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# **HERITAGE IMPACT STATEMENT**

Royal Randwick Night Racing  
SSD-8706

Prepared for

**AUSTRALIAN TURF CLUB**

31 March 2021

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Project Code	SH1027		
Report Number	01	25.03.2021	Issue 1
	02	26.03.2021	Final issue
	03	31.03.2021	Update Final

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# EXECUTIVE SUMMARY

Urbis has been engaged by Australian Turf Club to prepare the following Heritage Impact Statement in relation to proposed works at Royal Randwick.

The whole of the subject property is located within, and forms the majority of, the *C13 Racecourse Heritage Conservation Area* under Schedule 5 of the *Randwick Local Environmental Plan 2012 (RLEP2012)*. The conservation area includes the adjoining strip of residential dwellings along Doncaster Avenue, which adjoin Royal Randwick's western boundary. Within Royal Randwick, the Member's Stand is individually listed as a local heritage item under Schedule 5 of the *RLEP2012*, as Item 249, '*Members' Stand/Official Stand, Royal Randwick*'. This is the only individual heritage item listed within the Royal Randwick precinct.

Additional individual heritage items are located along Doncaster Avenue, comprising residential dwellings, and to the north, being the whole of Centennial Park. These heritage items are located outside of the subject property boundary, however those heritage listed dwellings along the eastern alignment of Doncaster Avenue are located within the overall C13 Racecourse Heritage Conservation Area. None of these vicinity heritage items have a critical interface with the subject proposal.

The proposal seeks consent for the use of the site for night racing events. The key elements of the proposal are summarised as:

- Consent for up to 16 night racing events per annum (concentrated between October and April).
- Installation of new trackside lighting to facilitate televised broadcasting.
- Upgrade of existing Spectator Precinct lighting for patron safety.
- Permanent Diesel Generators for electricity generation for trackside lighting.
- Staging of physical works.

Further information regarding the proposal is included in Section 5 of this report. Reference should be made to the supporting documentation within this EIS for further detail regarding the proposed works.

This Heritage Impact Statement has been undertaken to assess the potential impact of the proposed works on the heritage significance of the conservation area and the proximate items, and to satisfy the Secretary's Environmental Assessment Requirements (SEARs) for the project. A detailed impact assessment is included at Section 5.2.

The proposed works as detailed herein have been assessed to be appropriate within the context and setting of Royal Randwick, as they will have no physical or detrimental impact on the significant built, landscape or view components of the site for the following reasons:

- There are no proposed physical works to any of the significant built elements across the site. The only identified impact on these elements will be a change to the existing views to and from the buildings as a result of the installation of new lighting columns within the Race Track and Spectator Precinct.
- This change is minor in the context of other contemporary infrastructure and buildings which have been constructed in proximity to these significant buildings, in particular in proximity to the Member's Stand. The proposed lighting columns will complement the existing racecourse infrastructure, and will improve the amenity of the patrons from the Spectator Precinct when participating in night racing events.
- The proposed lighting columns will be visible from the existing buildings on the site within the Spectator Precinct, and from the Member's Stand (being the only individual heritage item within Royal Randwick). The lighting columns directed south-east to light the Race Track and Spectator Precinct will be located behind the Member's Stand (to the north-west) so as to prevent interruption to significant sight lines and the connection between the public viewing platforms and the race tracks themselves.
- The proposed lighting columns will clearly read as a contemporary insertion into the racecourse landscape, and will not confuse the understanding of the history or significance of the racecourse. The columns will be effectively reversible, and any future proposal to remove them will not result in any adverse impacts on the existing significant buildings, landscape or view components of the site.
- The proposed lighting columns will be partially visible from the southern picnic area portion of Centennial Park. However, the columns will be a minor addition to the existing view of buildings and infrastructure at

Royal Randwick that is already partially visible. The proposed new columns will not be visible from the majority and northern portions of the Centennial Park site.

- The proposed lighting columns may be partially visible from the rear gardens of the adjoining heritage items on Doncaster Avenue. However, these views are only secondary views from the heritage items from the rear of the properties and will not impact upon the individual item's significance. The proposed new columns will not impact on views towards proximate heritage items.
- The new electricity generators will support the new development and facilitate the ongoing recreational and racing functions of the site. They will not result in any adverse physical or visual impacts and are reversible if needed in the future should the additional lighting become obsolete. The new generators are acceptable from a heritage perspective. While the generators will be visible within the infield, it is recommended as part of this HIS that appropriate screening is provided to reduce the visual impact of these elements. We recommend that a timber or perforated metal enclosure or fence be erected to contain these elements.
- The proposed works will not obscure or detract from the ability to read Royal Randwick as a large-scale and significant racecourse site, and the proposed works will not impact on the ability to interpret the history and use of the site.
- The proposed works are complementary to the historic use of the site and are acceptable interventions to facilitate this ongoing use. The new lighting poles form part of expected infrastructure required to support ongoing racing activities for a world class facility such as Royal Randwick. The continued successful operation of racing activities on the site is the best means of conservation of the heritage values of the place.

Overall, the works will facilitate the increased amenity and safety of the site in the context of future night racing events, and are necessary to Royal Randwick meeting its objectives to provide a thoroughbred racing, training and spectator facility of highest quality for its patrons, and to facilitate the precinct's future as an economic and tourism destination. The proposed works contribute to the safeguarding of the continued use of Royal Randwick for racing events, and as such will conserve the intangible significance of the site. The proposed works are considered to be appropriate and complementary to the character of the Randwick Heritage Conservation Area, and to have no adverse heritage impact on the proximate heritage items.

The proposed works are supported from a heritage perspective and are recommended for approval subject to the following recommendations:

- The proposed generators will be visible within the infield, it is recommended as part of this HIS that appropriate screening is provided to reduce the visual impact of these elements. We recommend that a timber or perforated metal enclosure or fence be erected to contain these elements. Additional vegetation would assist in reducing the visual prominence of these elements and maintaining the landscaped nature and character of the place.



# 1. INTRODUCTION

## 1.1. BACKGROUND

Urbis has been engaged by Australian Turf Club to prepare the following Heritage Impact Statement in relation to proposed works at Royal Randwick.

The whole of the subject property is located within, and forms the majority of, the *C13 Racecourse Heritage Conservation Area* under Schedule 5 of the *Randwick Local Environmental Plan 2012 (RLEP2012)*. The conservation area includes the adjoining strip of residential dwellings along Doncaster Avenue, which adjoin Royal Randwick's western boundary. Within Royal Randwick, the Member's Stand is individually listed as a local heritage item under Schedule 5 of the *RLEP2012*, as Item 249, '*Members' Stand/Official Stand, Royal Randwick*'. This is the only individual heritage item listed within the Royal Randwick precinct.

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The proposal seeks consent for the use of the site for night racing events. The key elements of the proposal are summarised as:

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- Staging of physical works.

Further information regarding the proposal is included in Section 5 of this report. Reference should be made to the supporting documentation within this EIS for further detail regarding the proposed works.

This Heritage Impact Statement has been undertaken to assess the potential impact of the proposed works on the heritage significance of the conservation area and the proximate items, and to satisfy the Secretary's Environmental Assessment Requirements (SEARs) for the project. A detailed impact assessment is included at Section 5.2.

## 1.2. METHODOLOGY

This Heritage Impact Statement has been prepared to accompany an Environmental Impact Statement (EIS) for proposed works to Royal Randwick, in accordance with the SEARs issued for SSD-8706 on 21 September 2017.

The SEARs specifically require the following heritage related documents:

Table 1 – SEARs heritage requirements

SEARs Requirement	Addressed
The EIS will include a Heritage Impact Statement (HIS) prepared in accordance with the guidelines in the NSW Heritage Manual addressing the heritage impact of the proposal on the heritage item on the site (the Members Stand) and the Racecourse heritage conservation area. The HIS must address impacts on buildings, structures and landscape components including important historical views, as well as any impact on Aboriginal or Historical Archaeological values on the site and provide details of	This Heritage Impact Statement meets this SEARs requirement.  The potential impact of the proposed works of the buildings, structures, landscape and view components of Royal Randwick are addressed in Sections 6.1 & 6.2 of this report.  The potential impact on the archaeological resource of Royal Randwick is addressed in Section 6.3 of this report.

SEARs Requirement	Addressed
measures to protect the heritage significance of the item and conservation area.	
The EIS will address the draft Randwick Racecourse Conservation Management Plan and reference the Randwick Comprehensive DCP: Part E3.	<p>The proposed works have been assessed with reference to the Randwick Comprehensive DCP: Part E3 in Section 6.1.2 of this report, where the relevant policies of this document apply.</p> <p>The proposed works have been assessed with reference to the <i>Draft Randwick Racecourse Conservation Management Plan</i> prepared by Godden Mackay Logan heritage consultants in 2006, at Section 6.4 of this report.</p>

This Heritage Impact Statement has been prepared in accordance with the NSW Heritage Branch guideline 'Assessing Heritage Significance' (2001). The philosophy and process adopted is that guided by the *Australia ICOMOS Burra Charter* 1999 (revised 2013).

Site constraints and opportunities have been considered with reference to relevant controls and provisions contained within the *RLEP2012* and the Randwick Comprehensive Development Control Plan 2013.

### 1.3. AUTHOR IDENTIFICATION

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

### 1.4. LIMITATIONS

It is beyond the scope of Urbis's Heritage Impact Statement to assess the archaeological potential of the site or the potential archaeological impact of the proposal. Urbis's Heritage Impact Statement is limited to an assessment of the built (European) heritage impacts of the proposal. The archaeological assessments required for the project have been undertaken by expert archaeologists separate to this report and are summarised at Section 6.3.

## 2. SITE DESCRIPTION

### 2.1. REGIONAL CONTEXT

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

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

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

Royal Randwick is also directly adjacent to the CBD and South East Light Rail (CSELR) which includes a new light rail station directly opposite the existing Alison Road entry to the Racecourse.

Figure 1 – Regional context map



Source: Urbis

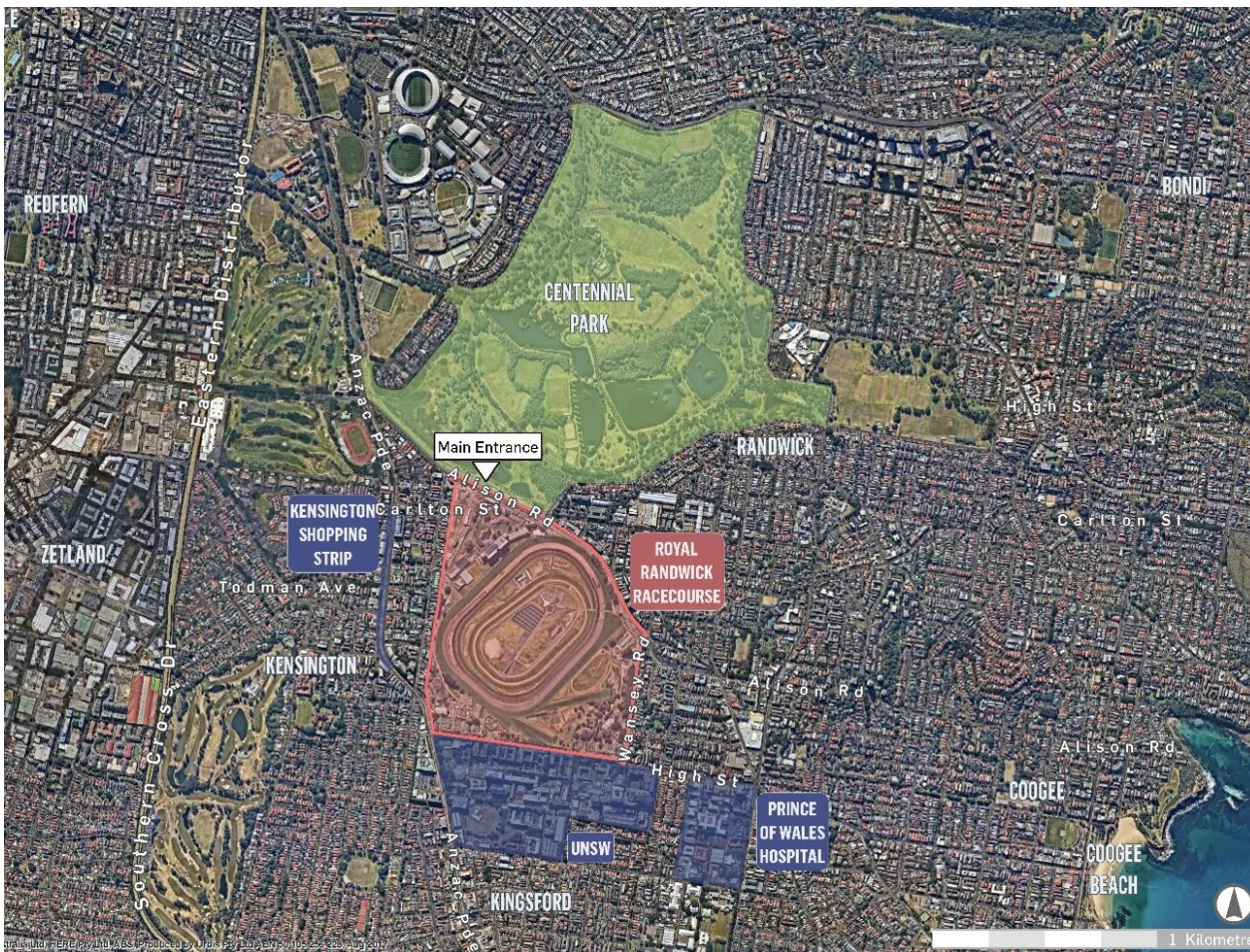
### 2.2. LOCAL CONTEXT

Royal Randwick is located in the Randwick Local Government Area (LGA). The racecourse is located between two key sub-regional road corridors, being Anzac Parade and Alison Road.

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

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

Figure 2 – Local context map



Source: Urbis

## 2.3. THE SITE

The site is legally described as Lot 209 in Deposited Plan 1169042 and is Crown Land, leased to ATC who own and operate the racecourse.

The proposed application will relate to the full extent of the Racetrack, and the Spectator Precinct located in the north-west corner of the site. The Spectator Precinct with a primary frontage to Alison Road and secondary access to Doncaster Avenue, was subject to a major upgrade completed in 2012 to improve patron accessibility and enhance patron experience.

Figure 3 – Site plan



Source: Urbis



Picture 1 – Spectator Precinct



Picture 2 – Racetrack Main Straight

### 3. HISTORICAL OVERVIEW

The following historical overview summary for Royal Randwick has been predominantly compiled from the historical overview of the site provided in *Godden Mackay Logan's Royal Randwick Conservation Management Plan (2006)*, cited in *Graham Brooks & Associate's Statement of Heritage Impact dated May 2012*.

#### 3.1. ESTABLISHMENT OF THE RANDWICK RACECOURSE

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

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

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

#### 3.2. DEVELOPMENT OF THE RACECOURSE

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

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

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

The first construction work underway was for the erection of the Derby Stand in 1865, sited on the 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.

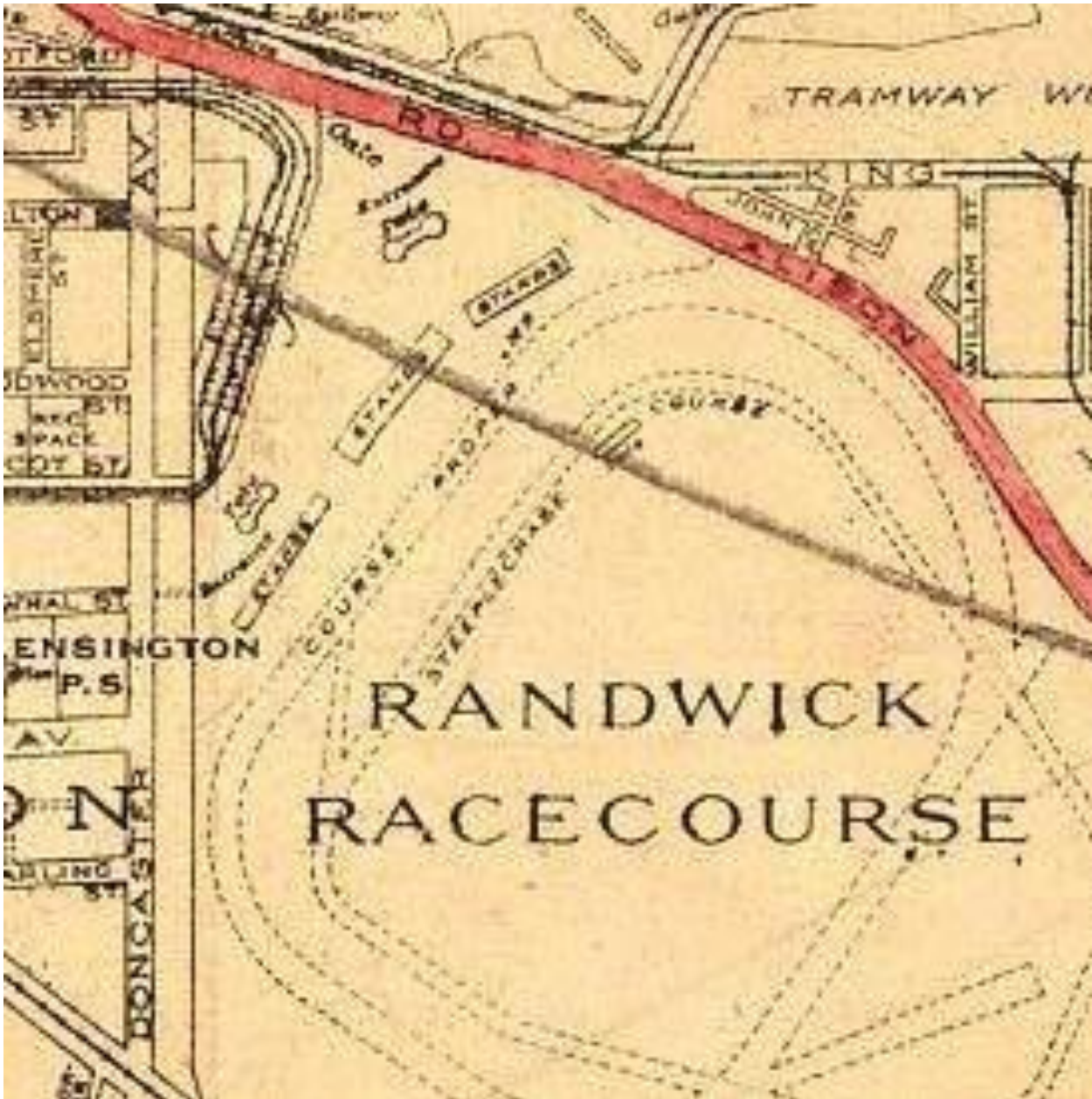
In addition to the core buildings necessary for the racecourse's activities, the AJC's 1870s building works sought to formalize the site by enclosing the racecourse within a timber paling fence and gates, enabling the organization to charge an entrance fee. The principal entrance gate was sited on Alison 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 4 - 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 5 - Detail of early Parish Map showing the first three stands on the site, together with two entrance gates



Source: New South Wales Land and Property Information

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

The most significant new structure on the site, erected as part of this phase of growth, was the Official (or Member's) Stand, which was constructed on the site of the demolished Derby Stand and made ready for use by the Anniversary Day meeting in January 1886. Designed by G.A. Morell, the new stand was constructed of brick and stood two stories high. It had a length of 33 metres and could comfortably hold 450 race-goers on its upper level. The ground floor of the Official Stand initially included a bar, telegraph office/media area and refreshment rooms, with the building eventually extended in 1913 and 1920.



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

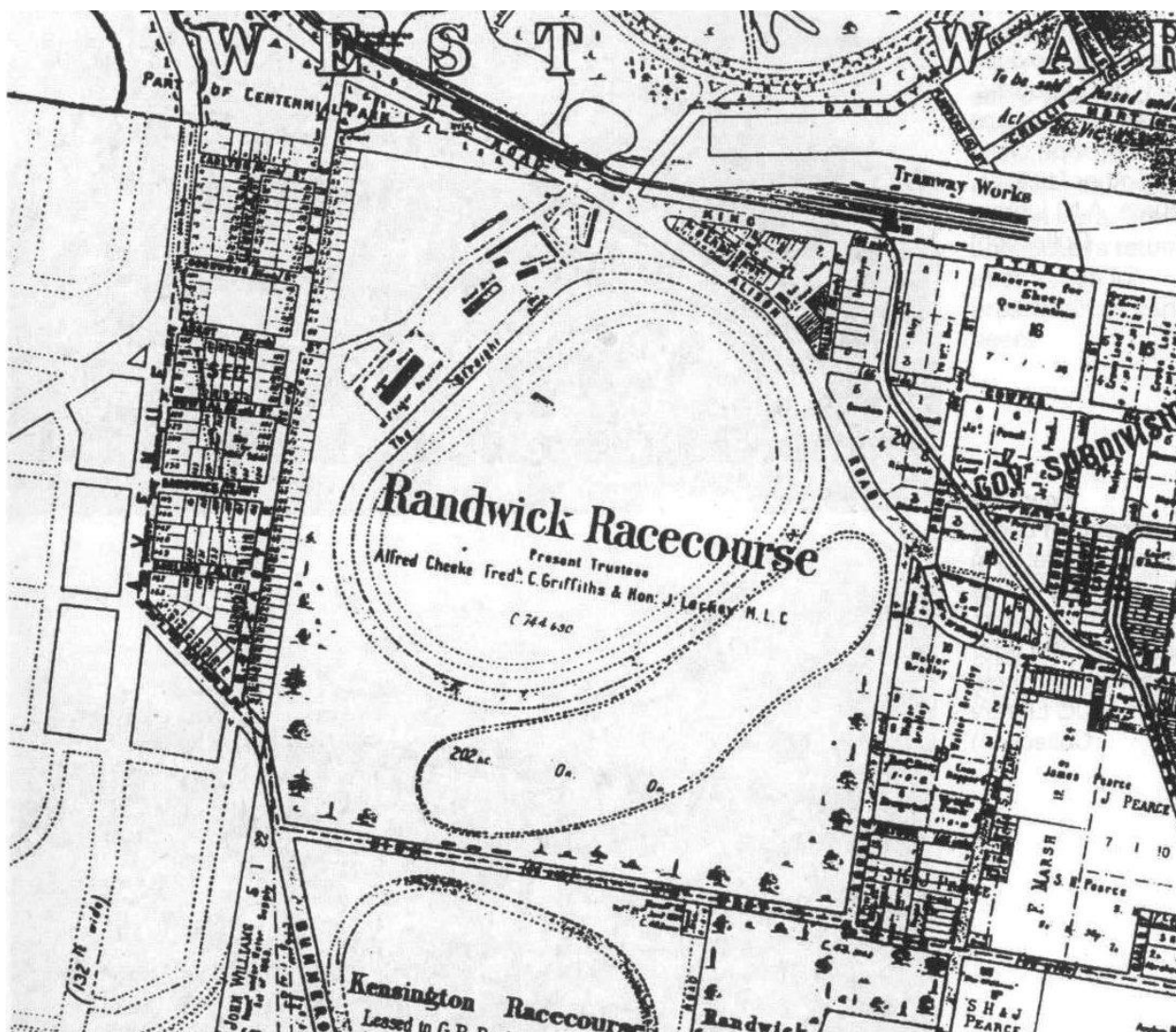
By the last decade of the nineteenth century, then, the principal racecourse infrastructure had been established. The facilities built for the racegoers included large stands, refreshment areas, viewing enclosures, and a tramway, and the racecourse was well established as a recreational outlet that was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

Figure 6 - 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 7 - Plan of the Randwick Racecourse, 1892, with the three stands (St Leger, Grandstand, and Official Stand) clearly identifiable in the north-western quadrant of the racecourse site. The St Leger Stand featured a fenced perimeter, creating the St Leger Reserve. Ancillary buildings on the site included stable buildings and race day stalls.



Source: State Library of New South Wales

### 3.3. EARLY TWENTIETH CENTURY EXPANSION

The runaway success of the Randwick racecourse meant that as the population of Sydney grew, greater pressure was put on the racecourse infrastructure. The highest priority was the problem of the tramway, which proved unable to cope with the sheer volume of patrons wanting to use public transport to and from the site. The first attempt to resolve the problem was the construction of a dedicated tram station with a single track loop on the racecourse site in 1900; this was soon followed by an overhead pedestrian bridge and extended platform by 1902, and a line duplication in 1904. Demand remained high, so that by 1909, there was a total of six tram lines at the racecourse site, together with new pedestrian overhead bridges and platforms. These were accompanied by tram sidings and storage areas, sited in the northwest corner of the racecourse site on land formerly designated as part of Centennial Park.

This effectively extended the original racecourse boundary along Alison Road, terminating at the corner of Doncaster Avenue. In spite of these measures, by 1914 the pressure on the tramway had built to such an extent that the AJC decided it was necessary to redesign the entry way to the Saddling Paddock enclosure. The earlier tramway entrance was replaced by a turnstile building with pedestrian subway under a road bridge, complete with an additional eight ticket selling windows and a further five turnstiles, bringing the total to sixteen and eleven respectively. The other advantage of the new design was that it kept the foot traffic steamed away from the increasing motor car traffic. With the outbreak of World War I in 1914, this tramway

proved a godsend, when the Australian military flocked to Randwick to establish a tent city in the Infield area of the racecourse.

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

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

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

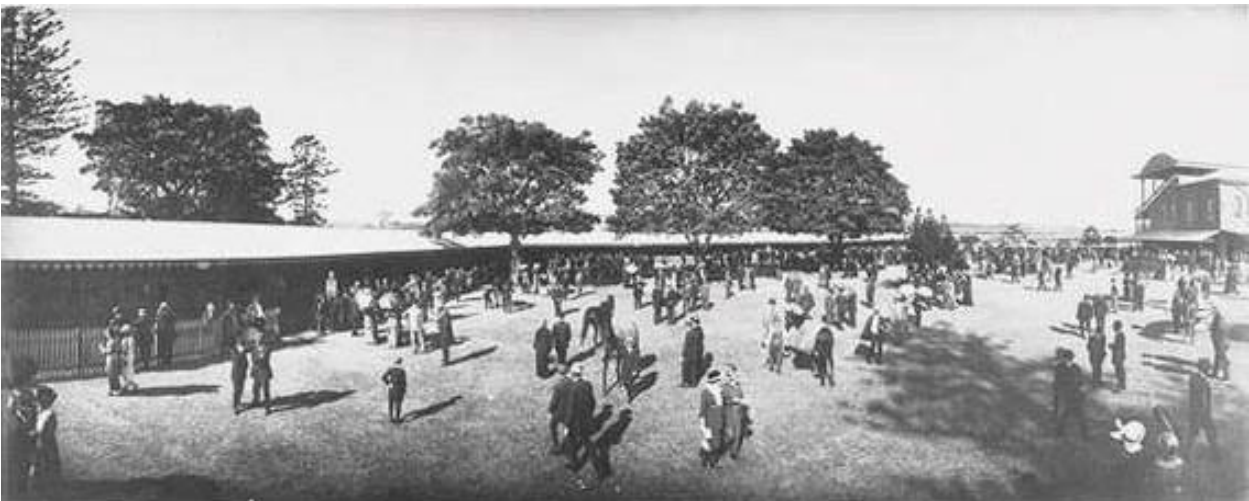
A comparison of the below figures illustrates the relocation of the race day stalls during the 1890s-1919. It appears that apart from the demolition of the ranger's cottage and the construction of the new tramway turnstiles, the race day stalls were relocated further to the north and west. The earlier 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 8 - Photograph taken in 1914 of the saddling paddock and tea house



Source: National Library of Australia

Figure 9 - View of the saddling paddock and race day stalls, 1914



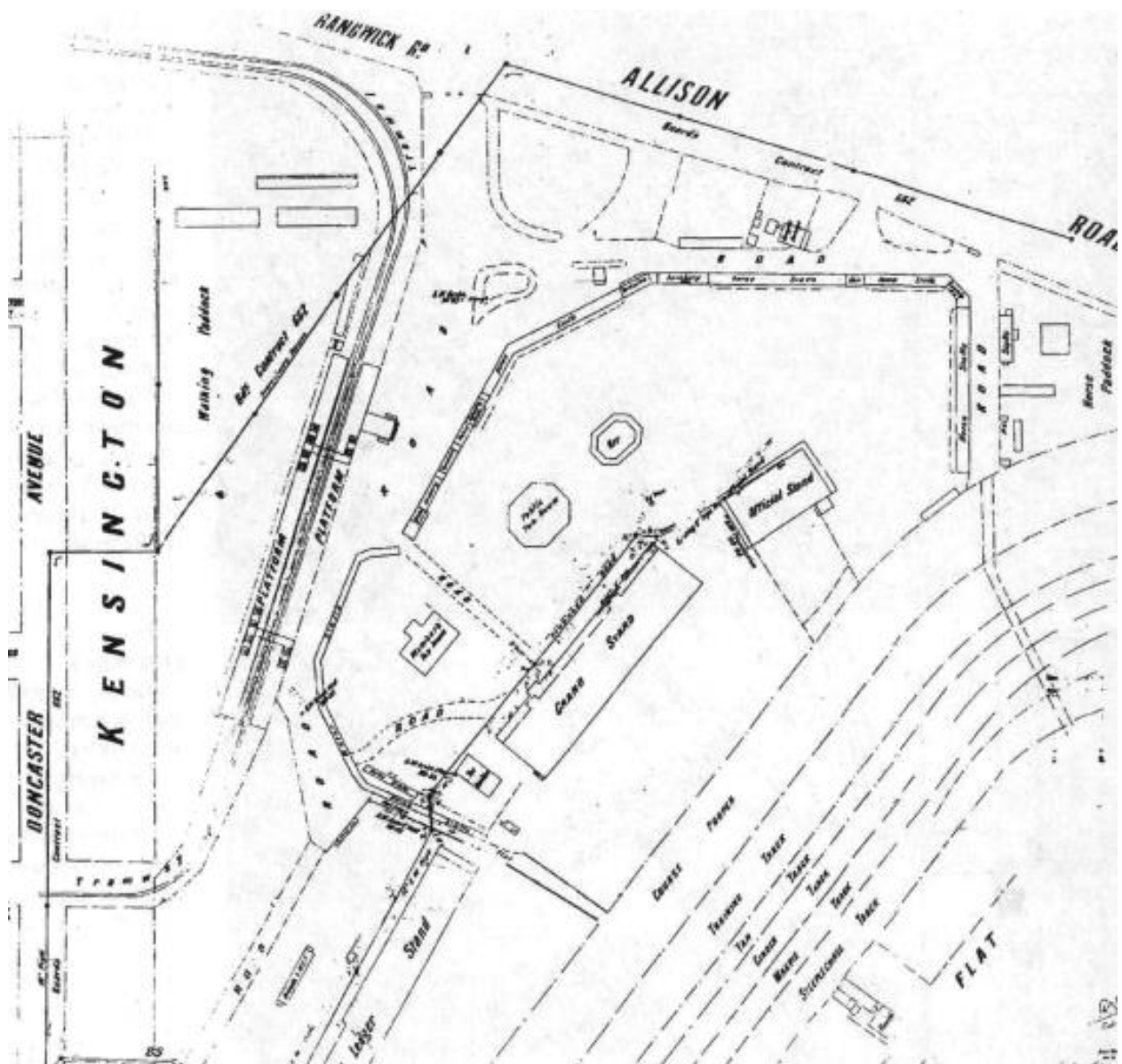
Source: National Library of Australia

Figure 10 - View of the "Weighing Yard, Official and other Stands and Judge's Box", 1914



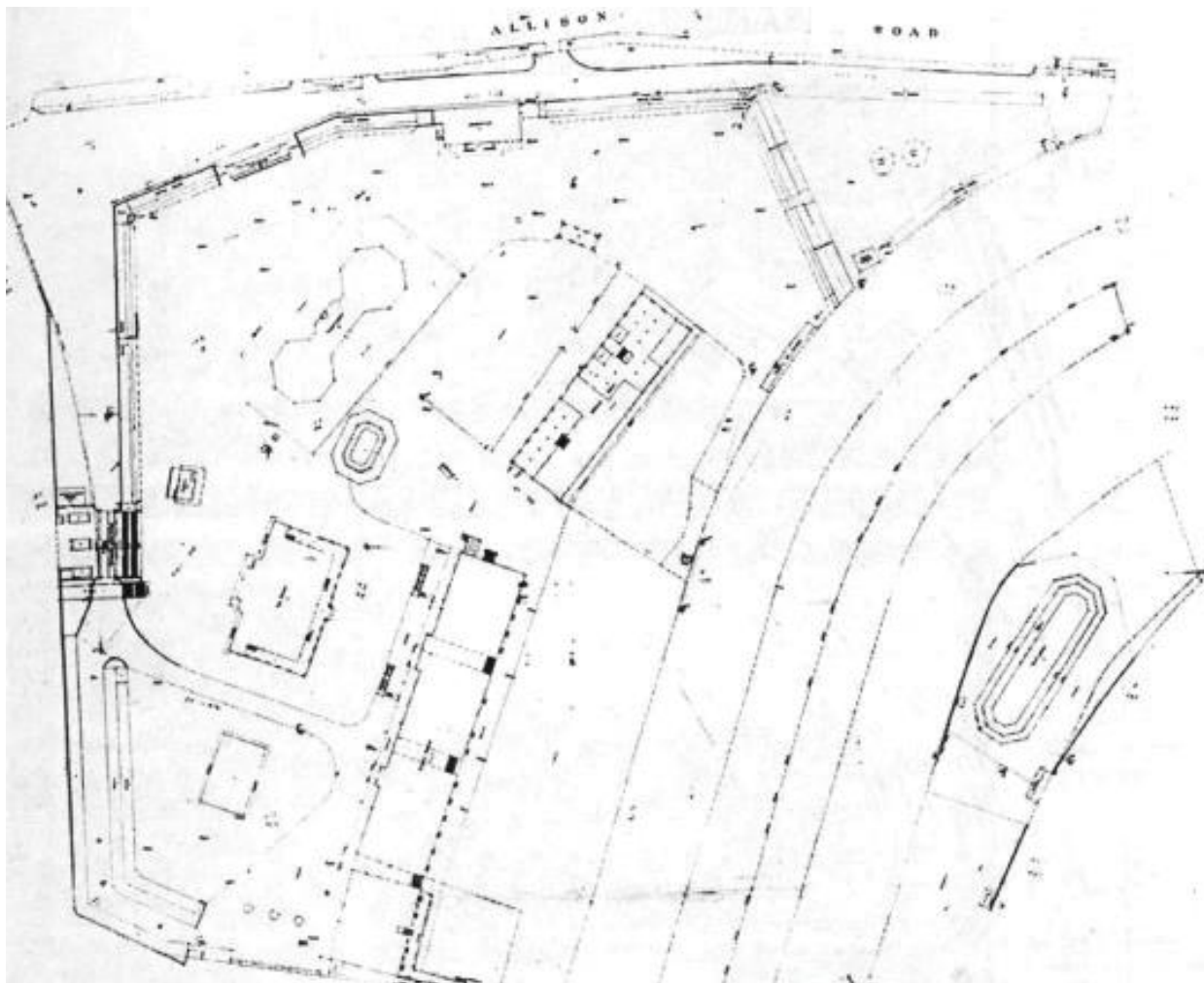
Source: National Library of Australia

Figure 11 - Detail of Sydney Water Board survey of the racecourse, 1907



Source: Sydney Water

Figure 12 - Sydney Water survey of the racecourse in 1917, showing the evolution of the site. Major new structures included the Ladies Stand, Totalisators, Tea House and new tramway turnstile entrance



Source: Sydney Water

### 3.4. THE RACECOURSE'S INTERWAR YEARS

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

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

What revenue the AJC had was soon allocated with a view to long-term projects. In 1921, the AJC purchased seven allotments occupied by cottages on the eastern side of Doncaster Avenue, between Ascot

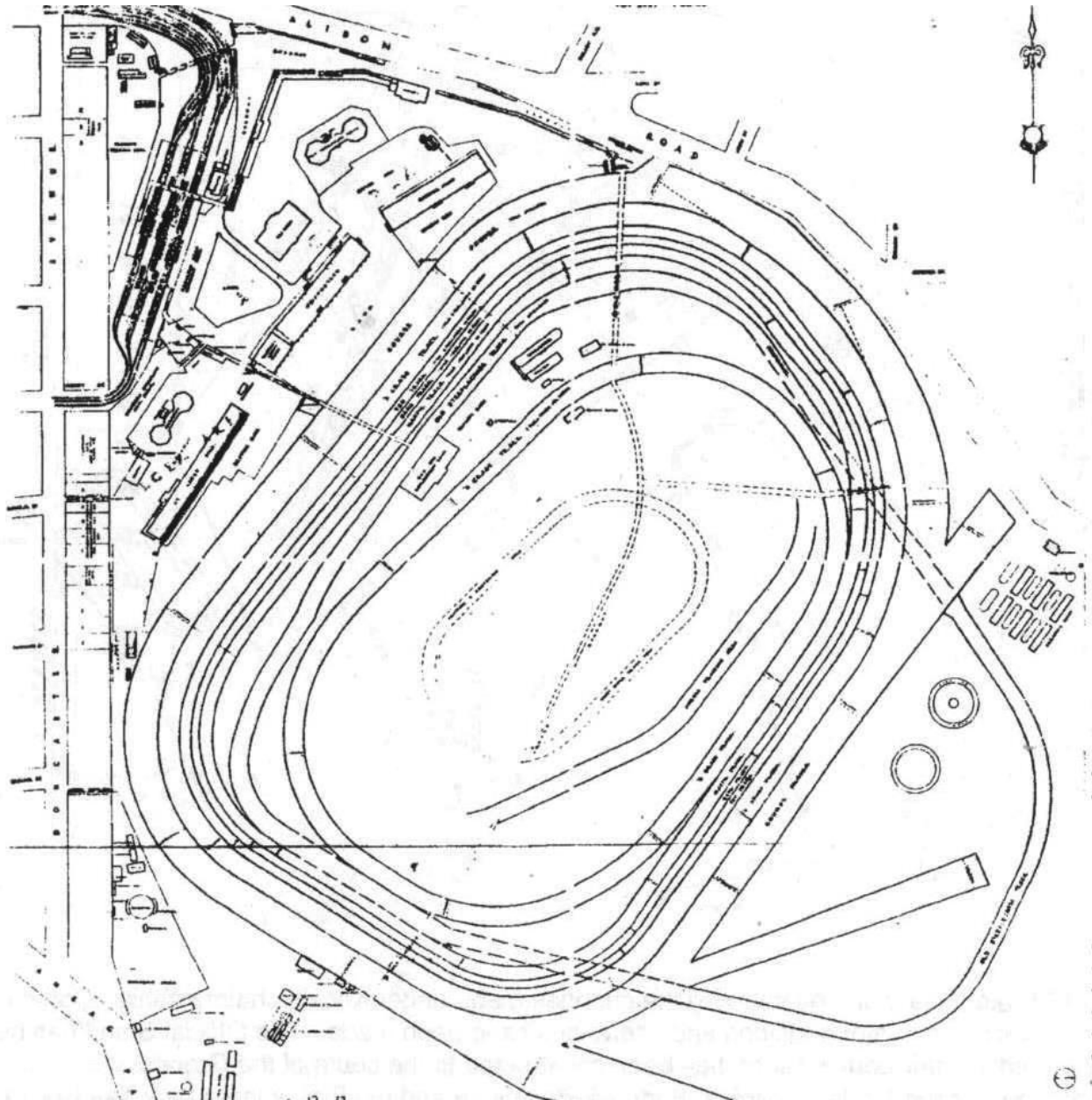
and Bowral Street; the long-term intention was to use this area to create motor car access to the racecourse. The following year (1922-23), four more cottages and a shop were purchased, also on Doncaster Avenue, which gave the AJC a combined total of twelve cottages, one shop and fifty (frontage) feet of vacant land in Doncaster Avenue.

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

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

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

Figure 13 - Interwar survey of Randwick racecourse, showing the extensions to the main buildings including the St Leger Stand, St Leger Totalisator, and Official Stand. The extent of the tramway infrastructure and the numerous ancillary structures (stripping sheds, stables etc) demonstrate the rate of growth of the site in the twentieth century



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



Figure 14 – Extract of 1943 aerial



Source: SIX Maps 2017

Figure 15 – Close-up view of 1943 aerial



Source: SIX Maps 2017

### 3.5. POSTWAR MODERNISATION OF RANDWICK RACECOURSE

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

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

Figure 16 - 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 17 - New Robertson & Marks-designed Administration building, 1962



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

Figure 18 - New stables and covered yards, constructed in 1962 as part of a broader phase of expansion of stabling facilities



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

In 1963, the AJC – in conjunction with the Royal Australian Institute of Architects – held a design competition for the racecourse. Won by Peddle Thorp & Walker, the plans for tunnels extending under the racecourse to improve traffic flow and access failed to get off the ground, but Peddle Thorp & Walker were commissioned to design a new grandstand, which was constructed 1966-1968 at a cost of \$4.6 million. The new grandstand, located between the old Grandstand and the Official Stand, was only possible with the partial demolition of the northern extent of the old Grandstand. However, it was considered a significant improvement in terms of racecourse views and amenities.

Visually, the new four storey building was a dramatic breakaway from the nearby, traditional-style stands designed by Robertson and Marks. The design intent, rather than seeking to accommodate as many racegoers as possible – as had been the case with the Robertson and Marks buildings – was to provide heightened amenity for a smaller number of patrons. The new Queen Elizabeth II grandstand, as part of this change in design approach, held only 5,000 spectators, but included features such as moving walkways or travelators to each level of the structure.

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

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

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

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

### **3.6. LATE TWENTIETH CENTURY CHANGES TO THE SITE**

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

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

Modifications to the racecourse site during the 1990s entailed the construction of the replacement Paddock Stand on the site of the old Grandstand. The AJC returned to their preferred architectural firm, commissioning Robertson and Marks for the project. The new stand was designed to complement most of the existing buildings (with the main exception being the 1969 Peddle Thorp & Walker building) and used the more traditional long-line, low scale two storey building. This was completed by 1992 and formally opened by Queen Elizabeth II.

The rest of the early to mid-1990s saw the installation of a swimming pool for training purposes, the replacement of the majority of the timber fencing along Alison Road and High Street using wire mesh, and the 1995 construction of twenty four new stable boxes and the former men's lavatory building converted for use as a pre- and post-race testing unit.

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

### **3.7. MASTER PLANNING 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, 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. The approved development includes:

- Alterations and additions to the existing Queen Elizabeth II Stand to improve the design and layout with the aim to increase capacity, improve spectator experience and circulation.
- Demolition of the existing Randwick Pavilion, Tea House and Paddock Stand
- Construction of a new parade ring to the rear of the QE2 and Paddock Stands with associated amphitheatre style seating to establish a "Theatre of the Horse", and associated amenities for stewards, owners, trainers and jockeys.
- Construction of a new Paddock Stand linked to the Queen Elizabeth II Stand
- Adaptive reuse, of the existing Swab Building at the entry to accommodate a racing museum, conference facility and amenities.
- Associated infrastructure and landscaping works.

Other more recent works include the stages refurbishment of the site, including an approval obtained for consolidating the stables within the Stables Precinct on the south-eastern side of the racecourse near Wansey Road. A new grandstand named the Winx Stand is currently under construction.

## 4. HERITAGE SIGNIFICANCE

### 4.1. WHAT IS HERITAGE SIGNIFICANCE?

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

### 4.2. ESTABLISHED STATEMENT OF SIGNIFICANCE

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

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

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

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

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

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

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

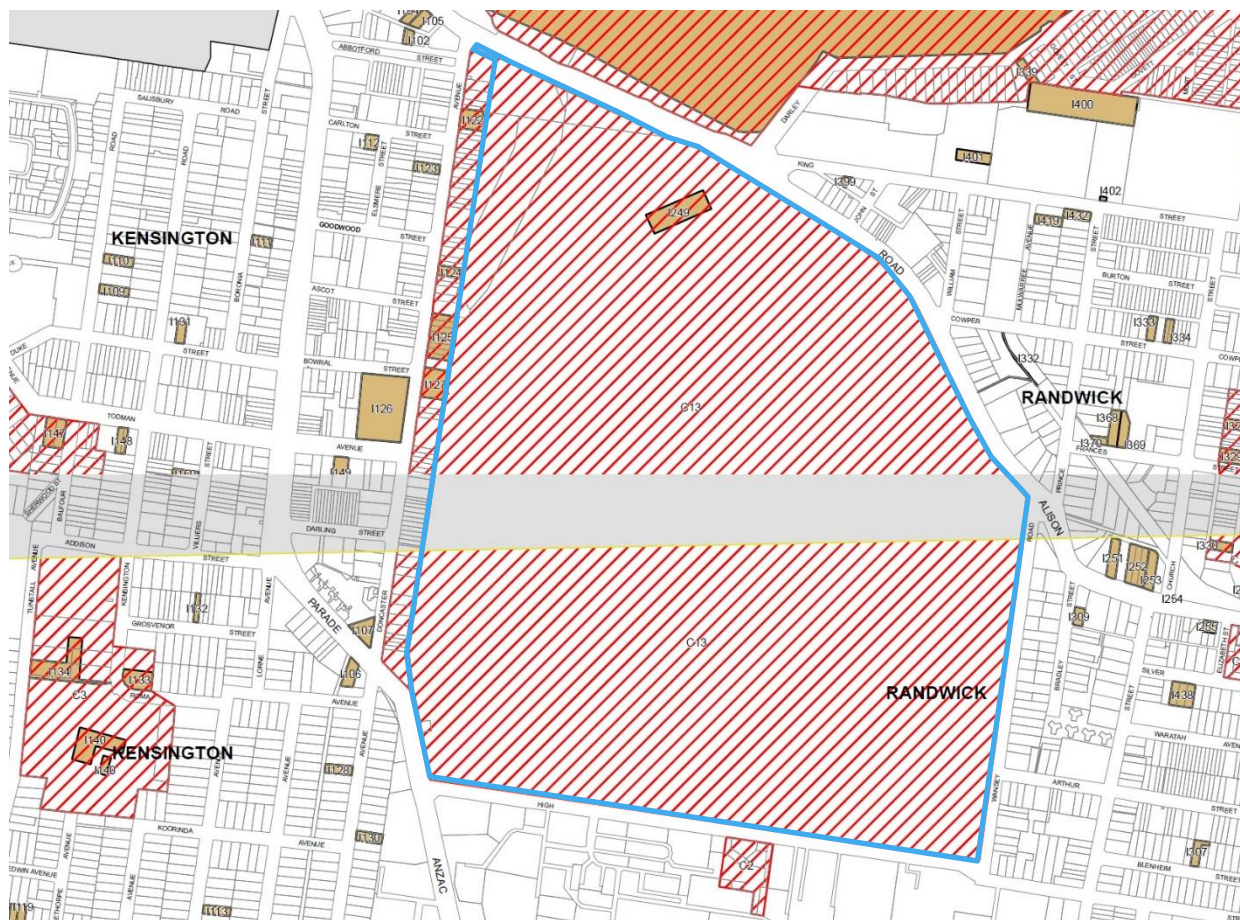
*The AJC's extensive moveable heritage, archival collection and the potential to access the oral histories of those who worked at and visited the racecourse provide significant resources and opportunities for further research.*

## 4.3. HERITAGE LISTING

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

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

Figure 19 – Extract of heritage maps (subject site outlined in blue)



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

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

### Aesthetic Significance:

*The Racecourse, together with Centennial Park and Moore Park, further to the north and east, forms one of the largest areas of open space in the eastern suburbs of Sydney. The Racecourse provides an outlook for parts of the suburb of Randwick on higher ground to the east, and the University of NSW South Wales, to the south. The major built features of note are the stands, particularly the 1910 Members Stand, and the oval shaped course. Other racecourse buildings are located behind the stands in the north-west corner of the site, and close to the street frontages. The large modern grandstand is out of scale with its older neighbours but has become a local landmark. The frontages to Alison Road, Wansey Road and High Street have avenue plantings of Port Jackson and Moreton Bay Figs, Plane trees and Brush Box, which enhance the visual amenity of these streets. In the north-west corner of the site there are Canary Island Date Palms and*



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

#### Historical Significance:

The racecourse is historically significant for its early reservation as an official racecourse, in 1833. It has been in continuous use as a racecourse since the first regular meetings held in 1863. This is probably the longest period of any racetrack in Australia. The racecourse retains much original fabric from the nineteenth and early twentieth centuries. It is the best preserved Victorian and Federation period racetrack in Sydney. Randwick Racecourse developed in parallel with the present City of Randwick. The racecourse, and the many stables and workers' cottages in the surrounding area, demonstrate the process of development of the racing industry, and its importance to the commercial life of the district. This includes housing and stables on some of the properties fronting Doncaster Avenue.

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

#### Social Significance:

Randwick Racecourse is held in high esteem by members of the Australian Jockey Club, the racing industry, and past and present race-goers. Royalty has visited the facility on several occasions, giving the course special prestige in Australian thoroughbred racing. The physical environment of 'Royal Randwick' is an important part of the experience of a race day. Doncaster Avenue shares a close physical and visual link with the racecourse. It is a major route for pedestrian access to the racecourse. Doncaster Avenue is also appreciated by the community as part of an important local period landscape and streetscape.

## 5. THE PROPOSAL

This application seeks approval for:

- Consent for up to 16 night racing events per annum (concentrated between October and April).
- Installation of new trackside lighting to facilitate televised broadcasting.
- Upgrade of existing Spectator Precinct lighting for patron safety.
- Permanent Diesel Generators for electricity generation for trackside lighting.
- Staging of physical works.

An overview of the project summary is outlined in Table 2 and discussed in the following subsections.

Table 2 Key aspects of the development

Project element	Summary of the project
Project Site Area	Approx. 80.5 hectares
Site Description	Lot 2009 in Deposited Plan 1169042
Built Form	N/A
Maximum number of night racing events per annum	16
Scheduled Event hours	6pm-10pm
Scheduled time of year	October to April (generally coincide with daylight savings)
Maximum number of patrons	15,000
Number of track light columns	79
Height of light columns	Variable (between 18.3m – 40m)
Number of diesel generators	4

### 5.1. TRACKSIDE LIGHTING

The proposed design for night racing events at Royal Randwick consists of the installation of a series of pole mounted floodlights and associated infrastructure to illuminate the track to international broadcast standard lighting levels. The proposed layout of the columns is indicated overleaf.

The design consists of the following proposed works:

- The installation of approximately 16 luminaires fixed to the QEII Grandstand building (M1-M16)
- The installation of approximately 4 light columns 40m high behind the Old Grandstand and beside Leger Lawn (A6, A9-A11)
- The installation of 2 light columns near the new Winx Stand which is currently under construction (A7 and A8)
- The installation of approximately 7 light columns 30 - 30.5m high adjacent to Leger Lawn and the Old Grandstand (A2-A5, A12-A14)

- The installation of approximately 40 light columns 27.4m high located around the inside edge of the track. The majority of the luminaires on these columns will be located at the tops of the poles with smaller banks of luminaires mounted on the pole at 18.3, 17.5 and 16.8m above the ground (B1-B40)
- The installation of approximately 18 light columns 27.4m high located around the outer edge of the track and primarily along the 1600m and 1200m starting chutes (C1-C6, C14-C24, A1)
- The installation of approximately 7 light columns 18.3 - 21.3m high located along the 1400m starting chute (C7-C13)
- The installation of 1 light column 24.4m high on the inside edge of the finishing line (F1)
- Associated infrastructure and cabling

The Night Racing Lighting Assessment prepared by IGS has identified that the proposed lighting design complies with the relevant Australian Standards. There will be no light spill beyond the Racecourse property boundary from the proposed light columns above acceptable Australian Standard lux levels.

Figure 20 – Trackside Lighting Design – Heights of light columns



Figure 4.1 The Design

Source: Sturt Noble

## 5.2. ELECTRICITY GENERATORS

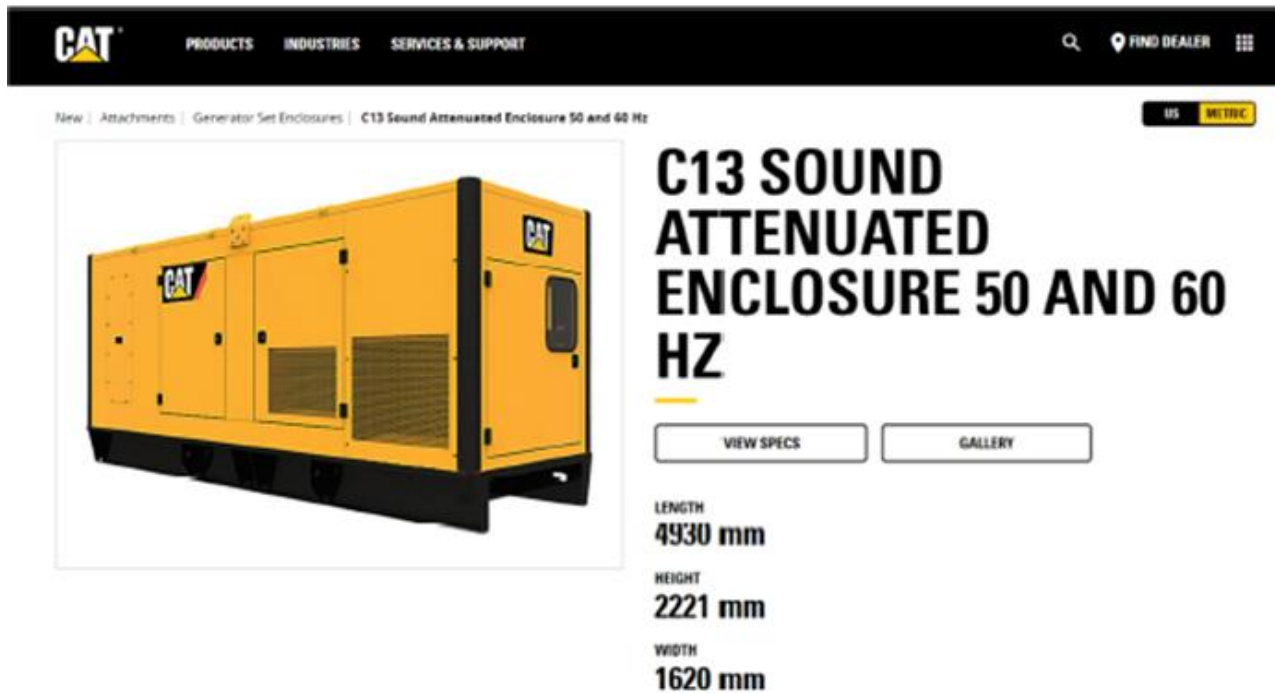
The proposal requires the installation of permanent electricity generators in the infield to support the new lighting infrastructure. These generators are to be located within the racecourse infield and require shallow services to be run for electricity. The dimensions and indicative image of the proposed generators are located below:

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### GENERATOR SET DIMENSIONS

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<b>Length - Minimum</b>	5149 mm
<b>Length - Maximum</b>	5249 mm
<b>Width - Maximum</b>	1975 mm
<b>Height - Maximum</b>	2367 mm
<b>Dry Weight - Genset (minimum)</b>	10270 kg
<b>Dry Weight - Genset (maximum)</b>	10510 kg



**CAT** PRODUCTS INDUSTRIES SERVICES & SUPPORT SEARCH FIND DEALER

New | Attachments | Generator Set Enclosures | C13 Sound Attenuated Enclosure 50 and 60 Hz US METRIC

# C13 SOUND ATTENUATED ENCLOSURE 50 AND 60 HZ

[VIEW SPECS](#) [GALLERY](#)

LENGTH  
**4930 mm**

HEIGHT  
**2221 mm**

WIDTH  
**1620 mm**

# 6. IMPACT ASSESSMENT

## 6.1. STATUTORY CONTROLS

### 6.1.1. Randwick Local Environmental Plan 2012

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

Table 3 – Randwick Local Environmental Plan 2012, relevant clause impact assessment

Clause	Discussion
<p><b>(2) Requirement for consent</b></p> <p>Development consent is required for any of the following:</p> <p>(e) erecting a building on land:</p> <p>(i) on which a heritage item is located or that is within a heritage conservation area, or</p> <p>(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,</p> <p>(f) subdividing land:</p> <p>(i) on which a heritage item is located or that is within a heritage conservation area, or</p> <p>(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.</p>	<p>While the proposed works do not comprise the construction of new buildings or any structural alterations to existing significant buildings, the works will involve the installation of new lighting infrastructure within a heritage conservation area (C13 Randwick Heritage Conservation Area) and in proximity to a number of locally listed heritage items (the Member’s Stand, the adjacent Centennial Park, and proximate dwellings). Accordingly, consent is required for these works, and a Heritage Impact Statement is required to assess the potential impact of the proposed works on the heritage significance of the conservation area and the proximate items. A detailed impact assessment is included hereunder.</p>
<p><b>(4) Effect of proposed development on heritage significance</b></p> <p>The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).</p>	<p>The proposed works as detailed in Section 5 of this report have been assessed against the relevant heritage planning provisions in the following sections of this report. The proposed works have been assessed to be minimal and appropriate in their setting as they will have no physical or detrimental impact on the significant built or landscape components of the site.</p> <p>It is acknowledged that the proposed works will have a negligible visual impact on the C13 Randwick Heritage Conservation Area. However, the works will facilitate the overall increased amenity of the site, and are necessary to Royal Randwick meeting its objectives to provide a thoroughbred racing, training and spectator facility of highest quality for its patrons, and to facilitate the precinct’s future as an economic and tourism destination.</p> <p>The proposed works will safeguard the significance of the place as a continually operating racecourse facility and overall have an acceptable heritage impact.</p>

Clause	Discussion
<p><b>(5) Heritage assessment</b></p> <p>The consent authority may, before granting consent to any development:</p> <p>(a) on land on which a heritage item is located, or</p> <p>(b) on land that is within a heritage conservation area, or</p> <p>(c) on land that is within the vicinity of land referred to in paragraph (a) or (b),</p> <p>require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.</p>	<p>This Heritage Impact Statement has been prepared to accompany an Environmental Impact Statement (EIS) for proposed works to Royal Randwick, in accordance with the Secretary's Environmental Assessment Requirements (SEARs) issued for the project on 21 September 2017.</p>
<p><b>(6) Heritage conservation management plans</b></p> <p>The consent authority may require, after considering the heritage significance of a heritage item and the extent of change proposed to it, the submission of a heritage conservation management plan before granting consent under this clause.</p>	<p>The proposal has been assessed against the Draft Conservation Management Plan for the place dated December 2006 and prepared by GML Heritage.</p>

## 6.1.2. Randwick Comprehensive Development Control Plan 2013

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

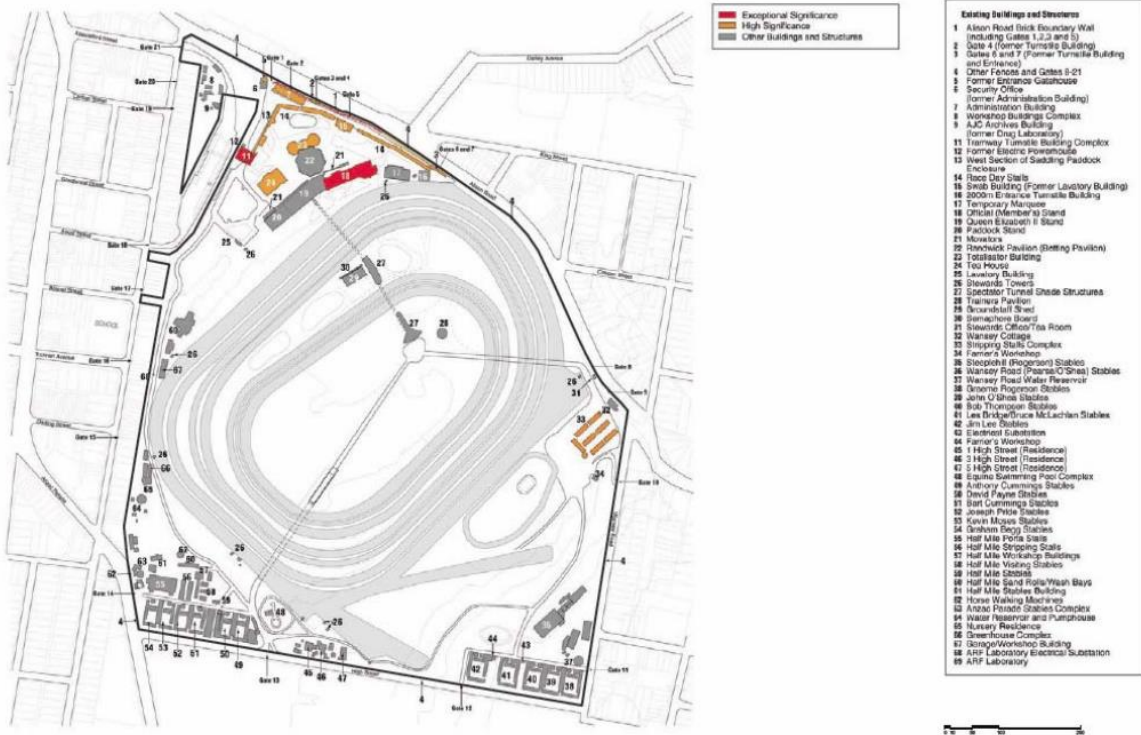
Table 4 – Randwick Comprehensive Development Control Plan 2013, relevant clause impact assessment

Clause	Discussion
<b>E3 – ROYAL RANDWICK</b>	
<p><u>3. Development Controls for Racecourse Site</u></p> <p>a. The general pattern of land uses across the site as indicated on Map 2 is to be maintained.</p> <p>b. Member, corporate and club facilities are to be expanded and improved within the Spectator Precinct. (See details in Subsection 4.)</p> <p>c. Opportunities for new recreation and support uses across the site that are not incompatible with thoroughbred racing and stabling are to be allowed.</p> <p>d. The intensity of uses is to be limited by the traffic capacity of surrounding streets as determined as part of a traffic study and the transport strategies devised for the site.</p> <p>e. Modern stabling and training facilities are to be concentrated in the Steeple Hill and Bull Ring Precincts.</p> <p>f. Demonstrate that the amenity of adjacent land uses is to be maintained through the appropriate location and management of facilities and patrons.</p>	<p>a. The proposed works as detailed herein will not alter the important pattern of land uses across the site. Rather the proposed works will facilitate the ongoing and additional use of the racetrack for night racing events. The continued and enhanced use of the racetrack precinct for night racing is an important factor in achieving a world class racing facility and cementing Royal Randwick as a tourism and economic destination. The general pattern of land uses across Map 2 will be maintained.</p> <p>b. There are no proposed works to the existing member, corporate and club facilities as part of this application. The proposed works will instead involve the installation of additional lighting columns within proximity to these existing buildings.</p> <p>c. The proposed works will facilitate future night racing events at Royal Randwick. This proposed use aligns with the existing race-related uses on the site and is considered compatible and appropriate for the site.</p> <p>d. Not applicable from a heritage perspective.</p> <p>e. No alterations are proposed to the existing stabling and training facilities throughout the site as part of this proposal.</p> <p>f. The proposed lighting columns will be visible from the existing buildings on the site within the Spectator Precinct, and from the Member's Stand (being the only individual heritage item within Royal Randwick). However, the proposed lighting columns will complement the existing racecourse infrastructure and will improve the amenity of the patrons from the Spectator Precinct when participating in night racing events.</p> <p>The proposed lighting columns will clearly read as a contemporary insertion into the racecourse landscape and will not confuse the understanding of the history or significance of the racecourse. The columns will be reversible, and any future proposal to remove them will not result in any adverse impacts on the existing significant buildings, landscape or view components of the site.</p> <p>The proposed lighting columns will be partially visible from the southern picnic area portion of Centennial Park. However, the columns will be a minor addition to the existing view of buildings and infrastructure at Royal Randwick that is already partially visible. The proposed new columns will not be visible from the majority and northern portions of the Centennial Park site.</p> <p>The proposed lighting columns may be partially visible from the rear gardens of the adjoining heritage items on Doncaster Avenue. However, these views are only secondary views from the heritage items from the rear of the properties and will not impact upon the individual item's significance. The proposed new columns will not impact on views towards proximate heritage items.</p> <p>The new electricity generators will support the new development and facilitate the ongoing recreational and racing functions of the site. They will not result in any adverse physical or visual impacts and are reversible if needed in the future should the additional lighting become obsolete. The new generators are acceptable from a heritage perspective. While the generators will be visible within the infield, it is</p>



Clause	Discussion
<p data-bbox="165 456 448 488"><u>3.2 Heritage Conservation</u></p> <p data-bbox="165 499 523 936">a. Heritage components as identified on Maps 3 and 4 (included overleaf at Figure 21 and Figure 22) 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.</p> <p data-bbox="165 947 523 1462">b. The design principles outlined in the Conservation Management Plan and national, state and local conservation standards and processes such as the Burra Charter, heritage impact assessment, use of contextual design principles (see Design in Context, NSW Heritage Office and Royal Australian Institute of Architects 2005), and documentation and interpretation best practice, are to guide and balance site development.</p> <p data-bbox="165 1473 523 1653">c. Conservation principles are to be incorporated into ATC site management and operational practices and in development planning.</p> <p data-bbox="165 1664 523 1776">d. A Landscape Concept Plan is to be developed and implemented for the site.</p>	<p data-bbox="544 224 1420 324">recommended as part of this HIS that appropriate screening is provided to reduce the visual impact of these elements. We recommend that a timber or perforated metal enclosure or fence be erected to contain these elements.</p> <p data-bbox="544 336 1442 436">Overall the amenity of adjacent land uses will remain intact with no adverse impacts as a result of the proposal. The proposal for new lighting to facilitate night racing is a complementary and sympathetic use for the existing site.</p> <p data-bbox="544 456 1442 857">a. There are no proposed physical works to any of the significant built elements across the site identified as 'Exceptional' or 'High' significance in Figure 21. The only identified impact on these elements will be a change to the existing views to and from the buildings as a result of the installation of new lighting columns within the racetrack and Spectator Precinct. This change is minor in the context of other contemporary infrastructure and buildings which have been constructed in proximity to these significant buildings, in particular in proximity to the Member's Stand. The proposed works have been assessed with reference to the <i>Draft Randwick Racecourse Conservation Management Plan</i> prepared by Godden Mackay Logan heritage consultants in 2006, at Section 6.4 of this report.</p> <p data-bbox="544 869 1442 1317">b. As discussed above, the proposed works have been assessed with reference to the <i>Draft Randwick Racecourse Conservation Management Plan</i> prepared by Godden Mackay Logan heritage consultants in 2006, at Section 6.4 of this report. In relation to other guidance documents and framework, the proposed works align with the principals outlaid therein, including within the Randwick Comprehensive Development Control Plan and the Burra Charter, in that the works intend to 'do as much as necessary but as little as possible'. The proposed works are considered minor in the context of the broader site redevelopment, and are required to facilitate the future night race events at Royal Randwick. The proposed columns will require only minor physical work for installation and effectively be reversible without requiring detrimental impacts on significant fabric or landscapes. The proposed works will not obscure or detract from the ability to read Royal Randwick as a large-scale and significant racecourse site, and the proposed works will not impact on the ability to interpret the history and use of the site.</p> <p data-bbox="544 1328 1442 1697">c. Urbis has been engaged as the heritage consultant for this project to provide advice and guidance around conservation of the significant elements of Royal Randwick throughout this project. The proposed works detailed herein are considered reasonable and appropriate for the site, and the location, design and level of physical intervention for installation are considered acceptable and will not detrimentally impact on the heritage conservation area or proximate heritage items for the reasons outlined herein.</p> <p data-bbox="544 1709 1442 1776">d. This Heritage Impact Assessment has had regard to the Visual and Landscape Impact report prepared by Sturt Noble for this project.</p>

Figure 21 – Extract of diagram showing the relative significance of built elements

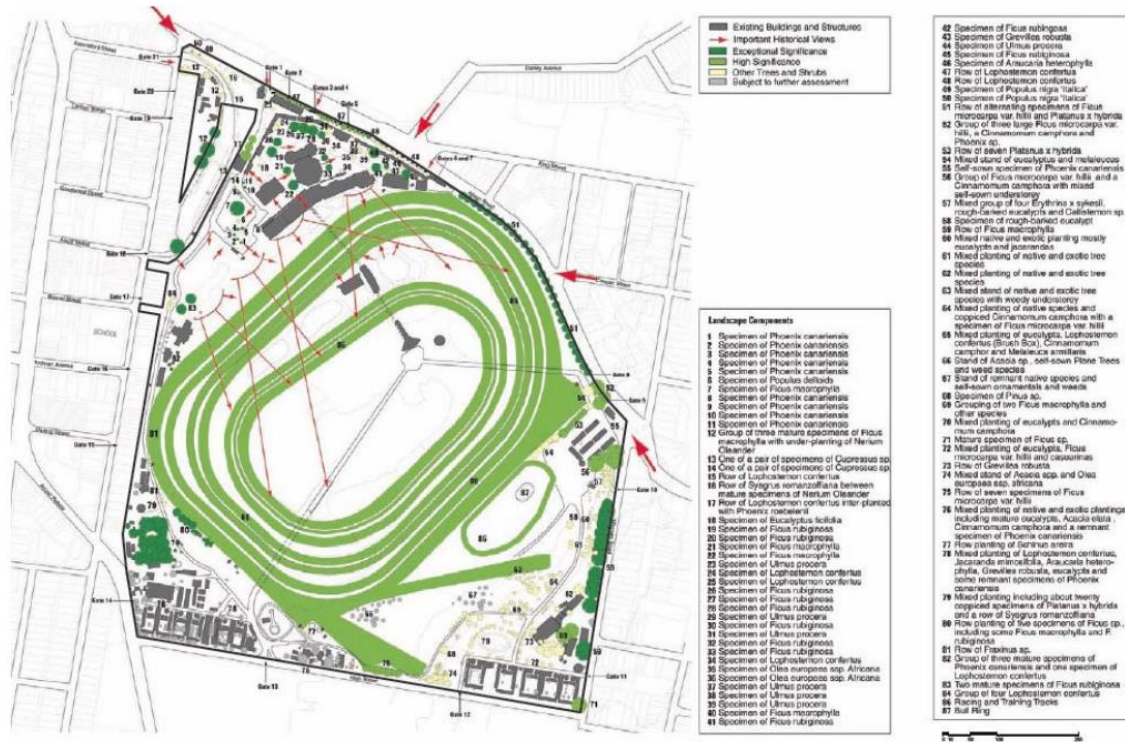


Map 3

**RELATIVE SIGNIFICANCE OF BUILT ELEMENTS**  
Based on the Draft Conservation Management Plan prepared by Godden Mackay Logan, 2006

Source: Randwick Comprehensive Development Control Plan 2013, Section E3, p.13

Figure 22 – Extract of diagram showing the relative significance of landscape elements



Map 4

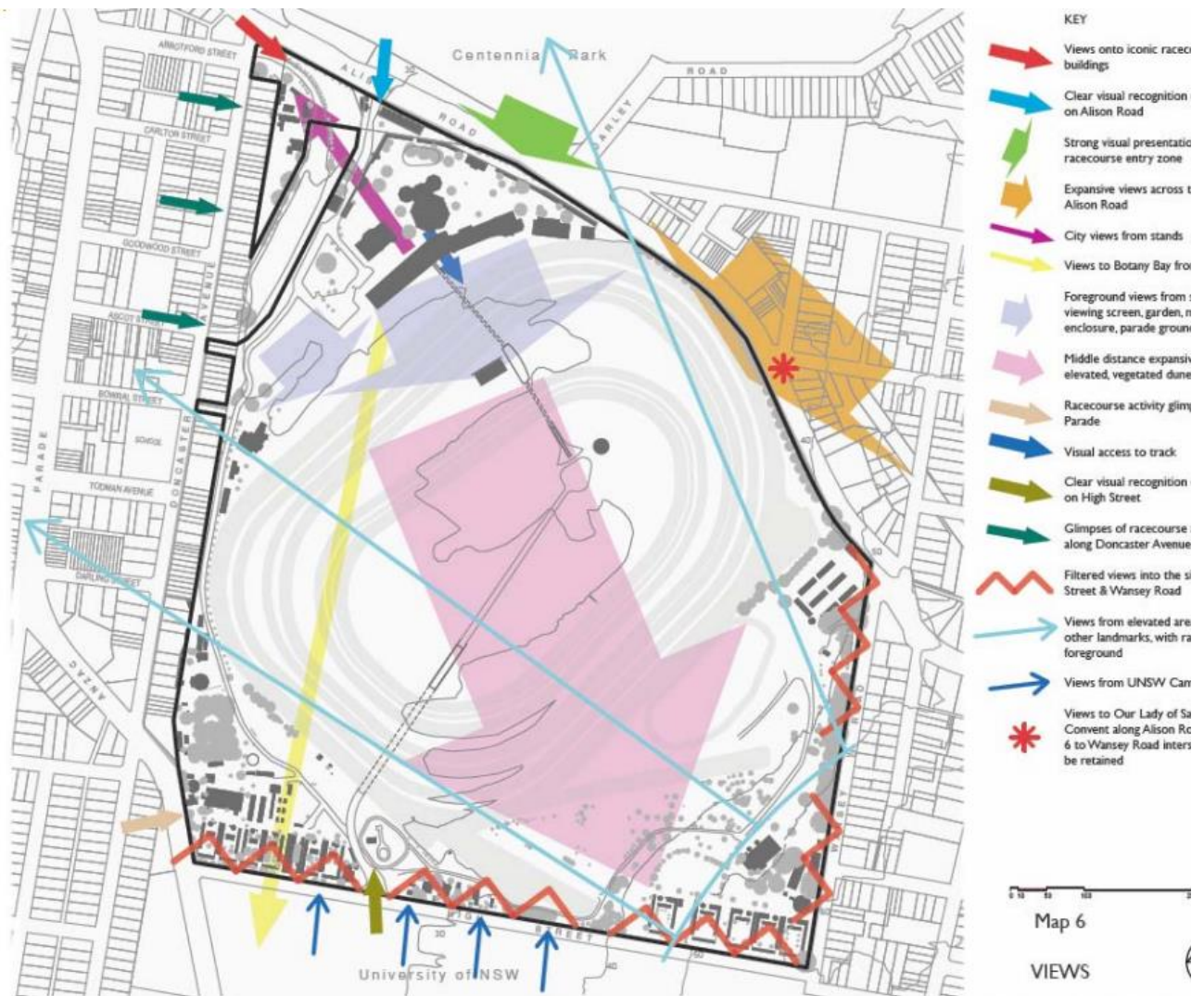
**RELATIVE SIGNIFICANCE OF LANDSCAPE ELEMENTS**  
Based on the Draft Conservation Management Plan prepared by Godden Mackay Logan, 2006

Source: Randwick Comprehensive Development Control Plan 2013, Section E3, p.14

Clause	Discussion
<p>e. Identified and potential Aboriginal sites are to be managed and conserved in accordance with the NSW NPWA, 1974. Consultation with Aboriginal groups is to be part of developing an understanding of the Aboriginal significance of the site. Such consultation is to occur prior to any major development application on land identified as "high aboriginal sensitivity" in the vicinity of High Street and Wansey Road (see CMP).</p> <p>f. An Interpretation Plan for the site is to be developed and implemented prior to any major development. Specific measures to interpret the site are to be incorporated into conservation and development proposals as they arise.</p> <p>g. Adverse impacts on significant built, landscape and archaeological heritage components are to be minimised. The requirements and processes of the Heritage Act apply in relation to archaeology.</p>	<p>e. Refer to Section 6.3 of this report for commentary regarding the potential Aboriginal archaeological impacts of the proposal.</p> <p>f. An interpretation plan has previously been prepared for the site, and does not form part of this proposal.</p> <p>g. The proposed works have been assessed to be minimal and appropriate in their setting as they will have no physical or detrimental impact on the significant built, landscape or view components of the site. It is acknowledged that the proposed works will have a negligible visual impact on the C13 Randwick Heritage Conservation Area. However, the works will facilitate the overall increased amenity of the site, and are necessary to Royal Randwick meeting its objectives to provide a thoroughbred racing, training and spectator facility of highest quality for its patrons, and to facilitate the precinct's future as an economic and tourism destination. The proposed works have been assessed to have no impact on the potential archaeological resource of the site (refer Section 6.3).</p>
<p><u>3.3 Landscape Design</u></p> <p>a. Landscape works and other development are to enhance, maintain, protect and reinforce the landscape characters identified on Maps 4 and 5 (Figure 21 &amp; Figure 22) and the approved Landscape Concept Plan.</p> <p>b. Trees of 'Exceptional' and 'High' heritage significance are to be retained, managed or replaced in accordance with "Safe and Useful Life Expectancy" principles (Barrell 1996).</p> <p>c. In areas other than the Spectator Precinct, the existing visual dominance of trees, low scale buildings and views of expansive open areas are to be retained.</p>	<p>a. Royal Randwick is a significant site with important landscape elements, including the alignment and form of the racecourse tracks. The proposed works detailed herein, being the installation of lighting columns to light-up the racecourse for night racing events, will not affect the ability to read or interpret the existing and important landscape context of the site. Only minor works are proposed for the installation of the columns into the landscape. The archaeological assessment (as discussed in further detail at Section 6.3) has concluded that there are no identified significant archaeological resources which would be disturbed by the proposed works.</p> <p>b. No 'exceptional' or 'high' graded trees are proposed to be removed as part of the proposed works. The Sturt Noble Visual and Landscape Impact report prepared for this project (dated 20.11.2020) concludes that no pruning of existing trees is required to facilitate the proposed works, however recommends that an arboriculture impact assessment is undertaken to ensure there are no impacts to existing vegetation.</p> <p>c. While the proposed lighting columns will be visible throughout the site, this change is minor in the context of other contemporary infrastructure and buildings which have been constructed in proximity to these significant buildings, in particular in proximity to the Member's Stand. The proposed works will not obscure or detract from the ability to read Royal Randwick as a large-scale and significant racecourse site, and the proposed works will not impact on the ability to interpret the history and use of the site.</p>

Clause	Discussion
<p>d. Major views into, through and out of the site as shown on Map 6 are to be retained and enhanced.</p> <p>e. A sense of the fundamental landform of the site – the expansive flat open space and the rise of Steeple Hill - is to be retained.</p> <p>f. The site tradition of 'gardenesque' style, through colourful plantings, water features, manicured lawns formal tree and shrub planting is to be continued in the Spectator and Midfield Precincts.</p> <p>g. The design of open space is to optimise personal and property safety, lighting, universal accessibility, legibility, pavement quality, porous or permeable surfaces, shade, surface drainage, furniture, horticultural and arboricultural practices; and avoid pedestrian/vehicle conflicts and areas of poor visibility or entrapment due to poor sight lines or darkness.</p>	<p>d. The views contained in Map 6 (reproduced in Figure 23) will be retained, with only minor visual changes resulting from the installation of the proposed lighting columns. These changes in the views are minor, and the ability to view and appreciate these identified view corridors will be retained. The change in views as a result of the new lighting poles will not adversely impact the site's significance and are expected for the continuation of racing operations at a world class facility such as Royal Randwick.</p> <p>A detailed visual impact assessment has been undertaken by Sturt Noble. Extracts of these images are included hereunder at Figure 24 to Figure 33 (including the legend at Figure 24). These demonstrate that the proposed lighting columns have a minor visual impact, only in that they will be visible. However, given the use of the site, and the immediate context and proposed site-wide refurbishment, the proposed lighting columns are considered appropriate and complementary to the existing infrastructure required at the racecourse.</p> <p>The new electricity generators will support the new development and facilitate the ongoing recreational and racing functions of the site. They will not result in any adverse physical or visual impacts and are reversible if needed in the future should the additional lighting become obsolete. The new generators are acceptable from a heritage perspective. While the generators will be visible within the infield, it is recommended as part of this HIS that appropriate screening is provided to reduce the visual impact of these elements. We recommend that a timber or perforated metal enclosure or fence be erected to contain these elements.</p> <p>e. No changes to the landform of the site are proposed.</p> <p>f. No changes to the landscaping, including vegetation or ornaments, are proposed as part of this project.</p> <p>g. The proposed lighting columns will increase the amenity of Royal Randwick and facilitate the future night racing events proposed. The lighting will enhance patron safety throughout the site during these events, and assist with pedestrian access throughout the site. As such, the proposed lighting columns are considered appropriate for the site and meet this requirement in optimising the experience for patrons, including safety and permeability within the site.</p>

Figure 23 – Extract of diagram showing views identified in the Randwick Comprehensive DCP 2013



Source: Randwick Comprehensive Development Control Plan 2013, Section E3, p.19

Figure 24 – Visual Impact Assessment – View legend for impact analysis by Sturt Noble



Figure 7.1 Visual Envelope Map and View Points

Source: Sturt Noble Associates, Visual and Landscape Impact Report, Issue D

Figure 25 – Visual Impact Assessment – View From the picnic area in Centennial Park, looking south



Figure 7.2 View 1 - Existing



Figure 7.3 View 1 - Proposed

Source: Sturt Noble Associates, Visual and Landscape Impact Report, Issue D

Figure 26 – Visual Impact Assessment – View From 32 Alison Road, looking south west



Figure 7.4 View 2 - Existing



Figure 7.5 View 2 - Proposed

Source: Sturt Noble Associates, Visual and Landscape Impact Report, Issue D



Figure 27 – Visual Impact Assessment – View from Cowper Street, looking west



Figure 7.6 View 3 - Existing



Figure 7.7 View 3 - Proposed

Source: Sturt Noble Associates, Visual and Landscape Impact Report, Issue D

Figure 28 – Visual Impact Assessment – View From the private terrace of 94 Alison Road, looking south west



Figure 7.8 View 4 - Existing



Figure 7.9 View 4 - Proposed

Source: Sturt Noble Associates, Visual and Landscape Impact Report, Issue D

Figure 29 – Visual Impact Assessment – View From the level 6 communal roof top space of UNSW college by Gate 5, looking north west



Figure 7.10 View 5 - Existing



Figure 7.11 View 5 - Proposed

Source: Sturt Noble Associates, *Visual and Landscape Impact Report, Issue D*

Figure 30 – Visual Impact Assessment – View From a level 7 unit in the UNSW college by Gate 2, looking north



Figure 7.12 View 6 - Existing



Figure 7.13 View 6 - Proposed

Source: Sturt Noble Associates, Visual and Landscape Impact Report, Issue D

Figure 31 – Visual Impact Assessment – View from the Racecourse entry on High Street, looking north



Figure 7.14 View 7 - Existing



Figure 7.15 View 7 - Proposed

Source: Sturt Noble Associates, Visual and Landscape Impact Report, Issue D

Figure 32 – Visual Impact Assessment – View From the level 3 balcony of 150 Doncaster Avenue, looking east



Figure 7.16 View 8 - Existing



Figure 7.17 View 8 - Proposed

Source: Sturt Noble Associates, Visual and Landscape Impact Report, Issue D

Figure 33 – Visual Impact Assessment – View From the terrace in front of the new grandstand, looking south east



Figure 7.18 View 9 - Existing



Figure 7.19 View 9 - Proposed

Source: Sturt Noble Associates, Visual and Landscape Impact Report, Issue D

Clause	Discussion
<p><u>3.4 Built Form</u></p> <p>a. New development is to comply with the following planning and design guidelines for each Precinct.</p> <p><b>Infield Precinct</b></p> <ul style="list-style-type: none"> <li>• Permanent buildings are prohibited other than necessary low scale shelters for training, racing, services, entrance structures and the like.</li> <li>• The open field area is to be used as the main car park for race days and for irregular recreation and entertainment events.</li> <li>• Structures are to optimise sight lines to racing from the grandstands and seating areas in the Spectator Precinct.</li> </ul> <p><b>Midfield Precinct</b></p> <ul style="list-style-type: none"> <li>• Permanent buildings are prohibited other than necessary low scale shelters for training, racing, services, entrance structures and the like.</li> <li>• New spectator facilities are to be provided as low scale temporary marquees etc or simple service structures.</li> <li>• Structures are to optimise sight lines to racing from the grandstands and seating areas in the Spectator Precinct.</li> <li>• In conjunction with new spectator facilities, landscaping which enhances the utility of new facilities and implements the storm water strategy (eg. any required flood paths and compensatory storm water detention structures) is to be provided.</li> </ul>	<p>a. The proposed lighting columns are new service infrastructure columns to facilitate the proposed night racing events at Royal Randwick. They are permanent structures but effectively reversible should they ever need removal, and their eventual removal would not result in detrimental impacts to significant fabric of landscapes throughout the site.</p> <p>The proposed lighting columns will not obscure views within the site from the Spectator Precinct and the Race Track precinct. Lighting columns directed south-east to light the Race Track and Spectator Precinct will be located behind the Member's Stand so as to prevent interruption to these significant sight lines and this connection between the public viewing platforms and the race tracks themselves. The pole immediately adjacent to the Member's Stand heritage item has been reduced in height throughout design development to minimise impacts where possible.</p> <p>The new electricity generators will support the new development and facilitate the ongoing recreational and racing functions of the site. They will not result in any adverse physical or visual impacts and are reversible if needed in the future should the additional lighting become obsolete. The new generators are acceptable from a heritage perspective.</p> <p>The new electricity generators will support the new development and facilitate the ongoing recreational and racing functions of the site. They will not result in any adverse physical or visual impacts and are reversible if needed in the future should the additional lighting become obsolete. The new generators are acceptable from a heritage perspective. While the generators will be visible within the infield, it is recommended as part of this HIS that appropriate screening is provided to reduce the visual impact of these elements. We recommend that a timber or perforated metal enclosure or fence be erected to contain these elements.</p>



## 6.2. HERITAGE DIVISION GUIDELINES

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

Table 5 – Heritage Division Guidelines, relevant guideline impact assessment

Guideline	Discussion
<p>The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:</p>	<p>The proposed works have been assessed to be minimal and appropriate in their setting as they will have no physical or detrimental impact on the significant built, landscape or view components of the site.</p> <p>It is acknowledged that the proposed works will have a negligible visual impact on the C13 Randwick Heritage Conservation Area. However, the works will facilitate the overall increased amenity of the site, and are necessary to Royal Randwick meeting its objectives to provide a thoroughbred racing, training and spectator facility of highest quality for its patrons, and to facilitate the precinct's future as an economic and tourism destination.</p> <p>The proposed lighting columns will not obscure views within the site from the Spectator Precinct and the Race Track precinct. Lighting columns directed south-east to light the Race Track and Spectator Precinct will be located behind the Member's Stand so as to prevent interruption to these significant sight lines and this connection between the public viewing platforms and the race tracks themselves.</p> <p>The new electricity generators will support the new development and facilitate the ongoing recreational and racing functions of the site. They will not result in any adverse physical or visual impacts and are reversible if needed in the future should the additional lighting become obsolete. The new generators are acceptable from a heritage perspective. While the generators will be visible within the infield, it is recommended as part of this HIS that appropriate screening is provided to reduce the visual impact of these elements. We recommend that a timber or perforated metal enclosure or fence be erected to contain these elements.</p>
<p>The following aspects of the proposal could detrimentally impact on heritage significance. The reasons are explained as well as the measures to be taken to minimise impacts:</p>	<p>The proposed lighting columns are new service infrastructure columns to facilitate the proposed night racing events at Royal Randwick. They are permanent structures but effectively reversible should they ever need removal, and their eventual removal would not result in detrimental impacts to significant fabric of landscapes throughout the site.</p>
<p><b>New development adjacent to a heritage item</b></p> <p>How does the new development affect views to, and from, the heritage item?</p> <p>What has been done to minimise negative effects?</p> <p>How is the impact of the new development on the heritage significance of the item or area to be minimised?</p>	<p>There are no proposed physical works to any of the significant built elements across the site. The only identified impact on these elements will be a change to the existing views to and from the buildings as a result of the installation of new lighting columns within the Race Track and Spectator Precinct.</p> <p>This change is minor in the context of other contemporary infrastructure and buildings which have been constructed in proximity to these significant buildings, in particular in proximity to the Member's Stand. The proposed lighting columns will complement the existing racecourse infrastructure, and will improve the amenity of the</p>

Guideline	Discussion
<p>Why is the new development required to be adjacent to a heritage item?</p> <p>How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?</p> <p>Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?</p> <p>Is the new development sympathetic to the heritage item?</p> <p>In what way (e.g. form, siting, proportions, design)?</p> <p>Will the additions visually dominate the heritage item?</p> <p>How has this been minimised?</p> <p>Will the public, and users of the item, still be able to view and appreciate its significance?</p>	<p>patrons from the Spectator Precinct when participating in night racing events.</p> <p>The proposed lighting columns will be visible from the existing buildings on the site within the Spectator Precinct, and from the Member's Stand (being the only individual heritage item within Royal Randwick). The lighting columns directed south-east to light the Race Track and Spectator Precinct will be located behind the Member's Stand (to the north-west) so as to prevent interruption to significant sight lines and the connection between the public viewing platforms and the race tracks themselves.</p> <p>The proposed lighting columns will clearly read as a contemporary insertion into the racecourse landscape, and will not confuse the understanding of the history or significance of the racecourse. The columns will be effectively reversible, and any future proposal to remove them will not result in any adverse impacts on the existing significant buildings, landscape or view components of the site.</p> <p>The proposed lighting columns will be partially visible from the southern picnic area portion of Centennial Park. However, the columns will be a minor addition to the existing view of buildings and infrastructure at Royal Randwick that is already partially visible. The proposed new columns will not be visible from the majority and northern portions of the Centennial Park site.</p> <p>The proposed lighting columns may be partially visible from the rear gardens of the adjoining heritage items on Doncaster Avenue. However, these views are only secondary views from the heritage items from the rear of the properties and will not impact upon the individual item's significance. The proposed new columns will not impact on views towards proximate heritage items.</p> <p>The new electricity generators will support the new development and facilitate the ongoing recreational and racing functions of the site. They will not result in any adverse physical or visual impacts and are reversible if needed in the future should the additional lighting become obsolete. The new generators are acceptable from a heritage perspective. While the generators will be visible within the infield, it is recommended as part of this HIS that appropriate screening is provided to reduce the visual impact of these elements. We recommend that a timber or perforated metal enclosure or fence be erected to contain these elements.</p> <p>The proposed works will not obscure or detract from the ability to read Royal Randwick as a large-scale and significant racecourse site, and the proposed works will not impact on the ability to interpret the history and use of the site.</p> <p>The proposed works are complementary to the historic use of the site and are acceptable interventions to facilitate this ongoing use. The new lighting poles form part of expected infrastructure required to support ongoing racing activities for a world class facility such as Royal Randwick. The continued successful operation of racing</p>

Guideline	Discussion
<p><b>Tree removal or replacement</b></p> <p>Does the tree contribute to the heritage significance of the item or landscape?</p> <p>Why is the tree being removed?</p> <p>Has the advice of a tree surgeon or horticultural specialist been obtained?</p> <p>Is the tree being replaced? Why? With the same or a different species?</p>	<p>activities on the site is the best means of conservation of the heritage values of the place.</p> <p>The proposed works have been assessed to have no impact on the potential archaeological resource of the site (refer Section 6.3).</p> <p>No 'exceptional' or 'high' graded trees are proposed to be removed as part of the proposed works. The Sturt Noble Visual and Landscape Impact report prepared for this project (dated 20.11.2020) concludes that no pruning of existing trees is required to facilitate the proposed works, however recommends that an arboriculture impact assessment is undertaken to ensure there are no impacts to existing vegetation.</p>

## 6.3. ARCHAEOLOGICAL IMPACT REVIEW

It is beyond the scope of Urbis's Heritage Impact Statement to assess the archaeological potential of the site or the potential archaeological impact of the proposal. Urbis's Heritage Impact Statement is limited to an assessment of the built (European) heritage impacts of the proposal. The archaeological assessments required for the project have been undertaken by expert archaeologists as summarised below.

### 6.3.1. Aboriginal Archaeological Resource

The Aboriginal Heritage Due Diligence Assessment prepared by McCardle Cultural Heritage (dated 24 October 2017) has been undertaken to address the SEARs. This Aboriginal Heritage Due Diligence Assessment has the following relevant conclusions:

*No archaeological sites or PADs were identified and the project area is heavily disturbed through past landuses and as such there are no impacts to the archaeological record. The cumulative impact to Aboriginal heritage in the area is assessed as being limited given that:*

- *The net development footprint (i.e. the area of direct impact) is small and does not affect an original landform;*
- *The project area is highly disturbed through past land uses that resulted in the complete removal of all original landforms and any cultural materials contained within*
- *No sites or PADs were identified; and*
- *The placement of the development within this area, in particular within a highly disturbed context, ensures the cumulative impacts are focused in the areas of lower to no potential and therefore are kept to a minimum.*

*The following recommendations are provided:*

*1) The persons responsible for the management of onsite works will ensure that all staff, contractors and others involved in construction and maintenance related activities are made aware of the statutory legislation protecting sites and places of significance. Of particular importance is the National Parks and Wildlife Amendment (Aboriginal Objects and Aboriginal Places) Regulation 2010, under the National Parks and Wildlife Act 1974,*

*2) Should any Aboriginal objects be uncovered during works, all work will cease in that location immediately and the Environmental Line contacted, and*

*3) If site 45-5-3968 (isolated find located outside the project area) will be impacted by the proposed development an AHIP will be required.*

In addition to the above, we have included hereunder an extract from the 2006 CMP showing the area of 'Aboriginal Archaeological Sensitivity' which demonstrates that the subject site pole locations are located within the 'Low Aboriginal Sensitivity' area.

Figure 34 – Map of Aboriginal archaeological sensitivity

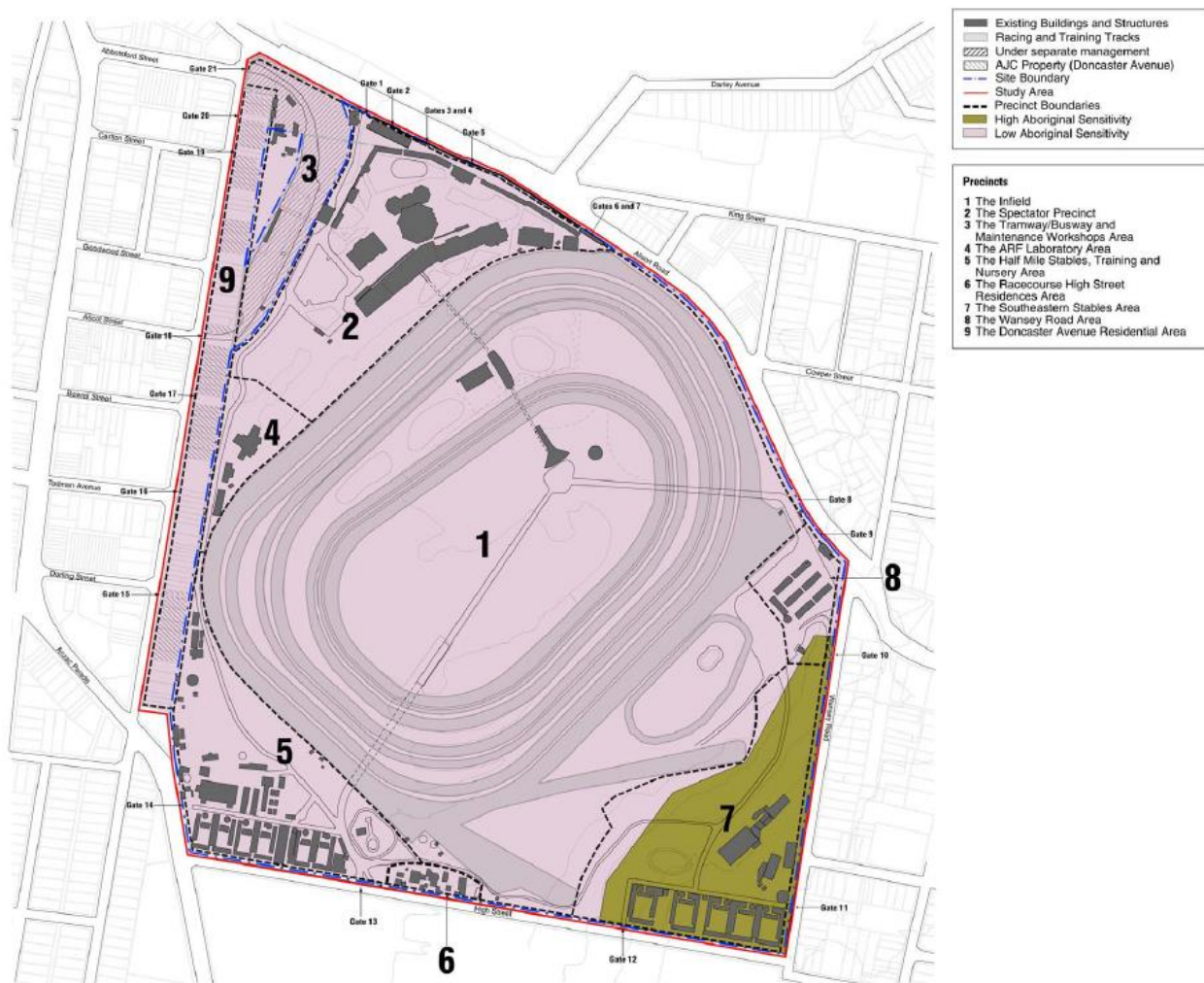


Figure 5.3 Areas of Potential Aboriginal Archaeological Values.  
 Royal Randwick Racecourse—Conservation Management Plan—Volume 1: Main Report—Final Draft, December 2006

Source: GML 2006, Randwick Racecourse CMP

### 6.3.2. Historical Archaeological Resource

The following historical archaeological resource assessment has been taken directly from the *Draft Randwick Racecourse Conservation Management Plan 2006* prepared by Godden Mackay Logan.

*The historical archaeological resource potentially reflects the development of the site from c. 1860-1930 through the sequence of the construction of the grandstands, the changing alignments of the race day stalls and the construction of various other buildings on the site; in particular, the areas in and around the grandstands and to their south, and within the Saddling Paddock area (Precinct 2) which may feature evidence of the now demolished earlier Tea House, bar, hospital, St Leger Totaliser, motor stalls, turnstiles and toilets.*

*A detailed assessment of historical archaeological significance has been set out in Section 3.0 of Appendix D [of the Draft Randwick Racecourse Conservation Management Plan 2006]. While the potential remains could provide information about the location and size of former structures, the high levels of disturbance across the site are likely to limit the information that can be derived. The evidence is likely to be fragmentary and unlikely to provide information that would add to that already*

known from the historical resource. The historical archaeological resource at Royal Randwick is therefore considered to be of Little significance.<sup>1</sup>

In addition to the above, we have included hereunder an extract from the 2006 CMP showing the area of 'Historical Archaeological Significance'.

Figure 35 – Map of historical archaeological sensitivity

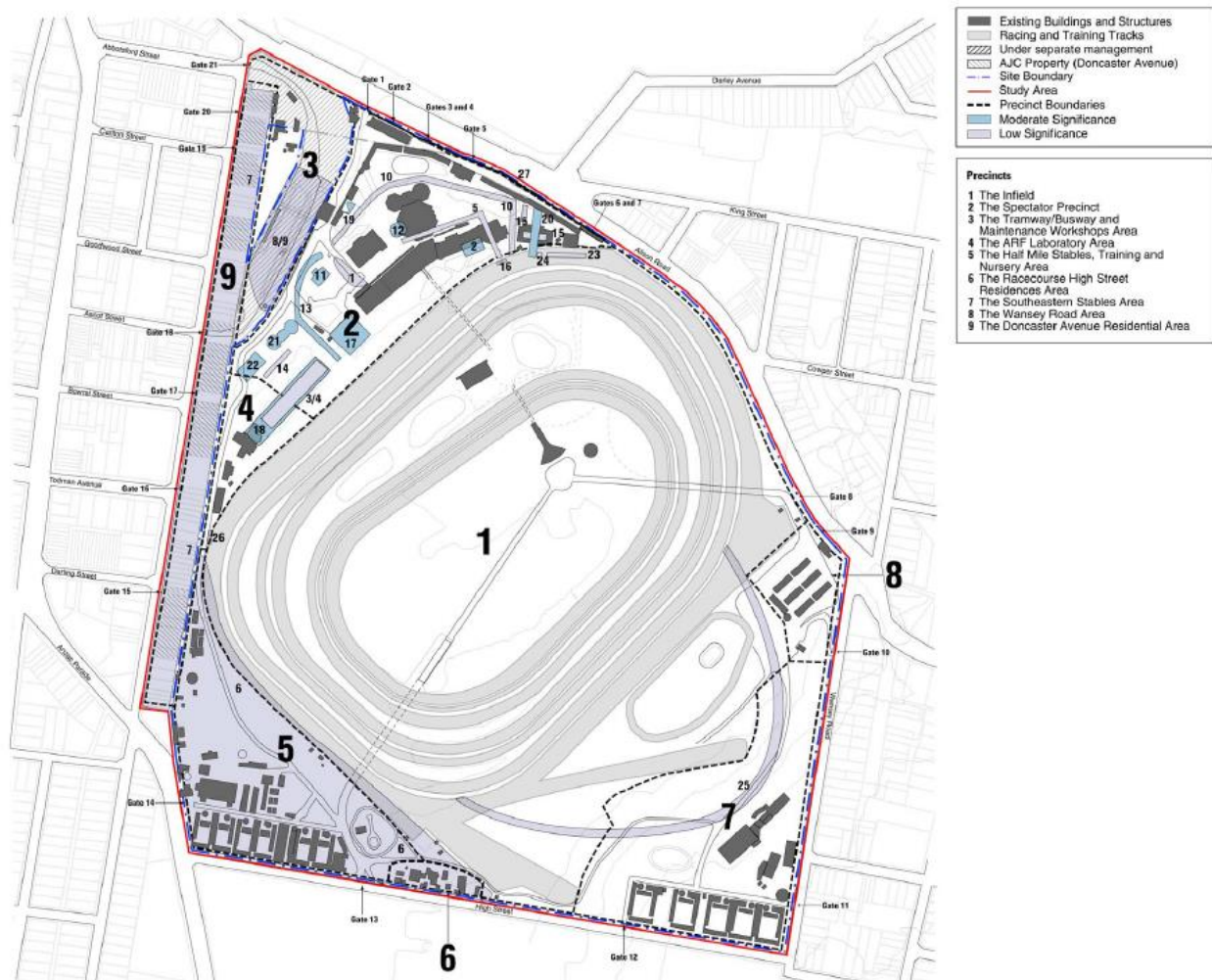


Figure 5.4 Potential Historical Archaeological Significance.

Royal Randwick Racecourse—Conservation Management Plan—Volume 1: Main Report—Final Draft, December 2006

Source: GML 2006, Randwick Racecourse CMP

<sup>1</sup> Godden Mackay Logan 2006, Randwick Racecourse Conservation Management Plan, Sydney, p.137

## 6.4. DRAFT RANDWICK RACECOURSE CONSERVATION MANAGEMENT PLAN, DECEMBER 2006 (GODDEN MACKAY LOGAN)

The proposed works have been assessed with reference to the *Draft Randwick Racecourse Conservation Management Plan* prepared by Godden Mackay Logan heritage consultants in 2006.

Table 6 – Draft Conservation Management Plan 2006 – Impact Assessment

Policy	Discussion
<p><u>Policy 7 – Minimising Impacts of Adverse Change</u></p> <p>Any adverse impacts related to proposed change / development on the heritage significance of the Royal Randwick site as a whole or on any of its significant individual components, should be minimised by;</p> <ul style="list-style-type: none"> <li>• Exercising caution and reviewing the necessity and /or role of any decision with potentially detrimental heritage impacts;</li> <li>• Examining options and their relative impacts to determine the outcome with least detrimental effects; and</li> <li>• 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.</li> </ul>	<p>The proposed works have been assessed to be appropriate in their setting as they will have no physical or adverse impact on the significant built, landscape or view components of the site, for the reasons outlined within this report.</p> <p>The proposed lighting columns are new service infrastructure columns to facilitate the proposed night racing events at Royal Randwick. They are permanent structures but effectively reversible should they ever need removal, and their eventual removal would not result in detrimental impacts to significant fabric of landscapes throughout the site.</p> <p>The new electricity generators will support the new development and facilitate the ongoing recreational and racing functions of the site. They will not result in any adverse physical or visual impacts and are reversible if needed in the future should the additional lighting become obsolete. The new generators are acceptable from a heritage perspective. While the generators will be visible within the infield, it is recommended as part of this HIS that appropriate screening is provided to reduce the visual impact of these elements. We recommend that a timber or perforated metal enclosure or fence be erected to contain these elements.</p>
<p><u>Policy 9 – Heritage Impact assessment</u></p> <p>Specific Development Applications involving change at the Royal Randwick site and to individual significant components will require heritage impact assessment. A Heritage Impact Statement will need to set out the options examined and how the proposal(s) comply with the policies in this CMP and any relevant Specific Element Conservation Policies.</p>	<p>This Heritage Impact Statement has been prepared to accompany an Environmental Impact Statement (EIS) for proposed works to Royal Randwick, in accordance with the Secretary’s Environmental Assessment Requirements (SEARs) issued for the project on 21 September 2017.</p>
<p><u>Policy 18 – Specific Elements Conservation Policies</u></p> <p>Detailed conservation policies should be prepared for individual components assessed as being of Exceptional or High significance in accordance with the recommendations and frameworks set out in [this CMP].</p> <p>The Specific Elements Conservation Policies (SECPs) should work within the broader policies developed for the Royal Randwick site within the CMP.</p>	<p>We are not aware of any SECPs that have been prepared for the location or elements where proposed works are being undertaken.</p>

Policy	Discussion
<p><u>Policy 22 – Interpretation as Part of New Development</u></p> <p>Appropriate measures to interpret the history and significance of the Royal Randwick site as a whole should be incorporated into any future development proposals for the site.</p>	<p>There have been numerous interpretation plans prepared for the broader site previously. The proposed works as described herein will not impact on the ability to read and interpret the existing racetrack, buildings and elements of significance. An additional interpretation plan is not considered necessary as part of this proposal.</p>
<p><u>Policy 43 – Landscape Management</u></p> <p>Management of trees and shrubs at the racecourse site of Exceptional or High significance should only be carried out by personnel experienced in working in heritage landscapes. The work should conform to relevant Australian standards (eg AS 4373 Formative Pruning) and current best practice in arboriculture as recommended by relevant industry representative groups</p> <p>Decisions on whether to retain or remove particular trees should be based on their safety, relative significance, amenity value and contribution to the landscape as whole.</p> <p>Weeds and problem species such as lantana, privet, castor oil plant, asparagus fern, Mickey Mouse plant, African Olive, cobbler’s pegs should be controlled and/or removed under ongoing maintenance programs in collaboration with adjoining landholders.</p> <p>The presence of any feral animals such as feral cats should be monitored and any adverse impacts on significant landscape components and areas, vegetation and wildlife recorded (eg damage caused by possums).</p>	<p>No ‘exceptional’ or ‘high’ graded trees are proposed to be removed as part of the proposed works. The Sturt Noble Visual and Landscape Impact report prepared for this project (dated 20.11.2020) concludes that no pruning of existing trees is required to facilitate the proposed works, however recommends that an arboriculture impact assessment is undertaken to ensure there are no impacts to existing vegetation.</p>
<p><u>Policy 51 – Conservation of Significant Landscape Components</u></p> <p>Significant landscape components should be conserved in accordance with their level of significance/contribution.</p>	<p>The proposed lighting columns will be visible across the landscape of Royal Randwick, from the existing buildings on the site within the Spectator Precinct, and from the Member’s Stand (being the only individual heritage item within Royal Randwick). However, the proposed lighting columns will complement the existing racecourse infrastructure, and will improve the amenity and safety of the patrons from the Spectator Precinct when participating in night racing events.</p> <p>The proposed lighting columns will clearly read as a contemporary insertion into the racecourse landscape, and will not confuse the understanding of the history or significance of the racecourse. The columns will be effectively reversible, and any future proposal to remove them will not result in any adverse impacts on the existing significant buildings, landscape or view components of the site.</p> <p>The new electricity generators will support the new development and facilitate the ongoing recreational and racing functions of the site. They will not result in any adverse physical or visual impacts and are</p>



Policy	Discussion
	<p>reversible if needed in the future should the additional lighting become obsolete. The new generators are acceptable from a heritage perspective. While the generators will be visible within the infield, it is recommended as part of this HIS that appropriate screening is provided to reduce the visual impact of these elements. We recommend that a timber or perforated metal enclosure or fence be erected to contain these elements.</p>
<p><u>Policy 59 – Conservation of Significant Historic Views</u></p> <p>Significant historic views to and from Royal Randwick should be conserved as much as possible, particularly to and from the northern parts of the racecourse site. These views are:</p> <ul style="list-style-type: none"> <li>• Views to the racecourse from the northwest, along Alison Road;</li> <li>• Views to the racecourse from the east, along Alison Road;</li> <li>• Views to the racecourse from the north, along Darley Road and from within Centennial Park;</li> <li>• Views from the grandstands and the St Leger Reserve Area to the south over the racing and training tracks to the wooded slopes to the east and southeast.</li> </ul>	<p>A detailed visual impact assessment has been undertaken by Sturt Noble. Extracts of these images are included at Section 6.1.2 of this report. These demonstrate that the propose lighting columns have a minor visual impact, only in that they will be visible. However, given the use of the site, and the immediate context and proposed site-wide refurbishment, the proposed lighting columns are considered appropriate and complementary to the existing infrastructure required at the racecourse.</p>

Policy	Discussion
<p><u>Policy 73 – Design Principles</u></p> <p>The following criteria will need to be satisfied in order to conserve existing significant built elements, 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;  <i>[only relevant included]</i></p> <ul style="list-style-type: none"> <li>• The significant physical, functional and visual relationships between groups or complexes of heritage landscapes and buildings should be retained.</li> <li>• 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.</li> <li>• 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.</li> </ul>	<p>The proposed works will not physically impact on or interrupt any existing relationships between groups or complexes of buildings on the site.</p> <p>The proposed lighting columns will be located sporadically around the site to provide lighting to the racetrack and Spectator Precinct to enhance the amenity and safety of future night racing events, and the columns will not intrude of any significant built structures or significant vegetation (as discussed previously).</p> <p>The proposed lighting columns will clearly read as a contemporary insertion into the racecourse landscape, and will not confuse the understanding of the history or significance of the racecourse.</p>

## 7. CONCLUSION AND RECOMMENDATIONS

The proposed works as detailed herein have been assessed to be appropriate within the context and setting of Royal Randwick, as they will have no physical or detrimental impact on the significant built, landscape or view components of the site for the following reasons:

- There are no proposed physical works to any of the significant built elements across the site. The only identified impact on these elements will be a change to the existing views to and from the buildings as a result of the installation of new lighting columns within the Race Track and Spectator Precinct.
- This change is minor in the context of other contemporary infrastructure and buildings which have been constructed in proximity to these significant buildings, in particular in proximity to the Member's Stand. The proposed lighting columns will complement the existing racecourse infrastructure, and will improve the amenity of the patrons from the Spectator Precinct when participating in night racing events.
- The proposed lighting columns will be visible from the existing buildings on the site within the Spectator Precinct, and from the Member's Stand (being the only individual heritage item within Royal Randwick). The lighting columns directed south-east to light the Race Track and Spectator Precinct will be located behind the Member's Stand (to the north-west) so as to prevent interruption to significant sight lines and the connection between the public viewing platforms and the race tracks themselves.
- The proposed lighting columns will clearly read as a contemporary insertion into the racecourse landscape, and will not confuse the understanding of the history or significance of the racecourse. The columns will be effectively reversible, and any future proposal to remove them will not result in any adverse impacts on the existing significant buildings, landscape or view components of the site.
- The proposed lighting columns will be partially visible from the southern picnic area portion of Centennial Park. However, the columns will be a minor addition to the existing view of buildings and infrastructure at Royal Randwick that is already partially visible. The proposed new columns will not be visible from the majority and northern portions of the Centennial Park site.
- The proposed lighting columns may be partially visible from the rear gardens of the adjoining heritage items on Doncaster Avenue. However, these views are only secondary views from the heritage items from the rear of the properties and will not impact upon the individual item's significance. The proposed new columns will not impact on views towards proximate heritage items.
- The new electricity generators will support the new development and facilitate the ongoing recreational and racing functions of the site. They will not result in any adverse physical or visual impacts and are reversible if needed in the future should the additional lighting become obsolete. The new generators are acceptable from a heritage perspective. While the generators will be visible within the infield, it is recommended as part of this HIS that appropriate screening is provided to reduce the visual impact of these elements. We recommend that a timber or perforated metal enclosure or fence be erected to contain these elements.
- The proposed works will not obscure or detract from the ability to read Royal Randwick as a large-scale and significant racecourse site, and the proposed works will not impact on the ability to interpret the history and use of the site.
- The proposed works are complementary to the historic use of the site and are acceptable interventions to facilitate this ongoing use. The new lighting poles form part of expected infrastructure required to support ongoing racing activities for a world class facility such as Royal Randwick. The continued successful operation of racing activities on the site is the best means of conservation of the heritage values of the place.

Overall, the works will facilitate the increased amenity and safety of the site in the context of future night racing events, and are necessary to Royal Randwick meeting its objectives to provide a thoroughbred racing, training and spectator facility of highest quality for its patrons, and to facilitate the precinct's future as an economic and tourism destination. The proposed works contribute to the safeguarding of the continued use of Royal Randwick for racing events, and as such will conserve the intangible significance of the site. The proposed works are considered to be appropriate and complementary to the character of the Randwick Heritage Conservation Area, and to have no adverse heritage impact on the proximate heritage items.

The proposed works are supported from a heritage perspective and are recommended for approval subject to the following recommendations:

- The proposed generators will be visible within the infield, it is recommended as part of this HIS that appropriate screening is provided to reduce the visual impact of these elements. We recommend that a timber or perforated metal enclosure or fence be erected to contain these elements. Additional vegetation would assist in reducing the visual prominence of these elements and maintaining the landscaped nature and character of the place.

# 8. BIBLIOGRAPHY AND REFERENCES

## 8.1. BIBLIOGRAPHY

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*[Note: Some government departments have changed their names over time and the above publications state the name at the time of publication.]*

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