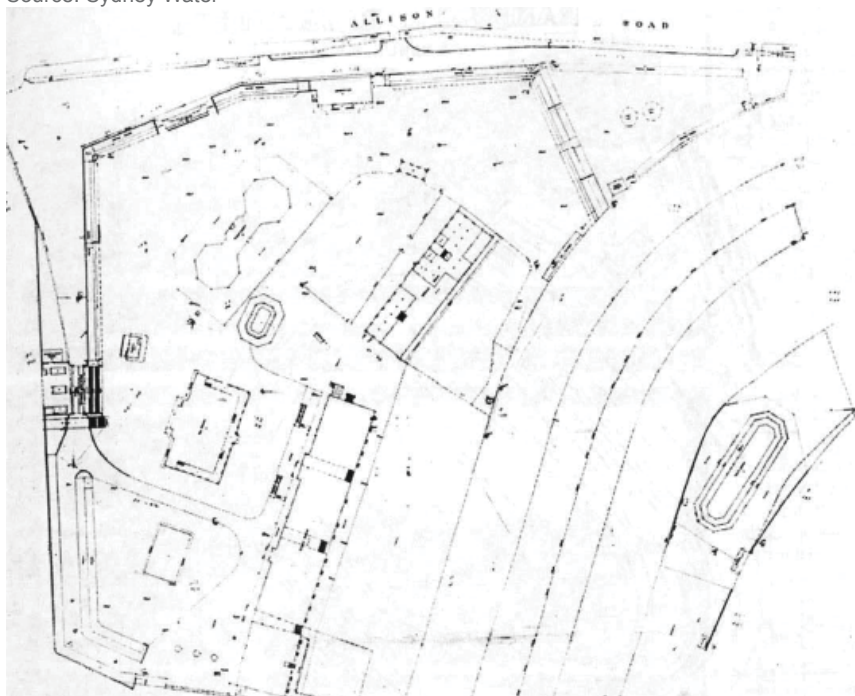


Figure 2.9
Sydney Water survey of the racecourse in 1917, showing the evolution of the site. Major new structures included the Ladies Stand, Totalisators, Tea House and new tramway turnstile entrance.

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

2.4 The Racecourse's Interwar Years

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

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

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

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

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

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

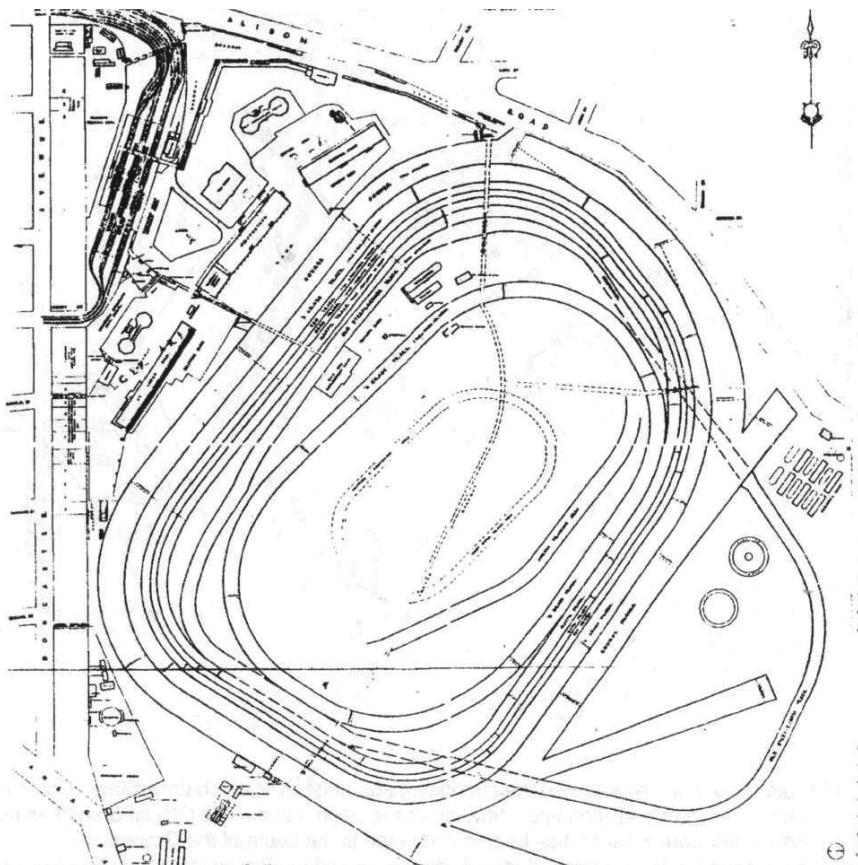


Figure 2.10

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

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



Figure 2.11

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

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

2.5 Postwar Modernisation of Randwick Racecourse

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

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



Figure 2.12
Paddock Reserve Totalisator, 1946

Source: State Library of New South Wales

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

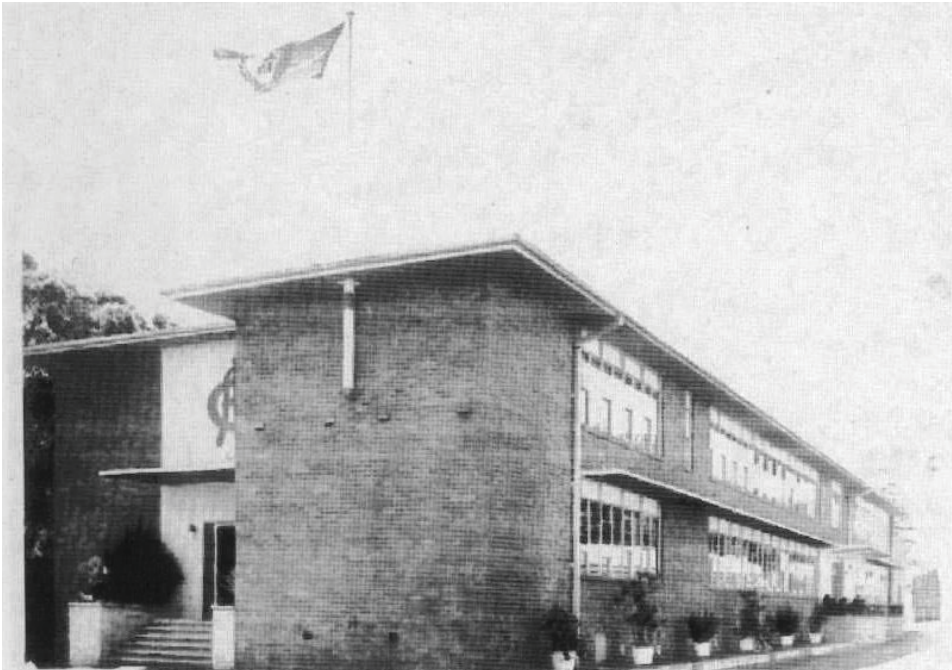


Figure 2.13
New Robertson & Marks-designed Administration building, 1962

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



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

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

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

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

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

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

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

2.6 Late Twentieth Century Changes to the Site

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

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

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

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

2.7 Masterplanning for the Twenty-first Century

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

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

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

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

The gazetting of the *AJC Act 2008*, giving AJC Limited a 99 year lease on the site has given the club further security of tenure, enabling future planning and investment. In July 2010 the NSW Government announced a package of potential reforms for the benefit of the NSW racing industry, contingent upon a merger between the AJC and the Sydney Turf Club (STC). As part of these reforms the 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.

Established Heritage Significance of the Subject Site and its Surrounds

3.0

3.1 Introduction

The subject site is part of the Racecourse Precinct Heritage Conservation Area, as shown on the *Randwick LEP* Heritage Map, and is adjacent to the Members Stand (Official Stand), listed as an item of local heritage significance in the *Randwick LEP* 1998, and the *Draft Randwick LEP* 2012 Heritage Maps 1 and 2. It is also in the vicinity of Centennial Park which is listed on the State Heritage Register as part of item 1384, Centennial Park, Moore Park, Queens Park. Centennial Park is also within the North Randwick Heritage Conservation Area, listed as conservation area of local significance under the *Randwick LEP* 1998 and the *Draft Randwick LEP* 2012.



Figure 3.1
Extract from the *Randwick LEP* 1998 Heritage Map showing the Racecourse Precinct Heritage Conservation Area outlined in red and the heritage items within, and adjacent to it coloured brown, and the approximate location of the subject site marked with a red arrow

Source: Randwick Council website



Figure 3.2
Extract from the NSW State Heritage Register plan showing the curtilage of Centennial Park, Moore Park, Queens Park coloured green and the approximate location of the subject site marked with a red arrow

Source: NSW State Heritage Register

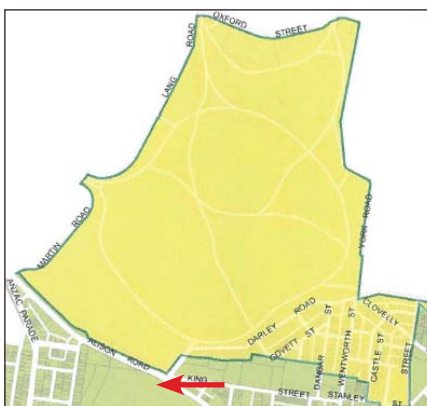


Figure 3.3
Map showing the North Randwick Heritage Conservation Area coloured light green and the approximate location of the subject site marked with a red arrow

Source: Randwick Council website

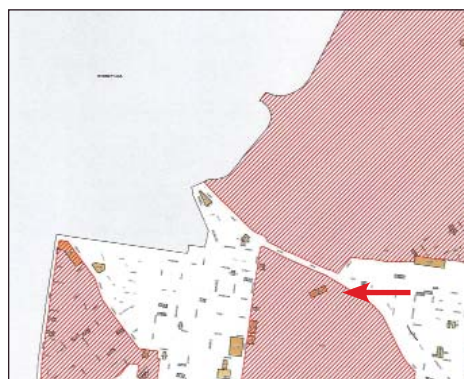


Figure 3.4
Extract from the *Draft Randwick LEP* 2012 Heritage Map 1 showing the approximate location of the subject site marked with a red arrow, the conservation areas hatched in red and the adjacent heritage item adjacent coloured brown

Source: Randwick Council website

Royal Randwick Racecourse Hotel
Heritage Impact Statement
May 2012

Graham Brooks & Associates Pty Ltd

3.2 Established Significance of the Subject Site

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

RACECOURSE PRECINCT Heritage Conservation Area

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

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

What is the area's significance?

Aesthetic Significance:

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

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

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

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

Historical Significance:

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

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

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

Social Significance:

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

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

Themes Represented:

The following historical themes, identified in the 1989 Randwick Heritage Study, are directly illustrated in the conservation area: Modifying the landscape, Government and institutions and Recreation, entertainment and leisure

The following themes are indirectly represented: Speculation and promotion, Transport and communications and Suburbanisation

A *Draft Royal Randwick Racecourse Conservation Management Plan (Draft CMP)* was prepared for the Australian Jockey Club (AJC) in December 2006, and has not been progressed beyond the draft stage. A Statement of Significance for the Racecourse site was developed as part of the *Draft CMP*. It states:

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

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

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

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

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

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

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

It should be noted that no part of the Racecourse site is included on the State Heritage Register as an item of State significance and that a 2006 nomination to consider the inclusion of the Racecourse site on the State Heritage Register has not been proceeded with.

The *Draft CMP* divides the Royal Randwick Racecourse into nine precincts, as shown in Figure 3.5. The naming conventions and boundary definitions for these precincts have been adopted in Randwick City Council's *Royal Randwick Development Control Plan (DCP)*. The subject site is located within the Spectator Precinct.

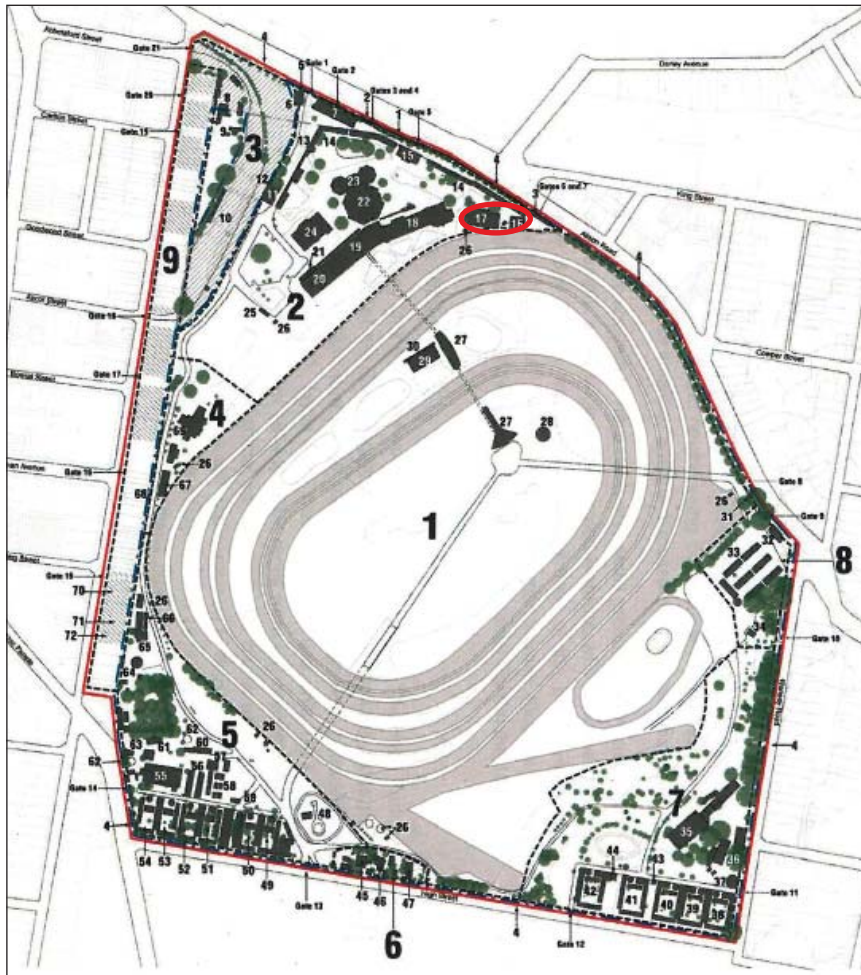


Figure 3.5
Plan showing the approximate location of the subject (marked with a red circle) within the Spectator Precinct of Royal Randwick Racecourse, identified as area number 2

Source: *Draft Royal Randwick Racecourse Conservation Management Plan (Draft CMP)*,
Godden Mackay Logan, 2006, page 9

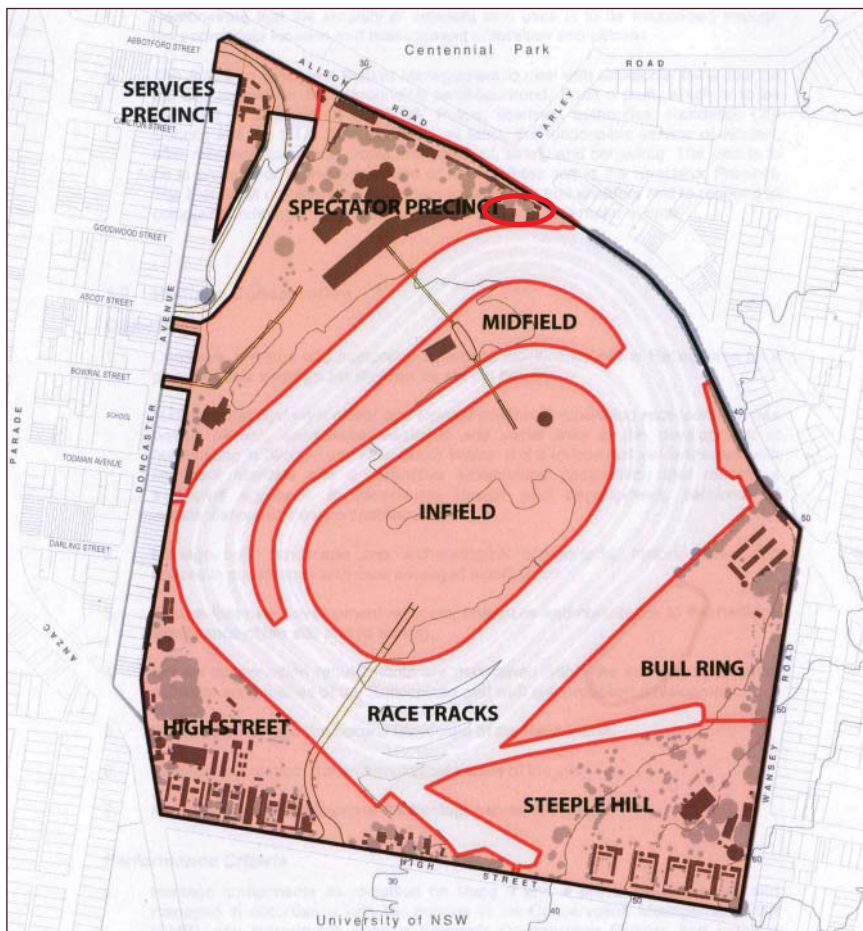


Figure 3.6
Plan showing the approximate location of the subject (marked with a red circle) within the Spectator Precinct, identified in the *Royal Randwick Racecourse DCP*

Source: *Royal Randwick Racecourse DCP*

The site specific Development Control Plan for the Racecourse Precinct, the *Royal Randwick Racecourse Development Control Plan (DCP)* contains maps showing a grading of the relative significance of the built and landscape elements within the Racecourse site. This grading summarises those in the *Draft CMP* and is limited to the attributing of Exceptional and High significance, and all other buildings, structures, trees and shrubs. The tables and diagrams below show the location of the elements within, and adjacent to, the subject site, and the gradings noted in the *DCP* and the *Draft CMP*.

Table 3.1 Grading of Significance for the built elements within the subject site

Element number and description	DCP Grading	Draft CMP Grading
3 Gates 6 and 7 (Former Turnstile Building and Entrance)	High	High
4 Other Fences and Gates 8-21	High	High
14 Race Day Stalls	High	High
16 2000m Entrance Turnstile Building	Other	Little
17 Temporary Marquee	Other	Little
26 Stewards Tower	Other	Little

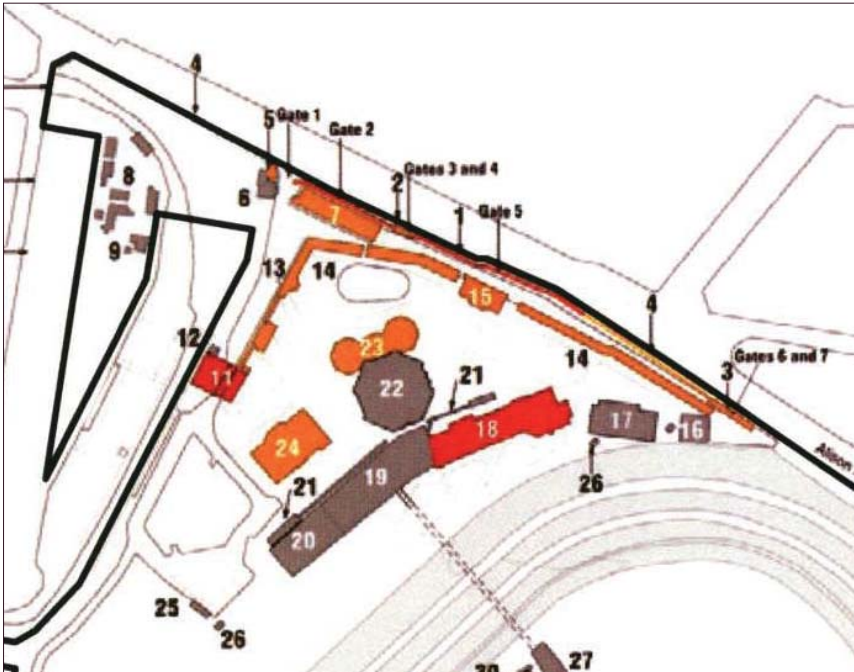


Figure 3.7

Extract from Map 3 of the DCP showing the gradings of the built elements of the subject site that are listed above. Those graded as of Exceptional significance are coloured red and those graded as High are orange.

Source: *Royal Randwick Racecourse DCP*

It should be noted that the following components identified in the *DCP* and the *Draft CMP* have been removed as part of earlier approved works to the Royal Randwick Racecourse site¹:

- 4 Other Fences and Gates
- 14 Race Day Stalls
- 16 2000m Entrance Turnstile Building

The current boundary fencing within the subject site was constructed as part of the 2008 upgrade works for the Alison Road Entry Plaza / Busway.

Table 3.2 Grading of Significance for the landscape elements within the subject site

Element number and description	DCP Grading	Draft CMP Grading
41 Ficus rubingosa (Port Jackson Fig)	Exceptional	Exceptional
42 Ficus rubingosa (Port Jackson Fig)	Exceptional	Exceptional
43 Grevillea robusta (silky Oak)	Other	Little
44 Ulmus procera (English Elm)	Other	Moderate
45 Ficus rubingosa (Port Jackson Fig)	Exceptional	Exceptional
48 Lophostemon confertus (Brush Box) - Row	Other	Moderate

It should be noted that landscape items 44 and 48 have been removed as part of previous site works, and that the wrought iron entrance gates at the former Turnstile Building, featuring the 'AJC' motif, have been replaced with contemporary steel gates.

¹ *Royal Randwick Racecourse Stage 1 - 2008 Upgrade Works Heritage Impact Statement*, Godden Mackay Logan, December 2007

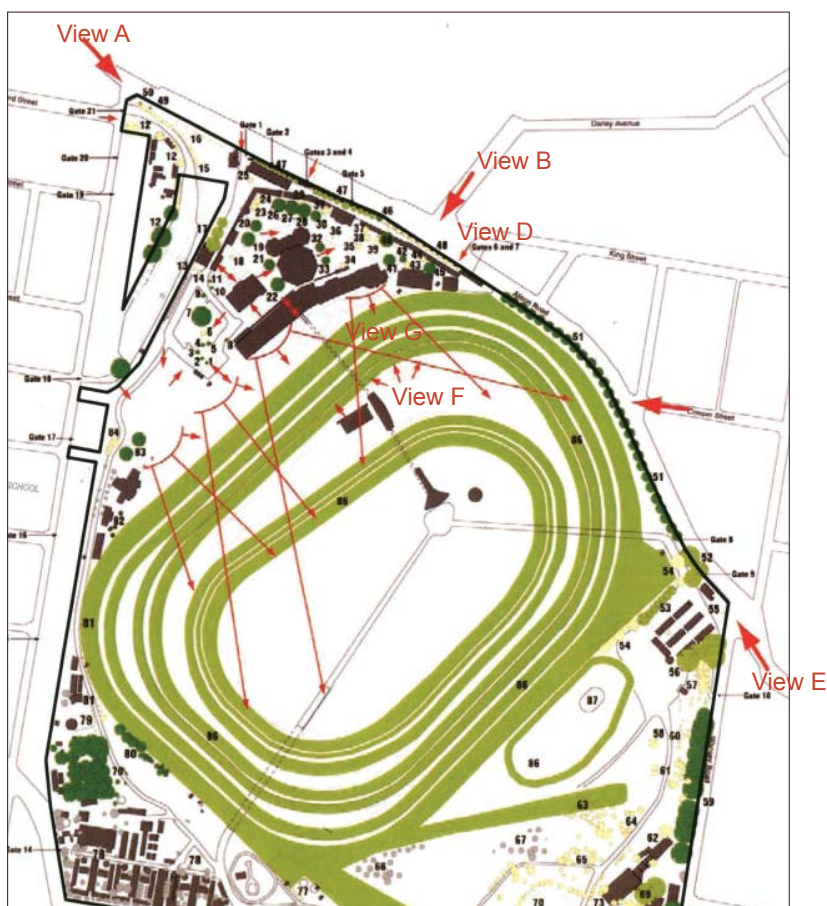


Figure 3.8

Extract from Map 4 of the DCP showing the gradings of the landscape elements of the subject site, as detailed above. Those graded as of Exceptional significance are coloured dark green and those graded as High are light green. It also identifies significant views to, and within, the racecourse site (Note the view numbering is assigned in this report)

Source: *Royal Randwick Racecourse DCP*

The map above, reproduced from the *Royal Randwick DCP*, shows the location and direction of significant views to, and within, the racecourse site.

The *Draft CMP* includes a table identifying 14 significant historic views to, and within, the racecourse. Those relevant to the subject site are described in the table below:

Table 3.3 Significant Historic Views

View	Draft CMP View No.	Location of View
A	01	To the site from the west along Alison Road
B	04	To the site from Darley Road
D	Not included in table	View through Gates 6 and 7
E	02	To the site from the east along Alison Road
F	Not included in table	View from the Infield to the Official / Members Stand and Gate 6 and 7
G	Not included in table	View from the Official / Members Stand to the Racetrack and the Infield

Volume 2 of the *Draft CMP* contains the following information for elements within the subject site.

Table 3.4 *Draft CMP Inventory - Built and landscape elements within the subject site*

Racecourse Boundary Group Ref No: 3 Gates 6 and 7 (Entrance and former Turnstile Building)	<i>Significance Grading: High</i> <i>Tolerance for Change: Form: 2, Function: 2, Fabric 2, Location 1</i> <i>Comments:</i> <i>Former turnstile building and entrance, constructed as part of AJC reclaiming control of site access. Comprises ticket booths and turnstile entry ways which have been partly demolished. Wrought iron entrance gates feature 'AJC' motif.</i> <i>The former turnstile building has historic significance for its long term use as an entrance to the site and provides evidence of the AJC reclaiming control over site access from 1910. It contributes to the aesthetic qualities of the Alison Road boundary wall and demonstrates the historical evolution of the Alison Road boundary of the racecourse site. The entrance gates provide physical evidence of the historic association of the racecourse site with the AJC.</i>
Spectator Lawn Area Group Ref No: 17 Temporary Marquee	<i>Contribution: Little</i> <i>Tolerance for Change: Form: 5, Function: 3, Fabric 5, Location 4</i> <i>Comments:</i> <i>Semi-permanent steel framed tent structure with translucent 'window' features. Used for private functions, mostly on race days. Acquired and assembled following the Sydney 2000 Olympics.</i> <i>Although a contemporary (and temporary) structure, it continues to demonstrate the use of this area of the racecourse site for spectator facilities on race days.</i>
Racetrack Area Group Ref No: 26 Stewards' towers	<i>Significance Grading: Little</i> <i>Tolerance for Change: Form: 2, Function: 1, Fabric 4, Location 1</i> <i>Comments:</i> <i>There are numerous stewards' towers located around the outside of the course proper. These are typically steel framed with steep dog-leg stairs leading to a small enclosed booth on the top level. Their walls and roof are clad with colorbond.</i> <i>A stewards' tower located in the spectator area is of contemporary style, constructed in 2003. It has two viewing platforms, enclosed with glazing. Accessed via steep external dog-leg stair. Designed by Swanbury Penglase Architects.</i> <i>The towers play an important role in the functioning of the racecourse on race days and contribute to an overall understanding of how the racecourse operates.</i>
L41, L42 and L45 Group of three specimens of <i>Ficus rubiginosa</i> (Port Jackson Fig)	<i>Contribution: Exceptional</i> <i>Values: Historic, aesthetic</i> <i>Comments:</i> <i>Already large trees in 1950, probably planted pre-1930</i>
L43 <i>Grevillea robusta</i> (Silky Oak)	<i>Contribution: Little</i> <i>Values:</i> <i>Comments:</i> <i>Relatively recent planting</i>

In addition to the *Draft CMP* a *Spectator Precinct Royal Randwick Racecourse Specific Element Conservation Policy Draft Report (Draft SECP)* was prepared for the AJC in December 2007 by Godden Mackay Logan. The *Draft SECP* contains the following information for individual elements of the Spectator Precinct that are of relevance to the subject site.

Table 3.5 Draft SECP Summaries

Spectator Precinct	<i>The Spectator Precinct makes a major contribution to the overall significance of the racecourse. It is the main area of visitor activity and is the public face of the racecourse. It has historical significance as it has retained and is able to demonstrate the general location and functions of key elements of the site dating from its 1832 establishment. It also contains elements from the 1880s which reflect the peak of popularity of the racecourse site. These include the Officials Stand, Race Day Stalls and Saddling Paddock. The early twentieth century Tea House, Tramway Turnstile Building Complex. Swab Building and Totalisator Building also reflect an important period in the development of the racecourse.</i> <i>The Spectator Precinct is historically significant as it demonstrates the continuous use of the site by the public for over 150 years for horse racing. The precinct has aesthetic significance related to the retained elements from various historical periods of the racecourse's operations, including examples of high creative and technical achievement. As a large and prominent public place that has been the location of mass public gatherings, the precinct has also attained a high level of social significance.</i> <i>The precinct remains central to the safe and efficient running of the racecourse and is significant for its ability to demonstrate many aspects of the historical uses of the racecourse, and as a spectator area that has worked as an integrated functional whole within the racecourse site.</i>
Significant Functional Relationships within the Spectator Precinct	<i>The Spectator Precinct is significant as it demonstrates the functional relationships that remain within the precinct to this day. These aspects of the Spectator Precinct reflect the complexities in operating a racecourse, including the movement of large numbers of people, horses and vehicles. They demonstrate how the racecourse historically operated, and continues to operate, and include:</i> <i>physical and visual links between the entrances, the Saddling Paddock, the stands, track and infield, reflecting the flow of spectators into the site;</i> <i>links between the track, Parade ring and Saddling Paddock, related to horse movement;</i> <i>links between the stands, betting areas and refreshment areas, related to spectator movement;</i> <i>links between the horse float area and Race Day Stalls, related to the transport of horses to and from the site; and</i> <i>spaces in which the horse areas intersected with the pedestrian areas, which are important aspects of the spectator experience, allowing for the close viewing of horses racing on the track, being awarded prizes in the Parade Ring and behind the stands in the Saddling Paddock areas.</i>
Spectator Lawn	<i>The Spectator Lawn group with its built components and landscape area has been in continuous use as a spectator and entertainment area since 1860.</i> <i>As a group, the grandstands are representative of the changes in architectural style and detailing, ranging over a broad period of construction (1866 to 1995). Evidence of their continuous development and expansion during this time demonstrates the changing nature of horseracing as a spectator sport.</i>
Character Area 7 Members Lawn, Parade Ring and Shannon Lawn	<i>Location:</i> <i>Between the existing stands and the outer track.</i> <i>Description:</i> <i>The area is a major open space for spectators to view races and horses before and after the races and for the presentation of prizes. it is also important for containing railed off areas for the circulation of horses from the saddling Paddock to the racetrack.</i> <i>The area includes the Members Lawn (restricted to members using the Officials Stand), the Parade Ring (restricted to horses, jockeys etc) and the public Shannon Lawn.</i> <i>The Parade Ring is situated adjacent to the winning post and can be seen as forming the nucleus of the entire racecourse site.</i>

Character Area 8 Eastern Entry and Oaks Marquee Area	<i>Location:</i> This area extends from Gate 6 and 7 across to the Oaks Marquee to the west. <i>Description:</i> The area is an enclosed space with the eastern section of the Race Day Stalls forming the northern boundary and the temporary Oaks Marquee forming the southern boundary. The area is an entry space with high landscape values including a Phar Lap Memorial and the 2000m Entrance Turnstile Building.
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It should be noted that considerable development has been approved for this area since the *Draft SECP* was prepared. The Race Day Stalls and 2000m Entrance Turnstile Building were removed as part of the 2008 Alison Road Entry Plaza / Busway upgrade works, the Phar Lap memorial was removed from the site in mid 2011 to facilitate vehicular access to this part of the site and will be installed in a new location in the near future, and a major redevelopment of the grandstands and spectator facilities, approved in 2011, is currently under construction.

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

The Members Stand (Official Stand) is the only individually listed heritage item within the Racecourse Precinct Heritage Conservation Area, and is immediately adjacent to the subject site. The following information for this item has been sourced from the Randwick Heritage Study, prepared by Perumal Murphy Pty Ltd in January 1988.

Statement of Significance

A building is of special architectural interest forming part of Randwick's most famous and historic institutions. The graceful cast iron and brick structure has been little altered externally. It presents ideally scaled elevations.

Description

A three level grandstand with hipped iron roof supported by fluted neo-classical columns. The rear wall is a well detailed face brick façade of recessed arched bays with projecting sandstone bay windows and pedimented gables along parapets. Bars are located on ground level, a small viewing stand and club rooms on the middle level and seating on the top level. Original windows, cast iron balustrading and pressed metal ceilings remain. Club room interiors have been altered.

Volume 2 of the *Draft CMP* contains the following information for this item:

Official Stand Ref No 18

Assessment of Significance

The Official Stand is the earliest grandstand and possibly the earliest building remaining at the racecourse. It demonstrates the use of the northwest corner of the site as a spectator precinct since the 1860s.

It retains its spectator functions and much of its original and early detailing throughout, with the later 1913 and 1920 extensions clearly distinguishable, providing evidence of the evolution of the racecourse site from the 1880s.

It has a long term continuous association with members of the AJC.

Significance Grading: Exceptional

Tolerance for Change: Form: 2, Function: 1, Fabric: 2, Location: 1

Physical Description:

The Official Stand is the northernmost of the three grandstands. It faces the racecourse proper to the southeast, defining the northern part of the spectator lawn. To the northwest is the Saddling Paddock Area, while a temporary marquee is located to its northeast and the Queen Elizabeth Stand is immediately adjacent to the southwest.

The building is a three storey Federation Free Classical grandstand with betting and catering facilities located on the lower two levels and a third floor featuring tiered spectator seating.

The building is of painted brick masonry construction with a steel truss hipped metal roof. The southeast elevation opens to the racetrack with large areas of glazing and cast iron Corinthian columns on the ground and first floor levels. The northwest facade is face brick with recessed arches, sandstone detailing and pedimented gables. A suspended awning is located above the ground level, below which the brickwork is painted.

Remnant original/early internal fabric includes pressed metal ceilings and cast iron columns. Some modifications have been made to the building, such as the insertion of escalators and bar facilities.

Historical Notes:

Originally constructed in 1886.

The building was extended to the northeast by 136ft in 1913 and by 105ft in 1920, both to a design by the architectural firm of Robertson and Marks.

In 1951 a new roof was installed and repairs made to the top floor.

In 1963 the bar facilities were upgraded and escalators installed.

In 19667 the southern end of the stand was partially demolished to make way for the construction of the Queen Elizabeth II Stand.

A number of renovations were made in the last decades of the twentieth century with the stand re-roofed in 1980 and the upper level renovated in 1985. The entire stand was refurbished in 1991 and the conservatory extension made to its northern end, on the spectator lawn side of the building.

Volume 2 of the *Draft CMP* also contains the following information for elements within the Racecourse Precinct Heritage Conservation Area that are in the vicinity of the subject site.

Table 3.5 Draft CMP Inventory - Built and landscape elements adjacent to the subject site

Element 15 Swab Building (Former Lavatory Building)	<i>Statement of Significance</i> <i>The Swab building, constructed in 1914-1917 as part of the Race Day Stalls, is one of the oldest surviving buildings on the racecourse site. Its original function as a lavatory and its more recent use as a testing facility is evidence of its long term role and use of the Saddling Paddock area as a race day and spectator area.</i> <i>The building continues to act as an enclosing element of the Saddling Paddock area and its architectural form and relatively intact exterior fabric continue to be contributory towards the area's setting.</i>
Course Proper and Adjacent Tracks	<i>Contribution: High</i> <i>Components: Course Proper, Kensington Track, Dirt Track, Steeple Track, B Grass Track, Sand Track, Jump Out Track, Cinders Track</i>

The subject site is also in the vicinity of Centennial Park which is south of the RRR site, and separated by the width of Alison Road. Centennial Park is listed on the State Heritage Register as part of item 1384, Centennial Park, Moore Park, Queens Park, and is within the North Randwick Heritage Conservation Area. The NSW State Heritage Register has the following Statement of Significance for Centennial Park, Moore Park, Queens Park:

Centennial Parklands is a unique place of exceptional National, State and Local heritage significance. It is a grand, linked open space of largely nineteenth-century landscape design intended for social and physical activity.

The Parklands has developed at the head of the Botany Bay catchment in an area originally part of the territory of the Gadi people on lands designated in 1811 as the Sydney Common. The Parklands retains evidence of the original landforms and plays a vital role in sustaining natural processes and biological diversity on a scale that is rare in the inner urban environment.

The Parklands has national significance as the place of the inauguration of the nation, the creation of a People's Park, events, persons and monuments of national importance. The place also has strong associations with convict heritage, pathways and transportation routes, water supply, horticultural and agricultural experimentation, nature conservation, military use, and a diversity of sport, recreation and cultures.

Summary of Natural Heritage

Centennial Parklands retains rare evidence of the original geodiversity, biodiversity, and ecosystems of the area known today as the eastern suburbs of Sydney. The natural basin in which the Parklands is situated retains its hydrological and ecological function as the head of the Botany Bay catchment. The waterbodies and vegetation in the Parklands continue to provide rare habitat for a wide diversity of indigenous flora and fauna within a highly urbanised area.

The Parklands provides habitat for rare and threatened species and contains remnants of an endangered ecological community, Eastern Suburbs Banksia Scrub, which covered much of the area prior to European contact. The natural significance of the Parklands underpins its value to current and future generations and to the regional environment.

Summary of Indigenous Heritage

Today's Parklands forms a part of a complex of Indigenous places used as a natural resource for social, ceremonial and subsistence purposes in the pre-colonial and post-contact periods.

The traditional Gadigal cultural landscape included a detailed knowledge of the land and resources of today's Parklands, which allowed the Gadi people as custodians to manage them and look after them properly. In return the land looked after the Gadi.

The springs, wetlands and remnant vegetation that can still be found in the Parklands today continue to represent an important biological resource which would have been a useful source of fresh water, plants and animals through the generations. It is therefore probable that the Gadi people used the area for camping, food collecting and other activities in the pre-colonial period. Known associations during the post-contact era include camping and food collecting visits, employment, military activities, sport, cultural events and leisure.

The maintenance of ongoing spiritual and other associations with Country continues to be important to Indigenous Australians who wish to care for this place as a cultural landscape.

Summary of Cultural Heritage

Centennial Parklands is highly valued for its space, scale, beauty and grandeur and for the rarity and diversity of its Natural, Indigenous and Cultural heritage. For many individuals, groups and the community as a whole, Centennial Parklands is a cultural landscape that continues to play an important and vital role in personal and social histories.

The place retains significant associations with the development of the early colony of NSW, the establishment and design of parks and gardens for the public good, and prominent events. These include the Centenary and Bicentenary of the establishment of the NSW colony, inauguration of the Commonwealth of Australia in 1901, the 2000 Olympic Games, the Paralympics and the Centenary of Federation celebrations in 2001.

Centennial Parklands is highly significant for its leisure and sporting heritage. The individual parks that make up the Parklands were specifically established to cater for public recreation and have been an important social and recreational resource for over a century.

Centennial Parklands now receives millions of visits annually, attracting people from surrounding residential areas, the wider Sydney region and beyond. The Parklands provides a unique area of open space that supports a diversity of activities that are rare in an inner urban area.

The North Randwick Conservation Area, is also separated from the RRR site by the width of Alison Road. The following information for this conservation area is sourced from the Randwick City Council Heritage Inventory sheet:

North Randwick Heritage Conservation Area

Federation and Inter-War housing associated with the development of Centennial Park.

A large area to the south of Centennial Park, originally reserved for water supply purposes, delaying its release for housing.

Aesthetic Significance:

Centennial Park is one of Sydney's largest expanses of urban parkland and provides a much needed breathing space for Sydney's inner eastern suburbs. The park has high scenic and landscape significance. It has a strong rural character, but also incorporates remnant natural vegetation, formal garden areas, tree lined avenues, playing fields and formal and informal water features. The melaleuca wetlands are a distinctive and important character element. Notable architectural elements include two residences, several kiosks and shelters, magnificent sandstone entry gates, the perimeter palisade fence, reservoir fences and steps, statues and monuments and an amphitheatre.

The North Randwick precinct is significant for its persistent, strongly Federation streetscapes. The imposition of a varied subdivision pattern, on the north facing slopes adjoining Centennial Park, has created numerous internal views and vistas of special interest. The combination of street pattern, topography and native and cultural plantings, set off the areas original buildings to good advantage.

The heritage value of the area largely derives from its Federation and Inter-War housing, its predominantly single storey scale, face brick construction, dominant slate and terra cotta tiled roofs and well established cultural plantings. The mixed building stock adds to the area's interest, ranging from larger Federation houses on Darley Road to small semi-detached on Dangar Street. Whilst many buildings have been substantially altered, there has been, very little redevelopment relative to other parts of Randwick. Most buildings and streetscapes retain their essential period character.

Historical Significance:

Centennial Park has considerable historical significance. It originated as a Common, set aside by Governor Macquarie and later become the main source of Sydney's water supply. It was dedicated as a park to celebrate the first centenary of European settlement in Australia. It was also the focus of Sydney's celebration of Federation in 1901. Busby's Bore and the lakes persist as important visual reminders of the area's historical role as a water supply catchment.

The consistency of the architecture in North Randwick is partly a reflection of the unusual historical circumstances which delayed the release of the area for housing. Most of the area originally formed part of the Sydney Common. For many years it was reserved for water supply purposes. The eventual residential release saw the area develop reasonably quickly, despite the slow start in the 1890s recession. As a consequence, most housing dates from the early twentieth century. There are a few particularly notable examples of Victorian housing, as well as more numerous Inter-War houses. The latter filled in remaining empty lots in the 1920s and 30s.

The street and subdivision pattern is Victorian in origin, though the area developed over a long period. This has produced an interesting juxtaposition of Federation and Inter-War housing on often narrow Victorian allotments. There was a resultant modification of standard house designs to suit narrow frontages.

The continuing physical and historical connection with Centennial Park is important and gives special significance to houses fronting Darley Road. These buildings tend to be larger and grander, with more generous allotments. These allotments were created to help fund the establishment of Centennial Park.

The area still retains a few horse stables connected with the historic racing industry in the area. There are also historical and physical connections with the adjoining former tramway workshops.

Social and Historical Significance:

Centennial Park has a high social significance at a regional level. It remains one of the most popular recreation areas in the Sydney region.

Scientific Significance:

Centennial Park has special scientific significance for its natural values. It preserves remnant native vegetation and provides important wildlife habitat. The melaleuca wetlands are regionally significant.

Themes Represented:

The following historical themes, identified in the 1989 Randwick Heritage Study, are directly illustrated in the conservation area: Modifying the landscape, Government and institutions, Recreation, entertainment and leisure, Suburbanisation.

The following themes are indirectly represented: Transport and communications

Site Context and Description

4.0

4.1 Site Context

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

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

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

The area surrounding the Spectator Precinct consists of:

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

A major upgrade of the Spectator Precinct is currently under construction. This includes removal of some built elements, alterations and additions to the Queen Elizabeth II Stand, construction of a new grandstand, parade ring, owners, trainers and jockey facilities, and associated infrastructure and landscaping works.

4.2 Site Description

The subject site itself is located at the northern end of the Spectator Precinct, adjacent to the Official / Members stand at the end of the main straight. The site is irregular in shape and slopes downward to the racetrack. Its current development includes the former Turnstile Building at Gate 6 and 7, perimeter fencing, the Oaks Marquee, two stewards towers and a toilet block.

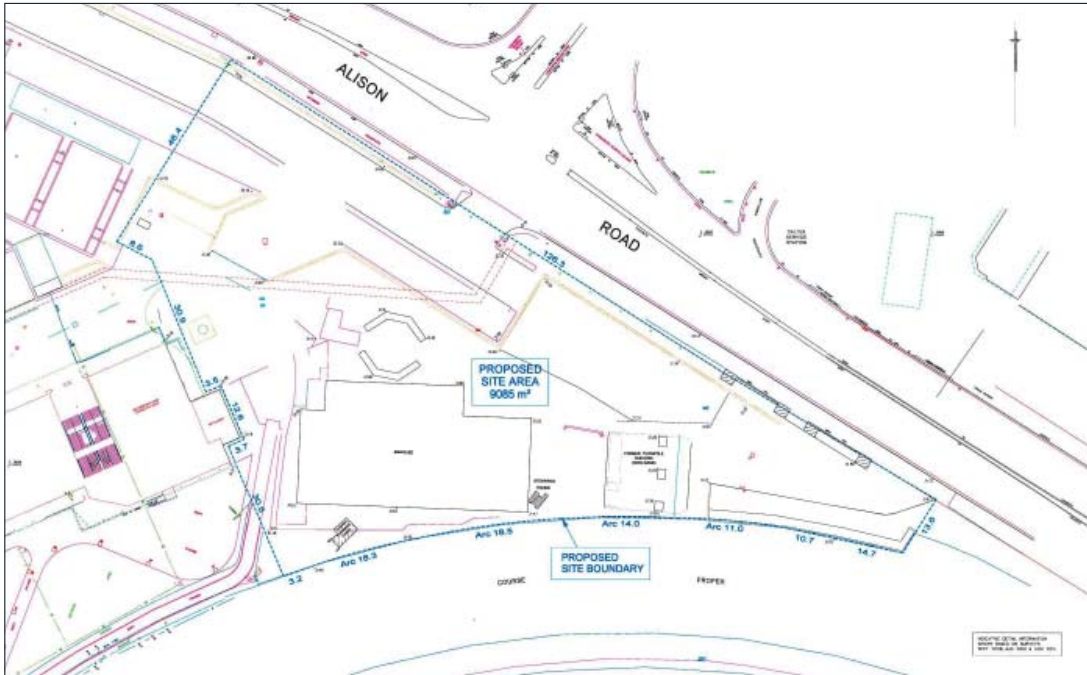


Figure 4.1
Shows the subject site, part of Spectator Precinct of the Royal Randwick Racecourse, outlined in blue

Source: Rygate Surveyors, May 2012

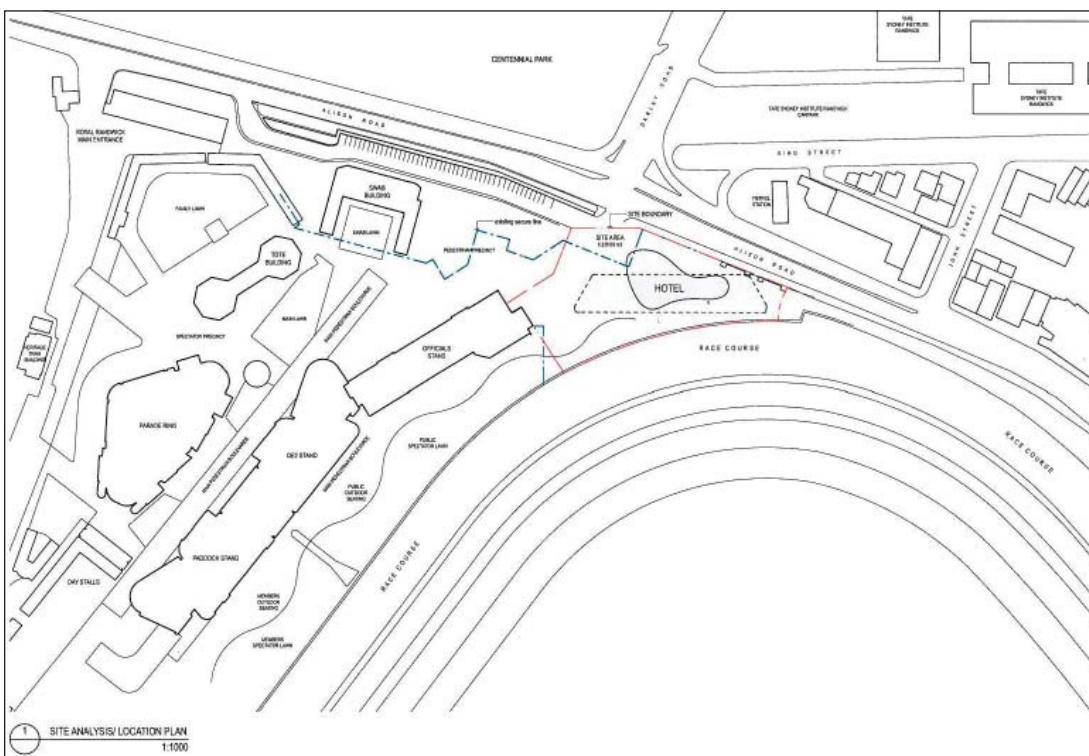


Figure 4.2
Plan showing the subject site in relation to the currently approved development in the Spectator Precinct of the Royal Randwick Racecourse

Source: *Tonkin Zulaikha Greer Architects*



Figure 4.3
View to the subject site from Alison Road showing the contemporary open fencing and former Turnstile Building at the street frontage and the Oaks Marquee behind it



Figure 4.4
View to the subject site from the Alison Road boundary showing the Racetrack, the Oaks Marquee, the Official / Members Stand, the two Stewards Towers and the Queen Elizabeth II Stand, currently under construction



Figure 4.5
View looking east along the Alison Road frontage of the subject site showing the current boundary fence (to be demolished as part of this application) that was constructed part of the 2008 upgrade to this area



Figure 4.6
View within the subject site, looking east along the current boundary fence (to be demolished as part of this application) that was constructed part of the 2008 upgrade to this area, with the former Turnstile Building seen in the background

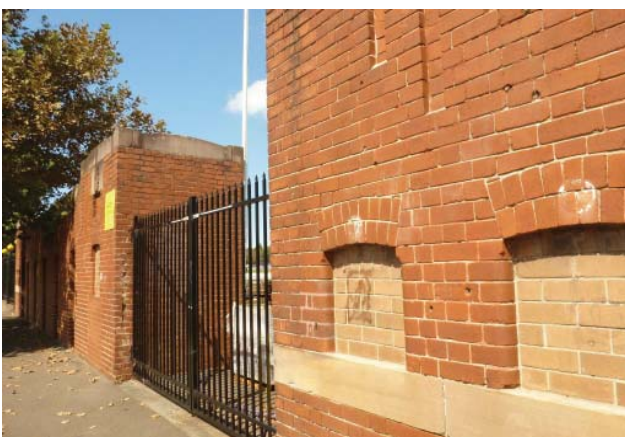


Figure 4.7
View of the former Turnstile Building and Gate 6 showing the bricked in windows to the former ticket booths



Figure 4.8
View of the former Turnstile Building, looking east, showing the bricked in openings of the former ticket booths and turnstile entrances



Figure 4.9
View of the former Turnstile Building showing the rear of the building has been largely demolished. The contemporary fence that is to be removed is seen in the foreground



Figure 4.10
View looking west along Alison Road from the vicinity of the subject site with the Swab Building seen on the left of the image



Figure 4.11
View to the Spectator Precinct from the Alison Road busway showing the toilet block that is to be demolished, as part of this application, in the foreground



Figure 4.12
The Official / Members Stand, adjacent to the subject site, with the Oaks Marquee seen on the right of the image



Figure 4.13
View from the Official / Members Stand in the direction of the subject site



Figure 4.14
View from the upper level of the Official / Members Stand showing the two Stewards Towers and the Oaks Marquee that are to be removed as part of this development

Description of the Proposal

5.0

The proposed development, designed by Tonkin Zulaikha Greer, and Aspect Studios is detailed in the drawings that accompany this application. It includes:

- Demolition of the Alison Road boundary fence to the subject site
- Demolition of two Stewards Towers
- Demolition of the brick toilet block adjacent to the Alison Road entrance at the eastern end of the busway
- Removal of the Oaks Marquee
- Modification to the bricked in entry ways of the former Turnstile Building
- Conservation of the former Turnstile Building
- Construction of a new eight storey building to accommodate a hotel and ancillary conference, restaurant and bar facilities with basement parking
- Construction of a new outdoor Trackside Bar at the northern edge of the Members Lawn
- Site landscaping including the construction of a concrete terrace behind the former Turnstile Building, the removal of tree L45 and its replacement with a mature specimen of the same species, removal of tree L43, and re-alignment of the fencing at the northern edge of the Members Lawn



Figure 5.1
The proposed new Hotel Building

Source: Tonkin Zulaikha Greer Architects

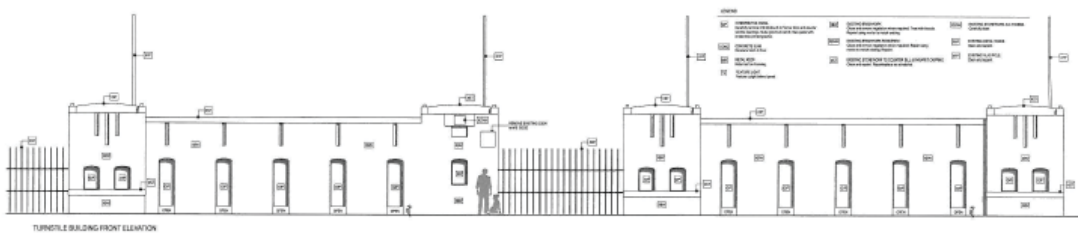


Figure 5.2
Elevation drawing of the existing Turnstile Building that is to be conserved

Source: Tonkin Zulaikha Greer Architects

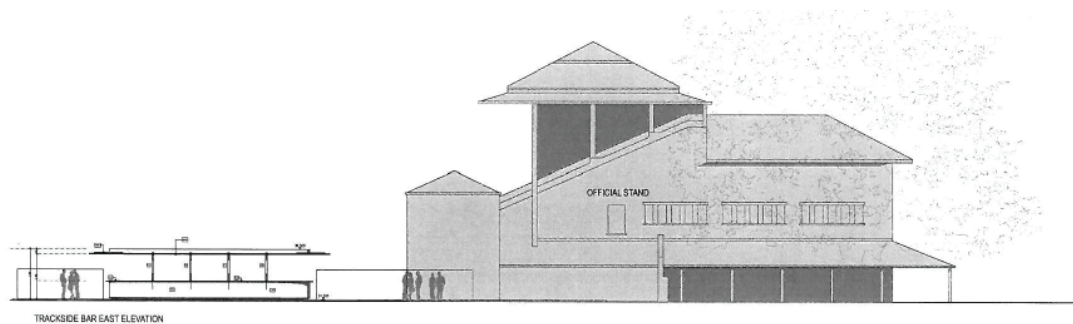


Figure 5.3
Elevation drawing of the proposed new outdoor bar facilities at the northern edge of the Members Lawn, showing its relationship to the Official / Members Stand

Source: Tonkin Zulaikha Greer Architects

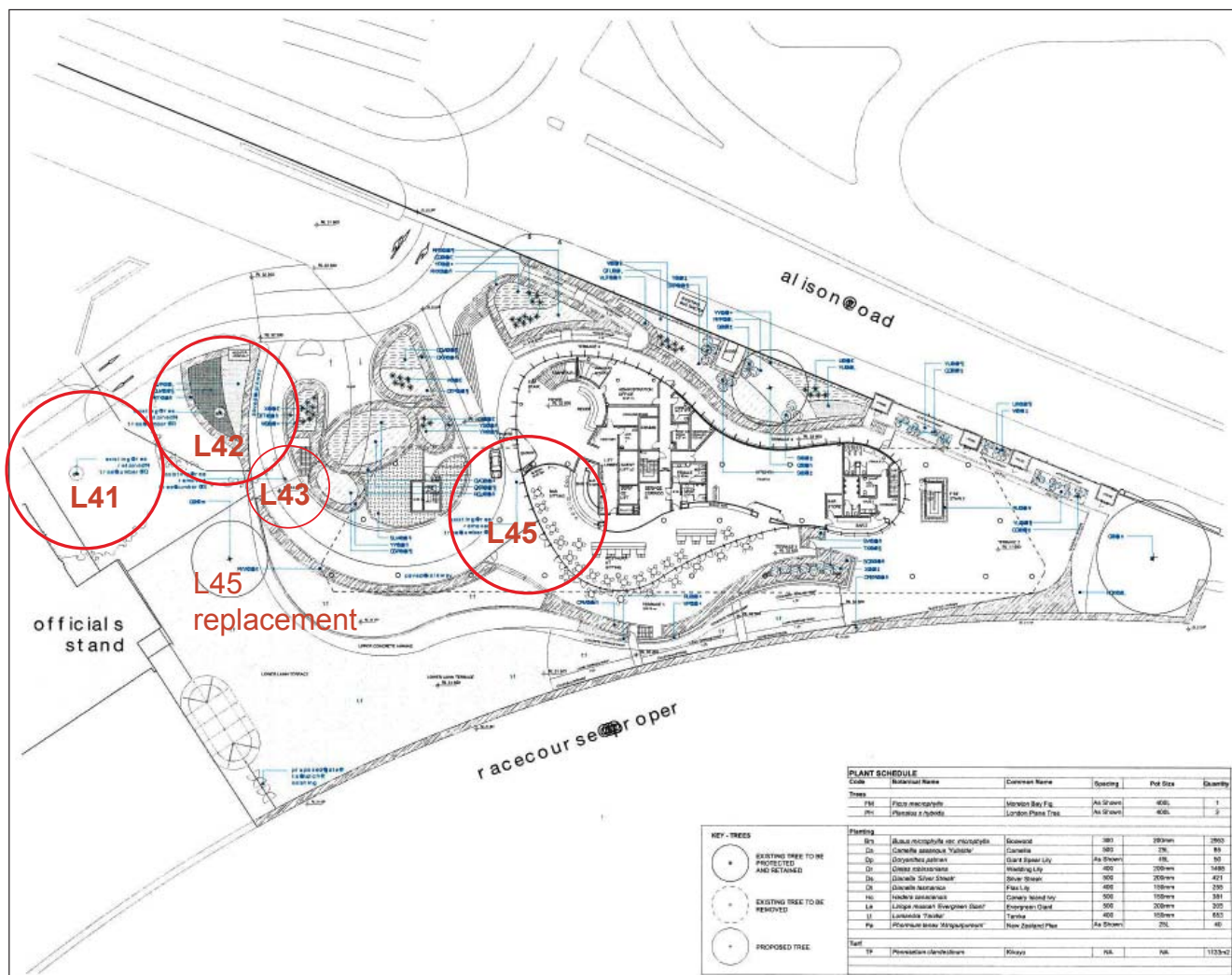


Figure 5.4
Landscape Plan showing the location of trees L41 and L42 (to be retained), L43 (to be removed) and L45 (to be replaced)
Source: Aspect Studios

View Analysis

6.0

The following images prepared by as part of the Visual Analysis for this application show the proposed development in relation to the significant elements within the Royal Randwick Racecourse site. These have been used to inform the Assessment of Heritage Impact.

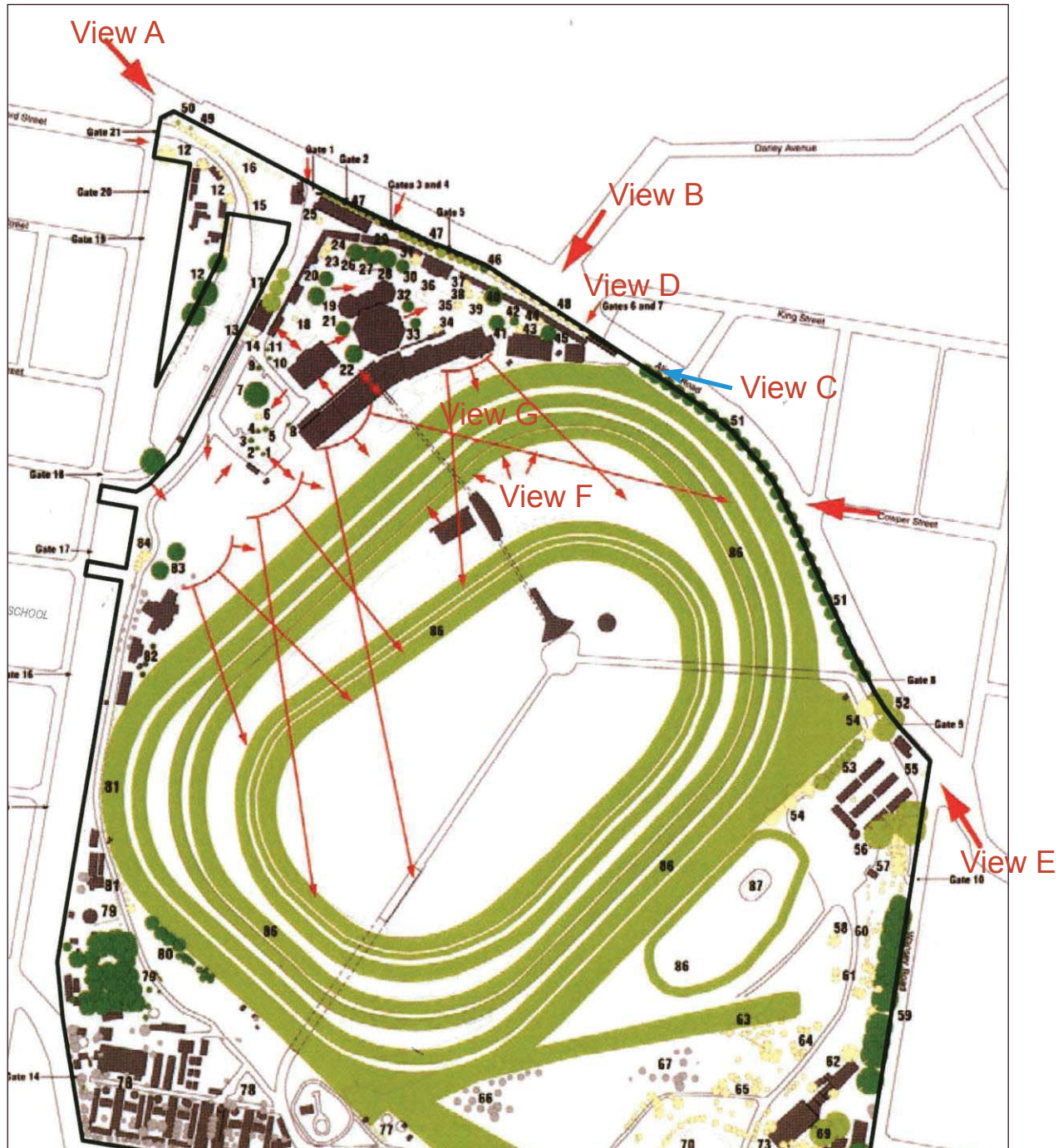


Figure 6.1
Extract from Map 4 of the DCP showing the Historic Views considered in this report labelled from A to G

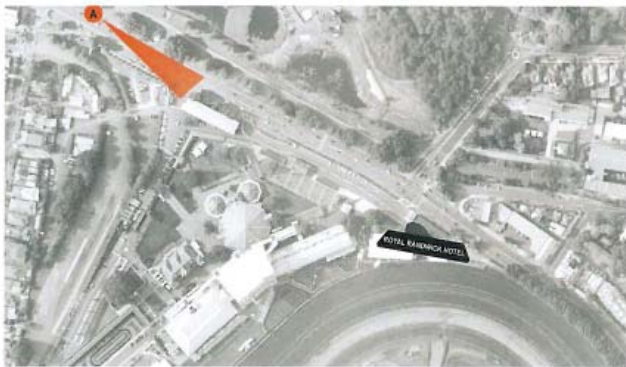
Source: Royal Randwick Racecourse DCP

View A

Images illustrating the change in View A, identified in the *Draft CMP* as historic view 01, the view to the site from the west along Alison Road.



Camera Position A : Alison Road Traveling East | Before



Camera Position A: Alison Road Traveling East | After

Figure 6.2
Images illustrating the change in View A, view to the site from west along Alison Road, identified in the *Draft CMP* as View. 01

Source: Tonkin Zulaikha Greer Architects

View B

Images illustrating the change in View B, identified in the *Draft CMP* as historic view 04, the view to the site from Darley Road.



Camera Position B : Darley Road | Before



Camera Position B : Darley Road | After

Figure 6.3
Images illustrating the change in View B, view to the site from Darley Road, identified in the *Draft CMP* as View. 04

Source: Tonkin Zulaikha Greer Architects

Views C and D

The *Royal Randwick Racecourse DCP* identifies the view into the racecourse site through the gates at Gate 6 and 7 (View D) as being of importance. It is likely that this significance was attributed because it was the only view of the track available from this part of Alison Road at the time the *Draft CMP* and *Royal Randwick Racecourse DCP* were prepared. Until 2008 the RRR site was enclosed with solid fencing, obscuring views from the public domain. The replacement of this fencing has allowed extensive views to the track and the Spectator Precinct from Alison Road, to the east of Gate as 6 and 7.

The current View D, shown in Figures 6.4 and 6.5, is a partially obscured view to the race track. Therefore, the impact on views into the Royal Randwick Racecourse from east of Gates 6 and 7 have been analysed instead of this location. This is referenced as View C.

The comparative images of View C show these views will not be impacted by the proposed development.



Figure 6.4
Partial view to the race track currently available through Gate 6/7



Figure 6.5
Views through Gates 6/7 towards the Spectator Precinct buildings are obscured by the Oaks Marquee



Camera Position C : Alison Road Travelling West| Before



Camera Position C : Alison Road Travelling West| After

Figure 6.6
Images illustrating the change in View C

Source: Tonkin Zulaikha Greer Architects

View E

The photograph below shows the subject site is not seen from View E, identified in the *Draft CMP* as historic view 02, the view to the site from the east along Alison Road.



Figure 6.7
Photograph showing View E

View F

The image below shows the proposed development as seen in View F, identified in the *Draft CMP* as the view from the Infield to the Official Members Stand and Gate 6/7.



Figure 6.8
Image showing View F, view of the Official Stand between the refurbished Queen Elizabeth II Stand and the proposed hotel development, from the Infield.

Source: David Duloy

View G

The *Royal Randwick Racecourse DCP* identifies the view from within northern part of the Official / Members Stand to the Racetrack and Infield as being of importance. The photographs below show the Oaks Marquee in the location of the subject site. The new hotel and trackside bar proposed for this location will not obscure these historic views of the racetrack.



Figures 6.9 and 6.10
Images showing View G, from inside the Official / Members Stand in to the race track, will not be obscured by the proposed development to its north

Assessment of Heritage Impact

7.0

7.1 Introduction

This section of the Report provides a detailed analysis of the heritage impact of the proposed development and an evaluation of the statutory controls applying to this site, in regard to heritage. The relevant EPIs and guidelines, pertaining to heritage, that are to be addressed as part of the key issues identified in the DGR for this project are the *Randwick Local Environmental Plan (LEP) 1998*, the *Draft Randwick Local Environmental Plan (LEP) 2012*, the *Royal Randwick Racecourse Development Control Plan (DCP)*, the *Draft Royal Randwick Racecourse Conservation Management Plan 2006 (Draft CMP)*, and the NSW Heritage Office Publication '*Statements of Heritage Impact*'.

The subject site is part of the Racecourse Precinct Heritage Conservation Area, as shown on the *Randwick LEP* Heritage Map, and is adjacent to the Members Stand (Official Stand), listed as an item of local heritage significance in the *Randwick LEP 1998*, and the *Draft Randwick LEP 2012* Heritage Maps 1 and 2. It is also in the vicinity of Centennial Park which is listed on the State Heritage Register as part of item 1384, Centennial Park, Moore Park, Queens Park. Centennial Park is also within the North Randwick Heritage Conservation Area, listed as conservation area of local significance under the *Randwick LEP 1998* and the *Draft Randwick LEP 2012*.

7.2 New South Wales Heritage Act

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

No part of Royal Randwick Racecourse is listed as an item of State significance on the State Heritage Register. It is in the vicinity of Centennial Park which is listed on the State Heritage Register as part of item 1384, Centennial Park, Moore Park, Queens Park. However, there are no controls under the *Act* pertaining to development in the vicinity of a State Heritage Register item.

As such, there is no statutory requirement to seek approval from the NSW Heritage Council for this application.

The Archaeological Provisions of this *Act* are addressed in a separate report submitted with this application.

7.3 Guidelines of the NSW Heritage Office

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

Type of development	Questions to be considered	Comment
Demolition of a Building or Structure (Within a Conservation Area)	• <i>Have all options for retention and adaptive re-use been explored?</i> • <i>Can all of the significant elements of the heritage item be kept and any new development be located elsewhere on the site?</i> • <i>Is demolition essential at this time or can it be postponed in case future circumstances make its retention and conservation more feasible?</i> • <i>Has the advice of a heritage consultant been sought? Have the consultant's recommendations been implemented? If not, why not?</i>	The following structures are to be demolished as part of this proposal: • Alison Road boundary fence to the subject site • Toilet block adjacent to the Alison Road entrance • Oaks Marquee • Two Stewards towers Various options have been considered as part of the design development for this project. None of the structures listed above was found to be suitable for retention and adaptive reuse as part of the new hotel development. None of these structures is identified as a significant element of the Royal Randwick Racecourse in the <i>DCP</i> or <i>Draft CMP</i>. The Alison Road boundary fencing to be removed is of a contemporary design, constructed in 2008. The toilet block is a contemporary element and is not referenced in the <i>DCP</i> or <i>Draft CMP</i>. The Oaks Marquee is a post 2000 addition to the site which was always considered to be a temporary facility. The <i>Draft CMP</i> notes it makes Little contribution to the significance of the site. The <i>Draft CMP</i> notes the stewards' tower located in the spectator area is of contemporary style, constructed in 2003. These functional structures of the racecourse are graded as having Little significance. To construct the new facilities it is essential that these structures be demolished. Given their limited contribution to the significance of the Racecourse Precinct Heritage Conservation Area there is no valid heritage argument to compel the retention of these items.

Minor Partial Demolition (Within a Conservation Area)	• <i>Is the demolition essential for the heritage item to function?</i> • <i>Are important features of the item affected by the demolition (e.g. fireplaces in buildings)?</i> • <i>Is the resolution to partially demolish sympathetic to the heritage significance of the item?</i> • <i>If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired?</i>	It is proposed to remove the brick infills to the pedestrian entry ways in the former Turnstile Building. These will be replaced with interpretive panels. In order to improve the flow of stormwater through the site, from Alison Road, these will be set above ground level. The partial demolition is considered to be sympathetic to the significance of the Racecourse Precinct Heritage Conservation Area as an engineered solution to flood mitigation and stormwater management for the site, and the wider area. The removal of the brick infills and insertion of new interpretive panels will allow the former use of this building, as a controlled entrance, to be interpreted. Thus, it is considered to be a sympathetic modification to the building.
Minor Additions (To a Conservation Area)	• <i>How is the impact of the addition on the heritage significance of the item to be minimised?</i> • <i>Can the additional area be located within an existing structure? If no, why not?</i> • <i>Will the additions tend to visually dominate the heritage item?</i> • <i>Are the additions sympathetic to the heritage item? In what way (eg form, proportions, design)?</i>	The new outdoor bar (Trackside Bar) proposed at the northern edge of the Members Lawn is considered to be a minor addition to the Racecourse Precinct Heritage Conservation Area. In conjunction with the realigned fence this new spectator facility will define the northern end of the Members Lawn which has traditionally been an enclosed and restricted space. The outdoor bar service area is to be an additional facility to supplement those already provided within the adjacent Official / Members Stand. As such it cannot be located within an existing structure. This addition is a single storey, light weight structure that will not visually dominate the Racecourse Precinct Heritage Conservation Area. The simple form and contemporary design of this structure does not seek to mimic the historic elements within the Racecourse Precinct Heritage Conservation Area and will be clearly legible as a new addition. It is considered to be a sympathetic addition to the Racecourse Precinct Heritage Conservation Area.

Major Additions (To a Conservation Area)	• <i>How is the impact of the addition on the heritage significance of the item to be minimised?</i> • <i>Can the additional area be located within an existing structure? If no, why not?</i> • <i>Will the additions tend to visually dominate the heritage item?</i> • <i>Are the additions sympathetic to the heritage item? In what way (eg form, proportions, design)?</i>	The defining element in the Racecourse Precinct Heritage Conservation Area is the Royal Randwick Racecourse (RRR). The primary significance of RRR is that it is Sydney's oldest and longest continually operating racecourse. The addition of new facilities as part of an overall strategy to ensure the financial sustainability of the racing function of the site enhances this significance. The impact of the new hotel on the heritage significance of the Racecourse Precinct Heritage Conservation Area is minimised by its location at the edge of the Spectator Precinct in the vicinity of the recently approved Grandstand. The refurbished and extended new Queen Elizabeth II Grandstand will be a landmark building in the locality. The new accommodation, convention and entertainment facilities that are part of the hotel development cannot be located within existing structures in the RRR site as these do not have the spatial or functional capacity required. Although the new addition will be a new landmark element at the Alison Road frontage of the RRR site, it will not visually dominate the Racecourse Precinct Heritage Conservation Area given the extensive size and largely open nature of the conservation area and the varied development within it. It is considered to be a sympathetic addition to the Racecourse Precinct Heritage Conservation Area as it incorporates an area of the Spectator Precinct that currently has very limited use into the functionality of the Spectator Precinct, and activates the space adjacent to the former Turnstile Building, enhancing opportunities to appreciate the significance and function of this building.
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New Development Adjacent to a Heritage Item (Hotel)	• <i>How is the impact of the new development on the heritage significance of the item or area to be minimised?</i> • <i>Why is the new development required to be adjacent to a heritage item?</i> • <i>How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?</i> • <i>How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?</i> • <i>Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?</i> • <i>Will the additions visually dominate the heritage item? How has this been minimised?</i>	The new development is adjacent to the Official / Members Stand, Centennial Park and the North Randwick Heritage Conservation Area. The impact of the new development is minimised by its set backs from these items and the design of its podium to retain views into the Racecourse from both Alison Road and Darley Road. The Official / Members Stand is an important historical component of the Spectator Precinct. The view analysis prepared as part of this application shows the new development is sited so it will not obstruct views to and from this item. The design of the new development does not mimic the characteristics of the earlier buildings in the precinct. It adds to the historic layering of the RRR site's built environment that is being continued in the twenty-first century. The Official / Members Stand will continue to be a visually distinctive element of the RRR. The primary view from the Official / Members stand is to the racetrack. This view will not be adversely affected by the proposed development. The NSW State Heritage Register Statement of Significance for the Centennial Parklands summarises the values of its cultural significance and notes these are largely related to its space, scale, beauty and grandeur. The <i>Draft CMP</i> Statement of Significance for Royal Randwick Racecourse notes its built environment is set within a cultural landscape of formal gardens, lawns and cultural planting that visually connect the racecourse to the extensive parklands at Centennial Park. Although the proposed development will be visible from the outer edge of the Centennial Parklands it will have no unacceptable adverse impact on its visual connection with the wider racecourse site, or its established heritage significance. The North Randwick Heritage Conservation Area is of significance for its consistent Federation streetscapes and its predominant outlook to Centennial Park. The proposed development at RRR, adjacent to this conservation area, will have no adverse impact on the established significance. It is separated from the conservation area by the width of Alison Road and will not visually dominate individual or collective elements the conservation area.
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New Development Adjacent to a Heritage Item (Trackside Bar)	• <i>How is the impact of the new development on the heritage significance of the item or area to be minimised?</i> • <i>Why is the new development required to be adjacent to a heritage item?</i> • <i>How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?</i> • <i>How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?</i> • <i>Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?</i> • <i>Will the additions visually dominate the heritage item? How has this been minimised?</i>	The new development is immediately adjacent to the Official / Members Stand. The new bar facilities are required to be adjacent to the Official / Members Stand to continue the active use of this area, reinforcing its on-going use in conjunction with the newly refurbished areas of the Spectator Precinct. The immediate curtilage of the Official / Members Stand includes the highly active Spectator Precinct. The Official / Members Stand is an important historical component of this precinct viewed from within the precinct and the wider racecourse site. The impact of the new development is minimised by its design as a free standing, comparatively small, and highly transparent structure. As such, it will not obscure or distract views to, or from, the Official / Members Stand. The design of the new development does not mimic the characteristics of the adjacent heritage building. Nor does it visually dominate the Official / Members Stand. The new facility adds to the historic layering of the RRR site's built environment that is being continued in the twenty-first century.
Tree Removal or Replacement	• <i>Does the tree contribute to the heritage significance of the item or landscape?</i> • <i>Why is the tree being removed?</i> • <i>Has the advice of a tree surgeon or horticultural specialist been obtained?</i> • <i>Is the tree being replaced? Why? With the same or a different species?</i>	It is proposed to remove tree L45 and tree L43 to enable the construction of the proposed hotel. The <i>Draft CMP</i> notes that the Port Jackson Fig to be removed, L45, makes an exceptional contribution to the site and has historic and aesthetic values. The project Arboricultural and Horticultural Consultants, TLC Tree Solutions, have considered the relocation of this tree and are of the opinion that in the longer term these values can best be retained with a replacement tree. As the <i>Draft CMP</i> notes the Silky Oak, L43, is a relatively recent planting and that it makes little contribution to the site its removal is considered acceptable, from a heritage perspective.

7.4 Randwick Local Environmental Plan 1998

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

43 Protection of heritage items, heritage conservation areas and relics

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

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

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

- (a) the pitch and form of the roof, if any, and*
 - (b) the style, size, proportion and position of the openings for windows or doors, if any, and*
 - (c) the colour, texture, style, size and type of finish of the materials to be used on the exterior of the building.*
- (3) The Council may grant consent to a development application required by this clause only after it has considered a report that assesses the impact of the proposal on the heritage significance of the heritage item and its setting, or of the heritage conservation area.*

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

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

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

The analysis in this report is provided to assist the consent authority in its consideration of this application. It addresses the relevant policies of the *Draft Royal Randwick Racecourse Conservation Management Plan*, prepared by Godden Mackay Logan in 2006.

7.5 Randwick Draft Local Environmental Plan 2012

The *Draft Randwick LEP 2012* is based on the NSW Standard Instrument LEP. It has the following clauses relating to heritage that are applicable to the Heritage Assessment of the proposed development:

5.10 Heritage conservation

(1) Objectives

The objectives of this clause are as follows:

- (a) to conserve the environmental heritage of Randwick,*
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,*
- (c) to conserve archaeological sites,*
- (d) to conserve Aboriginal objects and Aboriginal places of heritage significance.*

(2) Requirement for consent

Development consent is required for any of the following:

- (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):*

- (i) a heritage item,
- (ii) an Aboriginal object,
- (iii) a building, work, relic or tree within a heritage conservation area
- (e) erecting a building on land:
- (i) on which a heritage item is located or that is within a heritage conservation area, or

(4) *Effect of proposed development on heritage significance*

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).

The analysis in this report concludes that the proposed development is consistent with the heritage objectives and provisions of this Draft LEP.

7.6 Royal Randwick Racecourse Development Control Plan

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

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

This *DCP* refers to the *Conservation Management Plan (CMP)* prepared for the site as a full document, whereas in reality it never progressed beyond the draft stage. The relevant *DCP* guidelines to be considered are listed below. Section 1 of this *DCP* contains its overall aims, Section 3.2 contains objectives for heritage conservation of the overall site and Section 4 contains specific objectives, planning and design principles and performance criteria for the Spectator Precinct.

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

Aims	The aims of this <i>DCP</i> are to provide planning and design objectives and performance criteria which will optimise: a. Royal Randwick Racecourse as a thoroughbred racing, training and spectator facility of highest quality, b. Royal Randwick Racecourse as an economic and tourism destination, c. the physical, recreational and environmental quality of the Racecourse, particularly the site's capacity and the spectator experience while respecting its heritage significance and landscape character, d. the role of the Racecourse within its metropolitan and Randwick City context and its compatibility with adjoining lands, and e. the Racecourse's role as an open space recreation facility.
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<i>Vision and framework for the desired future character for the site is to</i>	<i>develop a high quality Racecourse to assist the AJC's quest to re-establish a world class facility and to support the community of racing. The site's development will relate to the needs of the thoroughbred racing industry, the needs of AJC members, the financial resources of the AJC, and the strategic metropolitan location of the site within its Randwick City and parklands context.</i> <i>The Racecourse facilities will be expanded to optimise the site's role as a key recreational venue in Sydney. The design and character of the Racecourse will build on the site's major physical features, particularly its heritage significance and landscape features, and serve the needs of racegoers and other users of the site.</i>
<i>The planning and design framework for the site is based on</i>	<i>1. Providing for the growth of racing, training and spectator numbers and facilities, and diversifying non-race day facilities and events, especially for AJC members.</i> <i>2. Maintaining the site's landmark presence as a major gateway to Randwick City, providing high quality buildings, recreation activities, both cultural and natural landscapes, and public access.</i> <i>3. Conserving the significant built and landscape heritage components of the site.</i> <i>4. Establishing a concentration of significant spectator and entertainment facilities within the Spectator Precinct adjoining the track and transportation systems.</i> <i>5. Reinforcing the Racecourse's landmark presence on Alison Road with expanded spectator facilities, high quality buildings, improved access infrastructure on-site and improved landscaping reinforcing the green edge.</i> <i>6. Establishing a new internal road connecting Alison Road to Doncaster Avenue to link the core of the site to the public streets and public transport services, and to provide improved taxi and drop off arrangements.</i> <i>7. Integrating new buildings and landscaping with the built and landscape heritage components of the site.</i> <i>8. Addressing the site's important hydrological and ecological parameters.</i> <i>9. Establishing clear pedestrian, vehicular and service routes to and within the Racecourse that provide for separation, legibility, safety, security and high amenity.</i> <i>10. Establishing a transport regime that serves the Racecourse needs, particularly on race days and other major events, and relates to the site character and the local and regional transport systems and their capacities.</i> <i>11. Providing for future buildings based on their functional needs, the opportunities and constraints of the site, sustainability, high quality urban design and architecture, and user amenity.</i> <i>12. Establishing a "premier" training precinct adjacent to Wansey Road.</i> <i>13. Providing opportunities for greater access to and enjoyment of the site by the members, visitors and community, while recognising the use for thoroughbred racing and heritage conservation requirements.</i>
<i>Heritage Objectives</i>	<i>3.2 Heritage Conservation Objectives</i> <i>1. Conserve, manage and interpret the heritage significance of the Racecourse as a place of State heritage significance as set out below.</i> <i>"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".</i> <i>2. Manage built, landscape and archaeological components, historic views and spaces in accordance with their assessed significance.</i> <i>3. Ensure that new development respects, enhances and contributes to the heritage significance of the site and its setting.</i> <i>4. Ensure conservation requirements are maintained within the evolving operational activities and facilities of the Racecourse and with any proposed development.</i> <i>5. Proactively manage the cultural landscape of the Racecourse.</i> <i>6. Manage and respect the archaeological values of the site.</i> <i>7. Actively promote and interpret the heritage values of the site.</i>

4. Development Controls for the Spectator Precinct 4.1 Objectives	1. Provide a concentration of new and improved facilities for members, guests and the public which: • optimise the 'spectator experience' for race days and other major events, • enable AJC to improve its membership base and ongoing viability, and • promote recreational use on non-race days. 2. Upgrade the access and transport infrastructure on the site to improve the 'arrival experience', amenity, safety and Racecourse operations, especially on race days. 3. Conserve, manage and interpret the heritage significance of the precinct and its components
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The proposed new hotel will add to the range of tourism related facilities at Royal Randwick Racecourse. This development is to be sited in the Spectator Precinct, defined in the DCP, and identified as the preferred location for the concentration of entertainment facilities. It includes conservation of the former Turnstile Building, and will activate the area around this building. This is consistent with the established heritage significance of the site and the overall aims of the site specific *DCP*.

The proposed new Trackside Bar is a freestanding element that has been designed to respect the significance of the adjacent Official / Members Stand.

The *DCP* guidelines note that new development is to comply with the development concepts for the Precinct shown on Map 9, which is reproduced in Figure 7.1. The subject site is identified in this map as a future building location zone. It should be noted that the strategic planning for the Racecourse site has evolved since the preparation of this *DCP* in 2007 and elements shown on this map have been removed and others have been modified, since its preparation in 2007.

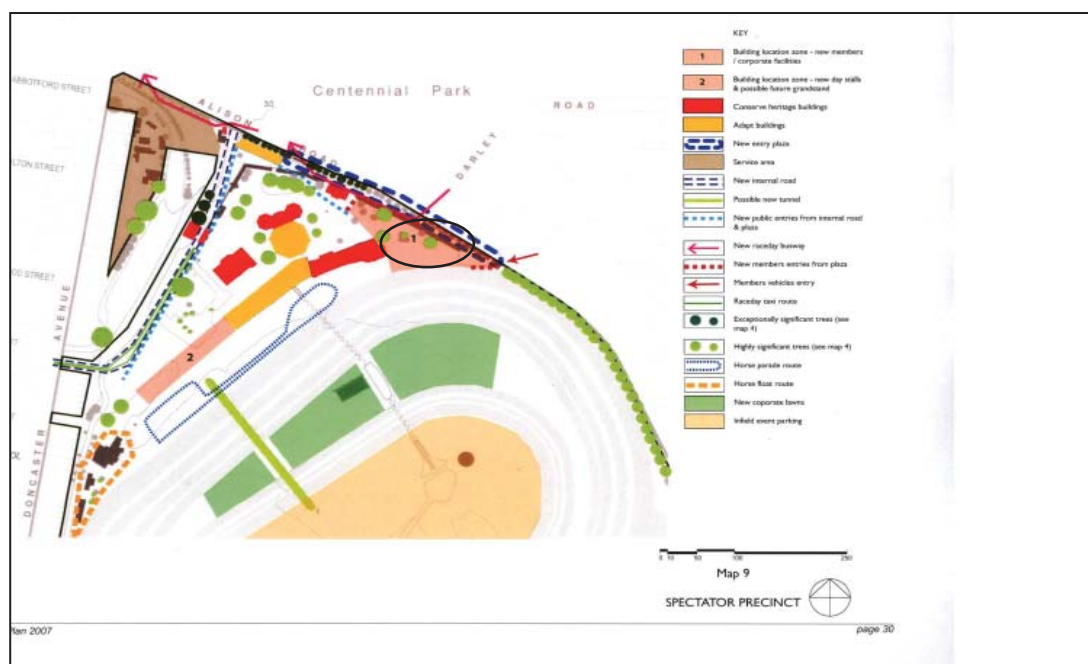


Figure 7.1
Map 9 of the Royal Randwick Racecourse DCP, showing the approximate location of the subject site circled in black

Source: Royal Randwick Racecourse DCP

The following table contains comments on the relevant heritage performance criteria specified in this *DCP*.

DCP Performance Criteria	Comment
3.2 Heritage Conservation <i>Performance Criteria</i> <i>a. Heritage components as identified on Maps 3 and 4 are to be conserved and managed in accordance with the policies in the Conservation Management Plan (CMP), any subsequent Specific Elements Conservation Policies and heritage impact statements, based on their assessed tolerance for change. (See also Section 4.3 in relation to certain heritage components within the Spectator Precinct.)</i>	The following sub section of this report provides a detailed analysis of the proposed development against the relevant policies of the <i>Draft CMP</i> and <i>Draft SECP</i> applicable to the subject site.
<i>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.</i>	The design principles contained in Policy 73 of the <i>Draft CMP</i> have been considered in the preparation of the proposed development, along with the other relevant policies and statutory requirements.
<i>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.</i>	An update to the 2006 Godden Mackay Logan Interpretation Plan, <i>Royal Randwick Racecourse - Interpretation Plan - Phase 1: Strategic Overview - Draft Report</i>, for the Royal Randwick site was prepared as part of Major Project MP10_0097 for the redevelopment of the Spectator Precinct. This is to be implemented as part of the approved development for MP10_0097.
<i>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</i>	The analysis in this report concludes that the proposed development will have an acceptable impact on the built and landscape heritage components within the site. The impact on archaeological heritage is addressed in a separate report.
4. Development Controls for the Spectator Precinct 4.2 Planning and Design Principles <i>Heritage</i> <i>Conserve, manage and interpret the buildings and landscape components identified as 'Exceptional' or 'High' significance in line with their significance and conservation policies outlined in the Conservation Management Plan. Achieve benchmark conservation management of a State heritage significant site, while balancing the need for improved transport access, a new entry plaza and new member facilities, through a comprehensive planning process involving heritage impact assessment and contextual design principles. Optimise heritage and good architectural design outcomes with reference to the Conservation Management Plan and any subsequent Specific Elements Conservation Policies, as well as best practice such as Design in Context.</i>	As noted above, a detailed analysis of the proposed development against the relevant policies of the <i>Draft CMP</i> and <i>Draft SECP</i>, is provided in the following sub section of this report.

4.3 Performance Criteria <i>In addition to the performance criteria contained in the general sections of this DCP, new development is to comply with the development concepts for the Precinct shown on Map 9. The concept includes the following elements and qualities.</i> <i>b. To achieve the new infrastructure, crowd management, landscaping and building works, the following components of heritage significance to the Racecourse may need to be adapted (in whole or in part), reconstructed or removed and interpreted (in whole or in part):</i> • the Alison Road boundary wall, turnstiles and gateways • the Swab Building • the day stalls, and • various trees and landscape components.	The proposed development is consistent with the development concepts shown on Map 9 which identifies the subject site as a future building site. The replacement of tree L45, removal of tree L43 and minor modification to the former Turnstile Building is consistent with that envisaged at point (b) of this criteria.
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7.7 Draft Royal Randwick Racecourse Conservation Management Plan

The *Draft CMP* contains seventy five policies for the care and management at the Racecourse site. Those considered applicable to the proposed development are addressed below.

Draft CMP Policy	Comment
<i>Policy 6 - Significance Guides Planning</i> <i>The Statement of Significance and assessments of the significance of individual site components set out in this CMP should guide planning for, and carrying out of, work on the Royal Randwick Racecourse site.</i> (The CMP notes that the significance of each component is found in a range of attributes including form, fabric, function and location and that the conservation of individual components is based on managing these attributes.)	The <i>Draft CMP</i> has been used to guide the planning for the proposed development.
<i>Policy 7 - Minimising Impacts of Adverse Change</i> <i>Any adverse impacts related to proposed change/development on the heritage significance of the Royal Randwick Racecourse site as a whole or on any of its significant individual components, should be minimised by:</i> - exercising caution and reviewing the necessity and/or role of any decision with potentially detrimental heritage impacts; - examining options and their relative impacts to determine the outcome with least detrimental effects; and - ensuring, where possible, that changes are reversible and/or have minimal impacts on the significance of the racecourse site or any of its significant individual components.	Heritage impacts have been considered as the design of this proposal was developed. The potential for adverse impacts have been minimised by the replacement of tree L45, and by an increase in the setback from the former Turnstile Building to that which was originally proposed.

<i>Policy 8 Removal or Damage to Significant Aspects</i> Removal or works which would adversely impact on significant individual components or other aspects of significance of the Royal Randwick Racecourse site should only be permitted where: - the work makes possible the recovery aspects of greater significance - the work helps ensure the security and viability of the racecourse site - there is no feasible alternate - significant component or other aspect of significance is adequately recorded and, where appropriate, interpreted; and - full assessment of alternative options has been undertaken to minimise adverse impacts/	The removal of Tree L45, identified as a landscape element of Exceptional significance, is considered to be consistent with the requirements of this policy for the following reasons: - it facilitates the construction of the new hotel which is being undertaken as part of an overall strategy to ensure the financial sustainability of the racing function of the site - it is to be replaced with a mature specimen of the same species - the project arborist has made an assessment of other options, including relocation of this tree, and advised that this is the preferred option in consideration of the overall site landscaping objectives
<i>Policy 9 - Heritage Impact Assessment</i> Specific Applications involving change at the Royal Randwick Racecourse site and to individual significant component will require impact assessment. A Heritage Impact Statement will need to set out the options examined and how the proposal(s) comply with the policies covered in this CMP and any relevant Specific Element Conservation Policies.	The analysis in this report addresses the requirements of this policy.
<i>Policy 10 - Coordinated Planning</i> Proposed changes to use or fabric and/or development of any part of the Royal Randwick Racecourse site should always be considered as part of a co-ordinated and documented plan for the whole site.	The proposed development is part of the co-ordinated strategic planning the ATC has prepared for the overall racecourse site.
<i>Policy 18 - Specific Elements Conservation Policies</i> Detailed conservation policies should be prepared for individual components assessed as being of Exceptional or High significance in accordance with the recommendations and framework set out in Section 8.0 (Implementation).	In addition to the <i>Draft CMP</i> a <i>Spectator Precinct Royal Randwick Racecourse Specific Element Conservation Policy Draft Report (Draft SECP)</i> was prepared for the AJC in December 2007 by Godden Mackay Logan. The relevant policies of <i>Draft SECP</i> are addressed in the following sub-section of this report.
<i>Policy 21 - Interpretation Through Conservation Works</i> Preservation, restoration and reconstruction of significant individual components are the preferred methods of meaningfully interpreting important attributes and associations of the Royal Randwick Racecourse site. Where adaptation is part of the conservation work, measures should be incorporated to show the location, character and/or role of removed or altered components where appropriate.	The former Turnstile Building is to be conserved as part of the proposed development. The openings of the former pedestrian entry ways, that are currently bricked in, are to be partially reinstated allowing interpretation of their function.
<i>Policy 22 - Interpretation as Part of New Development</i> Appropriate measures to interpret the history and significance of the Royal Randwick Racecourse site as a whole should be incorporated into any future development proposals for the site.	The proposed partial reinstatement and interpretation of the entrances and windows of the former Turnstile Building is consistent with this policy.
<i>Policy 24 -Site Recording for Archival Purposes</i> Prior to any intervention, opening up, or other works on the Royal Randwick Racecourse site, the existing site layout and key components should be appropriately recorded. Once completed, copies of the records should be lodged with the Randwick City Council Library and the Mitchell Library. A copy should also be submitted to the Heritage Office, Department of Planning should the site be listed on the State Heritage Register.	An archival recording of the key components, and layout, of the Spectator Precinct was prepared as a condition of consent for Major Project MP10_0097. Given the nature of the existing development of the subject it is not considered necessary to require an archival recording for this application.

<i>Policy 30 - Alternative Uses</i> <i>The Royal Randwick racecourse site may be used for purposes other than horse racing, provided that the use is compatible with the conservation of its significant individual components and their significant functional relationships and with the site's relationship to its surrounding context, in particular Centennial Park.</i>	The proposed development is consistent with this policy.
<i>Policy 31 - Maintaining Legibility of Site Configuration</i> <i>The functional importance of the layout of the Royal Randwick Racecourse site should be conserved by:</i> - maintaining/interpreting the significant visual and physical links and sense of enclosure within the Saddling Paddock Area, between the Race Day Stalls, the Betting Areas and the grandstands; - maintaining the significant functional relationships between the Tramway Turnstile Building and the Saddling Paddock Area - maintaining the on-going training function of the site; - conserving the significant individual components; and - investigating, recording and interpreting where appropriate the archaeological evidence of the original/earlier site development.	Both the functional and visual relationships within the Spectator Precinct have been subject to considerable change since this <i>Draft CMP</i> was prepared. The proposed development provides a complementary new facility that is compatible with the functions and significance of the Royal Randwick Racecourse. It will not have an adverse impact on any existing functional and visual relationships within the Spectator Precinct, or the wider site.
<i>Policy 34 - Conservation of Building and Other Structures in Accordance with the CMP</i> <i>Significant buildings and other structures on the Royal Randwick Racecourse site should be conserved in accordance with the policies of this CMP</i>	The former Turnstile Building, within the subject site, is to be conserved in accordance with the policies of this <i>Draft CMP</i>.
<i>Policy 36 - Authenticity</i> <i>Conservation works (including reconstruction and adaptation works) should ensure that the authenticity of early elements and fabric which are being retained is respected and maintained, and that alterations or new work are appropriately identified and interpreted.</i>	The proposed conservation works to the former Turnstile Building include the replacement of missing doors to the former ticket booths. These are to be discernible as new elements, thus retaining the authenticity of the original structure.
<i>Policy 39 - Alison Road Boundary Wall, Entries and Gates</i> <i>The Alison Road boundary wall should be maintained on its existing location to mark the functional enclosure of the administrative and race day areas. Opportunities to utilise existing and former entrances should be maximised.</i>	As noted previously, the Alison Road entry wall was replaced as part of the 2008 upgrade works to the Entry Plaza / Busway.
<i>Policy 45 - Management of Change</i> <i>Any new plantings/gardens should be designed in keeping with existing significant landscapes and landscape components, with design and materials consistent with, or at least not in conflict with, that particular part of the place.</i> <i>Care should be taken to ensure that sites are left in good condition after construction works. Waste material such as excess cement and other rubbish be removed by contractors.</i> <i>Any new masonry work should be constructed in accordance with relevant industry standards, and should be fabricated and installed by stonemasons or other tradespersons with proven experience in working in places of heritage significance.</i>	The proposed new landscaping has been designed to complement the approved landscaping works that are to be implemented in the Spectator Precinct. It will be a requirement of the tender for this project that the site is left in good condition by the contractors. It is a standard condition for any project that work be carried out in accordance with the Building Code of Australia (BCA) standards.
<i>Policy 51 - Conservation of Significant Landscape Components</i> <i>Significant landscape components should be conserved in accordance with their level of significance/contribution</i>	The Port Jackson Fig tree, identified as item L45, assessed as being of Exceptional significance to the landscaping of RRR is to be replaced as part of the proposed development. The removal of this tree is not consistent with this policy. However, the adverse impact is to be mitigated by its replacement with a mature specimen of the same species.

<i>Policy 59 - Conservation of Historic Views</i> 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.	The view analysis imagery prepared as part of this application shows significant historic views to be adequately conserved.
Policy 73 contains a number of design principles for development of the RRR site. Those considered relevant to the proposed development are included below. <i>Policy 73 - Design Principles</i> 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: • Change to significant buildings and structures, such as the alteration of their external form, appearance and detail, should be minimised except where it involves removal of intrusive components. • The significant physical, functional and visual relationships between groups or complexes of heritage landscapes and buildings should be retained. • New buildings should support and enhance the heritage significance of the Royal Randwick Racecourse site. • New buildings should not dominate the existing, significant character and historic layering of the racecourse and the evidence of significant functional relationships, associations and non-tangible values of the racecourse. • Alterations and additions to existing heritage buildings and the erection of new buildings and structures should retain an appropriate curtilage or setting for the existing building and/or surrounding heritage buildings and landscape components. • New development should satisfy standard 'infill principles', ie it should be appropriate within its context in terms of siting, setbacks and orientation, scale, form and character, materials, detail and colour. • New development should be of a character that complements, and does not compete visually with or mimic the characteristics of significant buildings or use inappropriate period styles.	The proposed changes to the former Turnstile Building is limited to the replacement of the intrusive brick infills to the former pedestrian entry ways and windows. The proposed development does not interrupt any significant functional and visual relationships between built elements of the site. The Heritage Inventory of the <i>Draft CMP</i> notes the Port Jackson Fig, L45, is part of a group of three specimens. The replacement for this tree will retain the aesthetic imagery of group planting, thus mitigating the adverse impact of its removal. The proposed new hotel is part of a strategy to implement a diverse range of facilities to ensure the financial sustainability of the racing function of the site. As such, it supports and enhances the significance of the RRR site. Although the new addition will be a new landmark element at the Alison Road frontage of the RRR site, it will not dominate the existing significant values of the racecourse which are primarily those of the race track and its continuing function. The proposed setbacks from the existing structures of the Official / Members Stand and the former Turnstile Building retain an appropriate setting for these structures. The proposed infill development is consistent with the character and scale of the layer of twenty-first century development at RRR. The design of the new development is clearly contemporary and does not mimic the characteristics of the earlier buildings in the precinct.

7.8 Spectator Precinct Specific Element Conservation Policy Draft Report

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

<i>Policy 9 - Setting and Landscaping</i> 9.2 <i>The important visual and spatial relationships of the Spectator Precinct with other elements within the racecourse site (such as the winning post, racetrack alignment</i> 9.3 <i>Significant plantings within the Spectator Precinct should be conserved.</i>	The proposed development does not affect the existing visual and spatial relationships of the Spectator Precinct and the other elements within the racecourse site. The identified significant plantings within the subject site are the Port Jackson Fig trees identified L 41, L42 and L45. As discussed above the replacement of L45 mitigates the impact of its removal. Trees L41 and L42 that are to be retained should be adequately protected during the construction works.
<i>Policy 10 - Conservation of Significance</i> 10.3 <i>the insertion of new structures and functions within the Spectator Precinct should be minimised to avoid obscuring the legibility of the site configuration and significant functional and visual relationships. Where new structures and functions are essential to maintain the ongoing historical function of the racecourse site as a whole, their design and placement should be selected to minimise any adverse heritage impacts on significant elements.</i>	The impacts of the proposed development have been minimised by its siting at the outer edge of the Spectator Precinct and its setbacks from existing structures.
<i>Policy 12 - Conservation of Significant Historical Views</i> 12.1 <i>same as Draft CMP Policy 59</i> 12.2 <i>Significant historical views within the Spectator Precinct should be conserved as much as possible, particularly:</i> • <i>views from the Alison Road entry (Gate 1) down Oaks Drive;</i> • <i>views from the public entry on Oaks Drive to the Saddling Paddock and stands beyond</i> • <i>views to and from the Tea House and the Tramway Turnstile Building Complex, across the Rose Garden Lawn;</i> • <i>views to and from the St Leger lawn and the Tramway Turnstile Building Complex, across the Fig Tree Lawn</i> • <i>views to and from the Official Stand across the Saddling Paddock area; and</i> • <i>views from the Stands and adjacent lawn areas to the track and winning post</i> <i>The exact delineation of significant historical views would require detailed analysis and documentation prior to the design of any future works that may impact upon these views.</i>	The only view on this list applicable to the proposed development is that from the Stands and adjacent lawn areas to the track and winning post. As shown in the view analysis that accompanies this application, these views will not be interrupted by the proposed development.

12.3 Former significant historical views should be reinstated where possible or interpreted as part of the Interpretation Plan for the racecourse site. The former significant historical views related to the Spectator Precinct are: • within and from the former Tramway/Busway area towards the Saddling Paddock and St Leger Reserve; • from the Officials Stand to the Tea House and from the back of the Paddock Stand to the Members' Area, now obscured by the Movators; and • from the stands to the former Totalisator building, now obscured by the Randwick (Betting) Pavilion. The delineation of former historical views would require detailed analysis and documentation prior to the design of any future works that may impact upon these views.	None of these former views include the subject site.
Policy 14 - Future Uses and Development 14.1 Proposed changes to the use or fabric and/or development of any part of the place should be evaluated in terms of the functional/operational imperatives for the proposal and as part of a co-ordinated and documented plan for conserving the racecourse site as a whole.	As noted previously, the proposed new hotel is part of a strategy to implement a diverse range of facilities to ensure the financial sustainability of the racing function of the site. Thus, it is considered to be part of a strategy for conserving the racecourse site as a whole.
14.2 New development and changes within the precinct should not: • adversely impact on the heritage significance of individual components and spaces which have been identified as being of Exceptional, High or Moderate heritage significance; • adversely impact on the historical functional and visual relationships within the precinct and its connections to the racecourse site as a whole; • compromise its physical and visual setting; • damage the integrity of its original design and significant fabric; or obscure an understanding of its historical function	The following elements of the subject site have been identified as being of Exceptional or High significance: • L41 Port Jackson Fig (Exceptional) • L42 Port Jackson Fig (Exceptional) • L45 Port Jackson Fig (Exceptional) • former Turnstile Building (High) L41 and L42 are to be retained in situ, L45 is to be replaced, and the former Turnstile Building is to be retained and conserved. As noted previously, the proposed development will not adversely impact on the historical functional and visual relationships within the Spectator Precinct, compromise its physical or visual setting, or obscure understanding of its historical function. Neither will it damage the integrity of the original design and significant fabric. As such, the proposed development is considered to be consistent with this policy.

<i>14.4 Proposals for new uses and development should be evaluated on the basis of the 'tolerance for change' table set out in Section 5.6 of the CMP</i>	The <i>Draft CMP</i> assigns a level of tolerance to change for the key attributes of form, fabric, function and / or location of the significant elements of the RRR site as follows: 1 - Low tolerance 2 - Some tolerance 3 - Moderately changeable 4 - Reasonably changeable 5 - Substantial change possible Element 3 Gates 6 and 7 (former Turnstile Building and Entry) is graded as an element of High significance within the site with the following tolerance to change gradings: Form 2, Fabric 2, Function 2, Location 1. This application which proposes to retain the building in situ, undertake minor changes to non-original fabric and required conservation works is consistent with these gradings and therefore the requirements of this policy. Element 17 Temporary Marquee is graded as an element of Little significance within the site with the following tolerance to change gradings: Form 5, Fabric 5, Function 3, Location 4. The removal of this element, proposed in this application, is consistent with these gradings and therefore the requirements of this policy.
<i>14.5 Measures to appropriately interpret the heritage significance of the precinct should be incorporated into any conservation and development proposal for the place.</i>	The former Turnstile Building is to be conserved as part of the proposed development. The openings of the former pedestrian entry ways, that are currently bricked in, are to be partially reinstated allowing interpretation of their function.
<i>Policy 15 - Authenticity</i> <i>15.1 Changes to the fabric and/or development of any part of the precinct should ensure that the authenticity of significant elements and fabric that are being retained is respected and maintained.</i> <i>15.3 Measures to appropriately interpret and to distinguish between new and existing elements, should be incorporated. In some situations, new elements and fabric may be clearly distinguished as new and/or be of modern design, but more subtle differentiation should be used where this is appropriate to avoid adverse impacts on significant components.</i>	The proposed conservation works to the former Turnstile Building include the replacement of missing doors to the former ticket booths. These are to be discernible as new elements, thus retaining the authenticity of the original structure.

7.9 Summary of Heritage Impacts

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

- the construction of permanent racecourse infrastructure following the 1863 grant of the land for the purposes of public recreation
- site upgrading following the gazetting of the 1873 *AJC Act* which provided a 21 year lease and the authority to change admission fees
- enhancement of the site facilities between 1910 and 1920 following upgrading of the tram transport link facilitating increased spectator attendance
- site upgrading following the 1947 government payment of compensation for the military occupation of the site and the 1960 signing of a 50 year lease
- planning for the staged upgrading of the site facilities following the 2008 lease renewal for 99 years, with the first stage implemented ahead of the site's use for the 2008 World Youth Day culmination event
- major redevelopment of the Spectator facilities currently under construction, funded by the NSW State Government as part of a package of reforms to the New South Wales racing industry that included a merger between the Australian Jockey Club and the Sydney Turf Club, to form the Australian Turf Club.

The following structures are to be demolished as part of this proposal:

- Alison Road boundary fence to the subject site
- Toilet block adjacent to the Alison Road entrance
- Oaks Marquee
- Two Stewards towers

As none of these structures is identified as a significant element of the Royal Randwick Racecourse in the *DCP* or *Draft CMP* it is considered that there will be no adverse impact on the established heritage significance of the Royal Randwick Racecourse as a result of their removal.

The proposed new eight storey hotel will be a new landmark element at the Alison Road frontage of the Royal Randwick Racecourse site. It will not visually dominate the Racecourse Precinct Heritage Conservation Area given the extensive size and largely open nature of the conservation area and the varied development within it.

The impact of this new addition on the heritage significance of the Racecourse Precinct Heritage Conservation Area is minimised by its location at the edge of the Spectator Precinct, its setbacks from the heritage items in its vicinity and its contemporary design. It adds to the historic layering of the Royal Randwick Racecourse site's built environment that is being continued in the twenty-first century.

The view analysis prepared as part of this application shows new development has been sited and designed so it will not obstruct views to and from the adjacent Official / Members Stand, or important historic views within and to the racecourse.

The proposed development is considered to be a sympathetic addition to the Racecourse Precinct Heritage Conservation Area as it incorporates an area of the Spectator Precinct that currently has very limited use into the functionality of the Spectator Precinct, and activates the space adjacent to the former Turnstile Building, enhancing opportunities to appreciate the significance and function of this building.

The proposed conservation and interpretation of the former Turnstile Building is considered to be a positive heritage outcome for this part of the Royal Randwick Racecourse site.

The identified significant plantings within the subject site are the Port Jackson Fig trees identified in the *Draft CMP* as L41, L42 and L45. The proposed replacement of L45 is supported by the project Arboricultural and Horticultural Consultants, TLC Tree Solutions, and is considered acceptable from a heritage perspective. The Port Jackson Fig trees, L41 and L42, should be adequately protected during the construction works, to mitigate any potential impacts.

The proposed development provides complementary new facilities that are compatible with the functions and significance of the Royal Randwick Racecourse. It will not have an adverse impact on any existing functional and visual relationships within the Spectator Precinct, or the wider site.

The proposed new hotel is part of a strategy to implement a diverse range of facilities to ensure the financial sustainability of the racing function of the site. As such, it supports and enhances the significance of the Royal Randwick Racecourse site.

The primary heritage significance of the Royal Randwick Racecourse site is its continued use as a racecourse since the first regular meetings were held in 1863. The proposed new facilities are part of an overall strategy to ensure the financial sustainability of the racing function of the site and as such enhance this significance.

The proposed development is in the vicinity of Centennial Park, a heritage item of state significance, and the North Randwick Heritage Conservation Area, a heritage item of local significance. The width of Alison Road provides a physical and visual buffer between these items and the proposed development. Although the proposed hotel will be visible from the outer edge of these heritage places it will have no adverse impact on their visual connection with the wider racecourse site, or their established heritage significance.

7.10 Mitigation Measures

The impacts of this development can be mitigated by the following measures:

- Replacement of tree L45 with a mature specimen of the same species.
- Protection of trees L41 and L42 during the construction works.
- Preparation of a Schedule of Conservation Works for the former Turnstile Building to guide the proposed works to this building.

Conclusions and Recommendations

8.0

8.1 Conclusions

- The subject site is part of the Spectator Precinct of Royal Randwick Racecourse
- It is part of the Racecourse Precinct Heritage Conservation Area which is shown on the *Randwick LEP 1998* Heritage Map and the *Draft Randwick LEP 2012* Heritage Maps.
- It is adjacent to the Official Stand, listed as an item of local heritage significance in the *Randwick LEP 1998* and *Draft Randwick LEP 2012*, and in the vicinity of Centennial Park, a heritage item of state significance, and the North Randwick Heritage Conservation Area, a heritage item of local significance.
- The primary heritage significance of Royal Randwick Racecourse is its continued use as a racecourse since the first regular meetings were held in 1863. The cultural landscape of the site has evolved continuously since the AJC's initial involvement with the site in 1860s.
- The proposed new hotel is part of a strategy to implement a diverse range of facilities to ensure the financial sustainability of the racing function of the site. As such, it supports and enhances the significance of the Royal Randwick Racecourse site.
- The simple form and contemporary design of the new outdoor bar structure is considered to be a sympathetic addition to the Racecourse Precinct Heritage Conservation Area.
- The proposed development provides complementary new facilities that are compatible with the functions and significance of the Royal Randwick Racecourse. It will not have an adverse impact on any existing functional and visual relationships within the Spectator Precinct, or the wider site.
- The proposed development is consistent with the requirements and guidelines of the *Randwick LEP 1998*, the *Draft Randwick LEP 2012*, the *Royal Randwick Racecourse DCP*, the *Draft Royal Randwick Racecourse Conservation Management Plan 2006* and the *Spectator Precinct Royal Randwick Racecourse Specific Element Conservation Policy Draft Report*.

8.2 Recommendations

- The Port Jackson Fig trees, L41 and L42, should be adequately protected during the construction works, to mitigate any potential impacts.
- A Schedule of Conservation Works for the former Turnstile Building should be prepared, by an experienced Heritage Consultant, to guide the proposed works to this building.
- Graham Brooks and Associates recommends this proposal for approval.

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9.0

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