

HOTEL AND JOCKEYS' CONVALESCENT LODGE

HERITAGE IMPACT STATEMENT

Flemington Racecourse, 550 Epsom Road, Flemington

March 2024

Prepared for

PACE
Development Group

Prepared by

LOVELL CHEN

ACKNOWLEDGEMENT OF COUNTRY

This report was prepared on the lands of the Wurundjeri people who have been custodians of this land for thousands of years. We acknowledge their stories, connection to land, water and culture which is embedded in Country. We pay our respects to their Elders past and present and acknowledge that this report includes a post-contact history that forms only a small part of the ongoing story.

Flemington Racecourse is located on the lands of the Wurundjeri people, who are, and have always been the custodians of this land. We pay our respects to the Elders past and present, and acknowledge the stories, traditions and cultures of all Aboriginal and Torres Strait Islander people.

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The following quality assurance register documents the development and issue of this report prepared by Lovell Chen Pty Ltd in accordance with our quality management system.

Project no.	Issue no.	Description	Issue date	Approval
8832	1	Heritage Impact Statement	6/09/2023	PL
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Referencing

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Cover image: Interior Jockeys' Convalescent Lodge, 2019

Source: Hin Lim Photography on behalf of Pace Development Group

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1.0 INTRODUCTION

This heritage impact statement (HIS) has been prepared for Pace Development Group Pty Ltd in relation to a permit application for the redevelopment of the site located at 550 Epsom Road, Flemington, which falls within the Victorian Heritage Register extent of registration for Flemington Racecourse (H2220).

This permit application relates to a proposal to construct a 6-level hotel at the north-eastern corner of the Flemington Racecourse site adjacent to the former Jockeys' Convalescent Lodge (JCL) (Figure 1.) The proposal also entails works to activate the JCL and landscape works that reinstate the perimeter hedge and circular garden setting of the JCL, which satisfies condition 1.9 of Heritage Victoria Permit P28548.

This iteration of the HIS (issued in March 2024) is an update from the initial version dated August 2023 and lodged with Heritage Victoria in September 2023. The updated version has been prepared in response to Requests for Information (RFIs) and subsequent meetings with Heritage Victoria in the latter months of 2023. These led to a redesign of the proposed hotel in March 2024, and this HIS addresses the redesigned scheme.



Figure 1 Detail, recent satellite imagery showing the JCL at the north-eastern corner of the broader Flemington Racecourse site
Source: Nearmap, captured 24 April 2023

1.1 Background to the application

1.1.1 *Heritage Victoria permit (P28548)*

In November 2019 Pace Development Group Pty Ltd obtained from Heritage Victoria a permit (P28548) for the construction of a multi-residential tower immediately to the north of the JCL located on the

same parcel of land to which this HIS relates, 550 Epsom Road, Flemington. The 15-level residential tower (for which construction has commenced), is sited between the JCL to the south and the Victoria Racing Club offices to the north-west. The conditions of Permit P28548 were the subject of an appeal to the Heritage Council of Victoria (HCV) and the HCV Registrations and Reviews Committee handed down a determination on 22 May 2019. Of the conditions of Permit P238548 as issued May 30, 2019 the following relate specifically to the JCL:

- Condition 1.8: A Conservation Schedule of all internal and external conservation and repair works for the former Jockeys' Convalescent Lodge prepared by the consultant approved under condition 1.4. When approved by the Executive Director, Heritage Victoria, the schedule will be endorsed as part of this permit and must be implemented within the permit validity period.
- Condition 1.9: A revised Landscape Plan for the former Jockeys' Convalescent Lodge prepared by a suitability qualified landscape architect that includes:
 - 1.9.1. A stormwater drainage and irrigation plan, including details of any additional services including but not limited to water, power gas and phone.
 - 1.9.2. Provision of planted hedge in the location shown as 'existing hedge to be retained' or 'reinstated hedge' on the landscape plan prepared by John Patrick Pty Ltd dated 7 March 2019. The planted hedge may be planted with *Pittosporum undulatum* or another plant species suitable for hedging.
 - 1.9.3. Provision of a curved natural stone path that provides for the interpretative continuation of the planted hedge in the form and location shown on the landscape plan prepared by John Patrick Pty Ltd dated 7 March 2019.
 - 1.9.4. Provision of a path leading from the front door of the Lodge to the perimeter garden hedge and lawn as shown on the landscape plan prepared by John Patrick Pty Ltd dated 7 March 2019.
 - 1.9.5. Plants that formed part of the historical planting scheme for the broader Flemington site.
 - 1.9.6. A widened and distinctive north-east pedestrian accessway between Epsom Road and the former Jockeys' Convalescent Lodge consistent with the amended drawings prepared by ARM Architecture dated 14 February 2019.
 - 1.9.7. An inventory of ground treatment materials and colours, all proposed permanent elements including fencing and paving and proposed plantings.
- Condition 1.10: A Historical Archaeological Assessment report that identifies whether the works may impact any potentially significant historical archaeological remains. If the report identifies potential impact on significant historical archaeological remains, a historical archaeological program must be approved in writing by, and completed to the satisfaction of, the Executive Director, Heritage Victoria, prior to the commencement of any works approved by this permit.

- Condition 1.11: A Heritage Interpretation Plan prepared by a suitability qualified interpretation specialist that includes permanent and fixed interpretation of the history and heritage significance of the former Jockeys' Convalescent Lodge. When approved by the Executive Director, Heritage Victoria, the plan will be endorsed as part of this permit and must be implemented within the permit validity period.
- Condition 2: At the completion of all works approved by this permit (including works required by permit conditions) a final dilapidation report must be approved in writing by the Executive Director Heritage Victoria. The report must compare the condition of the former Jockeys' Convalescent Lodge pre-work and post-work and include recommendations for any repair works required to rectify any damage that might have occurred because of the adjacent development. When approved by the Executive Director, Heritage Victoria, the report will be endorsed as part of this permit and all recommendations must be implemented within the permit validity period.

In relation to the above conditions:

- Conservation works to the JCL, both internally and externally were completed in 2019
- A Historical Archaeological Assessment was completed by Andrew Long & Associates on 8 November 2019 and endorsed by Heritage Victoria on 13 January 2020
- A Heritage Interpretation Plan was completed by Lovell Chen and endorsed by Heritage Victoria in December 2019 in order to allow commencement of works for P28548. Implementation within the life of the permit is still to occur.
- A Landscape Plan in response to condition 1.9 was endorsed in December 2019. In consideration of the proposed activation of the land to the east of the Jockeys' Convalescent Lodge, those plans have been revised. Details of the revision have been included within this submission and a revised Landscape Plan will be submitted for endorsement under condition 1.9

1.1.2 Application for Heritage Victoria Permit (P33444)

Pre-application meetings

A pre-application meeting (P33444) with Heritage Victoria was held on 28 July 2020 in which discussion and high-level feedback was sought from Heritage Victoria in response to proposed further development at Flemington Racecourse, including a new multi-level hotel to the east of the JCL and north-west of the Flemington Mews complex at the corner of Smithfield and Epsom roads. In response Heritage Victoria voiced their concern on the following issues:

- The impacts on the JCL which is identified in the 2012 Conservation Management Plan as being specifically built in this location as it was a quiet and restful part of the site
- Whether there were any positive heritage aspects associated with the proposal
- Whether the new ARM tower (P28548) approval has already impacted on the context of the JCL
- Whether the landscaping and activation of the JCL would be positive outcomes
- Whether the proposed tower would be an intrusion into the west side in blocking views from Epsom Road
- The sympathetic and sustainable use for the JCL in the future
- The focus of the proposed landscaping

Following a second meeting with Heritage Victoria on 23 August 2022 in relation to the proposed hotel development at Flemington Racecourse to the east of the JCL, Heritage Victoria issued written comments on 5 September 2022 maintaining their concerns regarding:

- The significant and cumulative impacts of the proposed works on the setting of the JCL
- The risk of permanently and irreversibly isolating the JCL from its context with large-scale modern development either side. There is concern that the current proposal would result in the visual separation of JCL from being understood as an integral element of the Flemington Racecourse
- The lack of clear adaptive reuse for the JCL¹

Additionally, Heritage Victoria expressed uncertainty as to whether the application entailed ‘positive heritage benefits’ given that most discussed benefits were required under conditions of P28548. They also observed that there was no clear demonstration of need or reasonable and economic use to justify new development.

They expressed the view that ‘the proposed new development would be visually intrusive’ and that the JCL:

historically did not have built fabric right up to its boundaries. It is our position that a greater extent of historic unbuilt landscape setting for the building be maintained, particularly in the context of adjoining development which has already been approved.²

Following this advice, Pace Development Group Pty Ltd commissioned Jacksons Clements Burrows Architects (JCB) and landscape architects Taylor and Cullity Pty Ltd (TCL) to prepare a design concept that specifically responded to Heritage Victoria’s concerns. Revised designs and sketches were presented to HV at a third pre-application meeting dated 8 August 2023. In response to this presentation Heritage Victoria sent correspondence that while they acknowledged the redesign of the hotel and viewed the removal of two floors as a positive, serious concerns remained with regards to cumulative impacts and overdevelopment of the site with regards to the heritage values of the JCL. They conveyed that any permit was ‘unlikely to be supported’.³ They also expressed that their preference was that works to activate the JCL be submitted under a separate application. With regards to landscaping under Condition 1.9 of P28548 they were ‘broadly comfortable’ though provided feedback that:

- We would prefer that the amount of decking be reduced; and
- We question the variety of hard landscaping materials in what has historically been approached as a domestic setting.

1.2 Documentation

Reference has been made to the following documentation in the preparation of this HIS:

- Jackson Clements Burrows Architects (JCB), Flemington Racecourse Hotel, Town Planning, 27.03.2024 Heritage Victoria -RFI Response (all Rev 2):
 - TP0-000-101
 - TP1-001
 - TP1-102-110
 - TP2-101-102

- TP3-101
- TP3-111-112
- TP4-101-104
- T.C.L Flemington Former Jockeys’ Convalescent Lodge Sketch Design and Town Planning Report, 18 July 2023
- Lovell Chen, Jockeys Lodge Existing and Proposed Plans HA-1 Rev HV-1 November 2023

2.0 STATUTORY HERITAGE CONTROLS AND LISTINGS

The site for the proposed permit application is situated within the irregular parcel of land located at 550 Epsom Road, north-east of the Flemington Racecourse and immediately east of the JCL. The site is located within the broader site of the Flemington Racecourse which is subject to a number of statutory heritage controls and listings.

2.1 National Heritage List

Flemington Racecourse was included in the National Heritage List (NHL) in November 2006 (Place ID: 105922, Place File No. 2/11/033/0682). It has been assessed as satisfying Criterion A (Historical) and Criterion G(Social).

Places included in the NHL are subject to the requirements of the Commonwealth Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act). Works which will have a significant impact on the NHL values (historical and social) require approval from the Department of Climate Change, Energy, the Environment and Water via an EPBC Act referral. The NHL boundary is shown at Figure 2 and the citation and statement of significance is included at Appendix A. Further discussion of significance and its implications are in Section 6.0

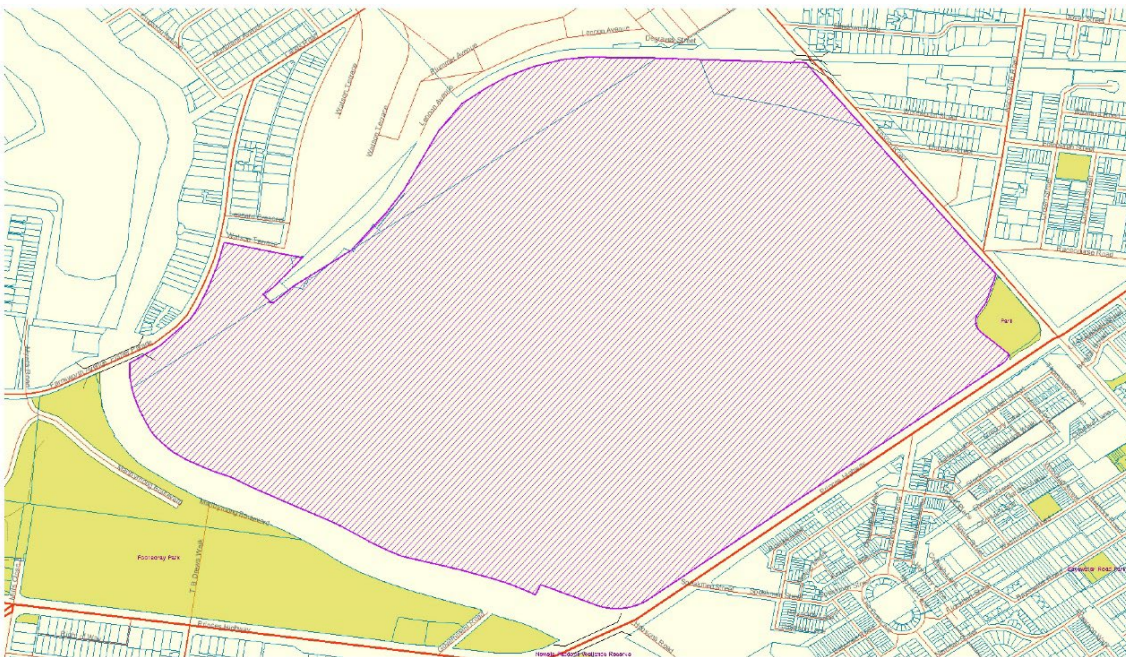


Figure 2 National Heritage List boundary plan
 Source: Department of Climate Change, Energy, the Environment and Water.

2.2 Victorian Heritage Register

Flemington Racecourse (H2220) is included in the Victorian Heritage Register (VHR), maintained by the Victorian Heritage Council, and subject to the *Heritage Act 2017*. The area included in the VHR is to the extent of all the land marked L1, and all the buildings and structures B1-B5, features F1-F10 and objects O1-O2 at Figure, which includes the JCL (B3). Those aspects directly related to the JCL are excerpted below and the full citation is included in Appendix A. The Statement of Significance for Flemington Racecourse is discussed in more detail in Section 6.0

What is significant?

Another initiative of Moore's was to establish a Distressed Jockey's Fund to assist injured jockeys, and in 1893 he built at the course a Jockeys' Convalescent Lodge, designed by the architect William Salway.

The most significant features are: the main race course, including the old distance post, the oldest feature at the course, and the horse walk from the track to the mounting yard; the 1924 Inter-War Stripped Classical style Members' Stand; the remains of the 1880s bluestone stand (part of which lies beneath the Old Hill Stand terraces); the 1880s bluestone walls at the base of the Hill and along Fisher Parade, Leonard Crescent and adjacent to the Hill Gate (which retain some remnant painted signage); the picturesque octagonal former Convalescent Jockeys' Lodge near Epsom Road; the betting ring with its old elm trees, bordered by the 1930s tote buildings and the 1920s men's toilets; the statues of Phar Lap, Bart Cummings and Makybe Diva; the chronographic clock in the VRC Committee Rooms; the 1870s brass bell near the Racecourse Manager's Office; the murals by Harold Freedman depicting the history of thoroughbred racing in the Hill Stand; the Members' Drive, its extensive plantings, and the entrance box at the Epsom Road end; and the plantings, particularly the roses throughout the public and members' areas and the elms at the western end of the course and in the betting ring.

How is it significant?

Flemington Racecourse is of aesthetic, architectural, historical and social significance to the State of Victoria.

Why is it significant?

Flemington Racecourse is architecturally significant for its collection of structures relating to racing in Victoria since the nineteenth century, which demonstrate the various stages of development of the course. The most significant of these are the remaining nineteenth century structures (the 1880s bluestone stand remnants and bluestone walls and the former Convalescent Jockeys' Lodge), the 1920s Members' Stand and betting ring, and the 1930s tote buildings. The remnant of the 1880s bluestone grandstand, though partly hidden beneath the Old Hill Stand terraces, is an interesting example of a nineteenth century grandstand and demonstrates building techniques of the period. The bluestone walls at the base of The Hill and along Fisher Parade and Leonard Crescent are also of interest as examples of nineteenth century bluestone construction. The former Convalescent Jockeys' Lodge is of significance as a possibly unique example in Victoria of a centralised hospital building, a form which became popular in the 1880s in England. It is an exceptional example of a picturesque structure of the late nineteenth century. The

1924 Members' Stand is significant as an unusual and largely intact example of a 1920s Inter-War Stripped Classical style grandstand.

Flemington Racecourse is historically significant as the oldest racecourse in Victoria, which has operated continuously since 1840. It has been the site of the running of the Melbourne Cup since its inception in 1861 until the present day. This is Australia's most famous horse race, which 'stops the nation' and has been a public holiday in Victoria since 1877. The Melbourne Cup has been a stimulus for the arts, including literature, painting, drama, ballet and fashion design. The 1870s chronograph now in the Committee Room, once used to time the races, is significant as a fine example of nineteenth century clockmaking, and as the most famous work of the Melbourne jeweller Thomas Gaunt, who became a household name in Australia and England for his manufacture of large public clocks.

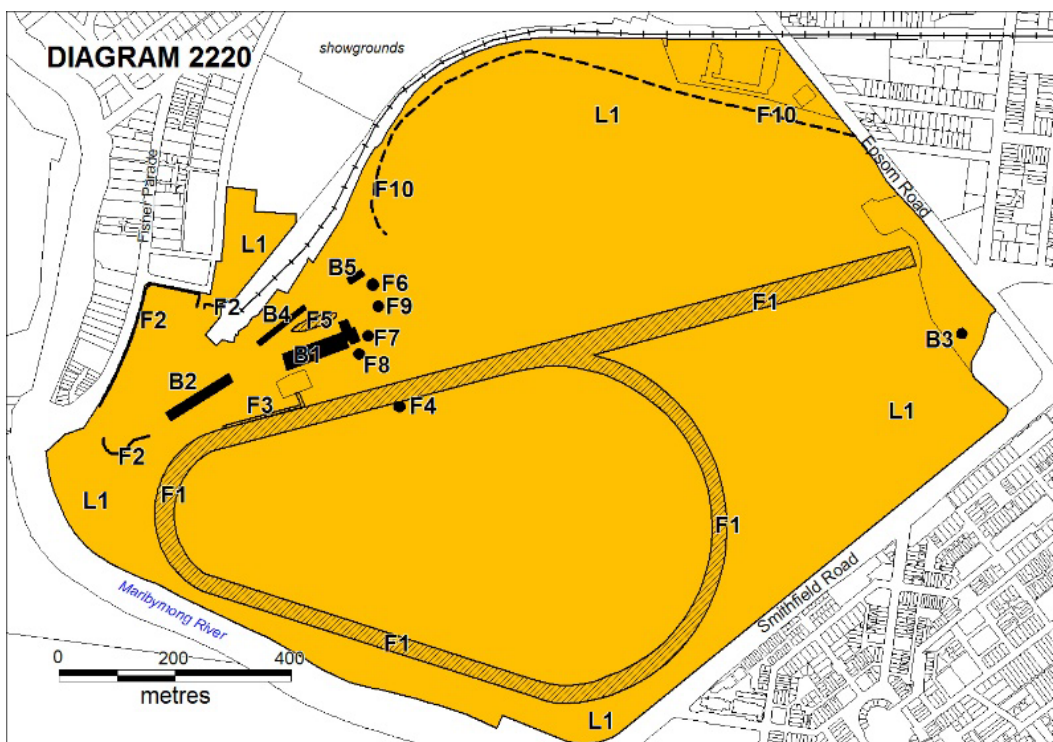


Figure 3 Victorian Heritage Register extent of registration for Flemington Racecourse showing the location of the JCL

Source: Victorian Heritage Database: Flemington Racecourse

<https://vhd.heritagecouncil.vic.gov.au/places/13910#statement-significance>, accessed 22 May 2023

2.3 Melbourne Planning Scheme

Flemington Racecourse is identified as a site-specific Heritage Overlay (HO272) in the Schedule to the Heritage Overlay (HO) of the Melbourne Planning Scheme (Figure 4). The mapped extent of the HO is consistent with the extent of registration identified in the VHR. In accordance with Clause 43.01 of the Melbourne Planning Scheme, a permit is not required under the HO to develop a heritage place which is included in the Victorian Heritage Register, other than an application for subdivision.

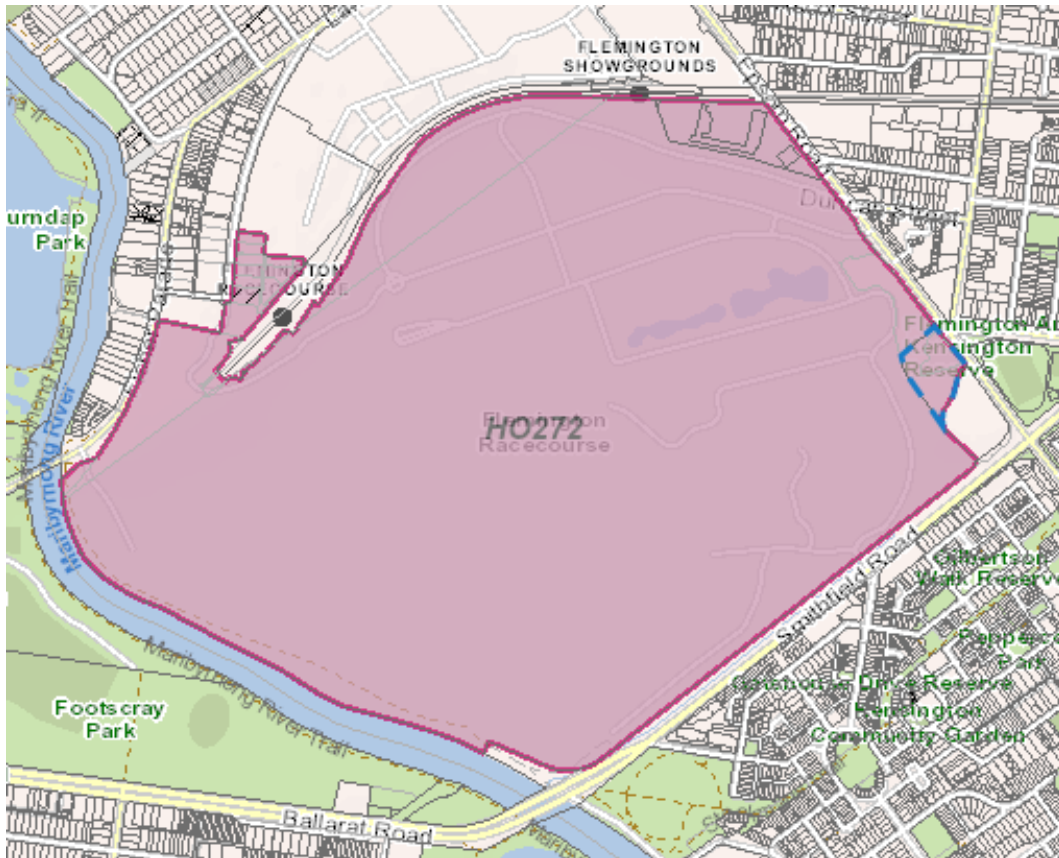


Figure 4 Flemington Racecourse as shown in the Heritage Overlay to the Melbourne Planning Scheme
 Source: VicPlan

2.4 National Trust of Australia (Victoria)

The National Trust of Australia (Victoria) maintains a 'File Only' classification for Flemington Racecourse (B7397). There are no statutory requirements as a consequence of this classification.

3.0 SUMMARY HISTORY

Acknowledging that Heritage Victoria's concerns in relation to this permit application relate to the potential impact that the proposal might have on the JCL's heritage significance as opposed to the broader cultural heritage significance of Flemington Racecourse, the following history is limited to summarising the history of the JCL. This summary history has been drawn from a range of primary and secondary sources that were referenced and summarised in the 2012 Flemington Racecourse CMP (Updated Feb 2014) and the 2021 Heritage Management Plan (HMP).

3.1 Jockeys' Convalescent Lodge

Horse racing at Flemington, Victoria dates to 1840 though the racecourse layout at Flemington Racecourse represents the only remaining physical element associated with the racecourse's early establishment in the 1840s-1850s.⁴ The first Melbourne Cup was run on 7 November 1861 by the Victoria Turf Club (VTC).⁵ In 1864 the Victorian Racing Club (VRC) was formed through the merging of the VTC and the Victoria Jockey Club (VJC).⁶ The VRC had the responsibility of organising racing at Flemington Racecourse as well as managing development of the racecourse and its built environment.⁷

The first VRC secretaries Robert Cooper Bagot and Henry Bryan Moore have been credited for major improvements and developments at the racecourse during one of the racecourse's most important phases of development and consolidation from the 1860s-1910s.⁸ Under the secretaryship of Bagot (1864 – 1881) major improvements were made to the racecourse including:

- The construction of a grandstand dubbed 'Bagot's Cowshed' (1873)
- The marsh in the centre of the racecourse was drained to create 'the Flat' (1870s)
- Half-tone brass bell installed (1870s)
- The railway line was extended to the racecourse (1871)
- And a new stand was erected in the saddling paddock (1877).⁹

Henry Bryan Moore, Bagot's successor as VRC secretary, continued Bagot's early development of the Racecourse, overseeing the introduction of a number of picturesque elements to the racecourse in the 1880s and 1890s.¹⁰ In the early 1880s roses were introduced to the course and in the following years the bluestone wall along Fisher Parade was erected together with the Hill gate piers.¹¹ In Moore's first years as VRC Secretary, another grandstand was also erected and formal public lawns were established.¹²

By the 1890s there were several picturesque timber structures at Flemington, including a pagoda serving as a wine and spirit bar, a Swiss Chalet serving tea, coffee and ice cream, a rustic fruit kiosk, an oyster pavilion and a new grandstand on the Hill.¹³

In 1893 a convalescent lodge for injured jockeys was constructed at the north-eastern corner of the broader Flemington Racecourse site on elevated ground abutting Epsom Road (the JCL).¹⁴ Responding to long-standing concerns that jockeys tended to live ride-to-ride and that those who were too ill to mount up for races faced destitution, the JCL provided room and board for injured jockeys after they had been released from hospital.¹⁵ The octagonal JCL in the distinctive *cottage orné* was designed by architect William Salway though Moore appears to have had a significant involvement.

Salway is noted for his designs for the Athenaeum Club (c. 1889), the Meat Market building at the Queen Victoria Market (c. 1884) (Figure 5) and the Australian Church in Flinders Street (c. 1887) (Figure 6). Salway articulated under early and prominent Melbourne architects Joseph Reed and Frederick Barnes. Salway's main years of practice extended from 1876 to the late 1890s, where he produced a number of land boom residences throughout Victoria as well as many important civic, commercial and church buildings within central Melbourne. Salway reportedly 'always designed in a free Italianate Classical Style.' Salway's practice suffered from the depression years of the 1890s and in 1897 he left Melbourne to practice in Perth.¹⁶

The circular hospital form or plan gained popularity in England from the late nineteenth century, an example of which was the Free Cancer Hospital (later the Royal Marsden Hospital) which was reconstructed and enlarged in 1885, and in these works, improved sanitary facilities were provided in two octagonal towers, one at the end of each ward. This followed John Marshall's 1878 publication *On a Circular System of Hospital Wards* which argued that opportunities for light, fresh air and cross ventilation could all be improved by the circular planform.¹⁷ Despite some initial reservations regarding floor space and air flow, from 1885 the circular plan for hospital wings began to be seen more widely throughout London, and in 1893, the 'Pavilion Hospital' was recognized as the most recent development in hospital planning.¹⁸



Figure 5 Illustration of Meat Market, North Melbourne designed by Salway shortly after construction, 1893
Source: Augustus Baker Pierce, State Library of Victoria, ID 2835104

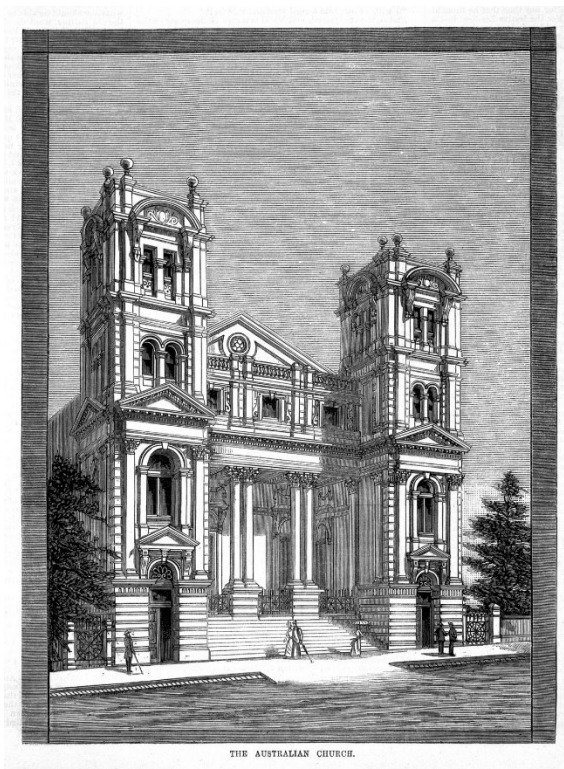


Figure 6 Salway's design for the Australian Church on Flinders Street, 1887
Source: State Library of Victoria, Record ID: 9917775533607636

The building was almost completed by August 1893 as indicated in the following description:

The convalescent home for disabled jockeys, situated on the hill overlooking the Flemington training ground, is fast approaching completion. It is a most appropriately designed structure for the use to which it is devoted, reflecting creditably on the club's architect, Mr G.A. Salway; and in addition to ornamenting a section of the V.R.C. domain, the new edifice will for years to come be a testimony to the philanthropic spirit which actuates the premier turf organisation in administering to the welfare of the more unfortunate members of the jockey brotherhood.¹⁹

An article in *The Sportsman* in 1893 provided some further discussion on the JCL's intended use at Flemington Racecourse:

The V.R.C. committee last week started to build on the high ground overlooking the Flemington training ground, close to Rigby's Hotel [Epsom Road, opposite], a seven-roomed cottage, for the benefit of convalescent jockeys on leaving hospital. The building will be looked after by one of their employees, probably Sim Forster, who has charge of the training tracks. The money expended on the most praiseworthy object is, we understand, to be derived from the 'Distressed Jockey's Fund', which must now be of huge proportions.²⁰

The Distressed Jockey's Fund was established by Moore as VRC secretary and provided:

any married jockey incapacitated by injuries received in any part of Victoria obtains an allowance of £2 per week, and any single jockey of £1 10s a week, until he is able to resume his employment.²¹

An article in the regional newspaper *Ovens and Murray Advertiser* described the lodge as part of a visit to the racecourse and sheds some light on the early twentieth century landscaping around the JCL:

... passing the octagonal Jockey Lodge, surrounded with a circular hedge of the sweet-blossomed pittosporum, and enclosing a few flower beds fragrant with roses.²²

The earliest depiction of the JCL is a site plan of the racecourse of c. 1910 (Figure 7), which gives an indicative depiction of the 'hospital', with a circle around the building.

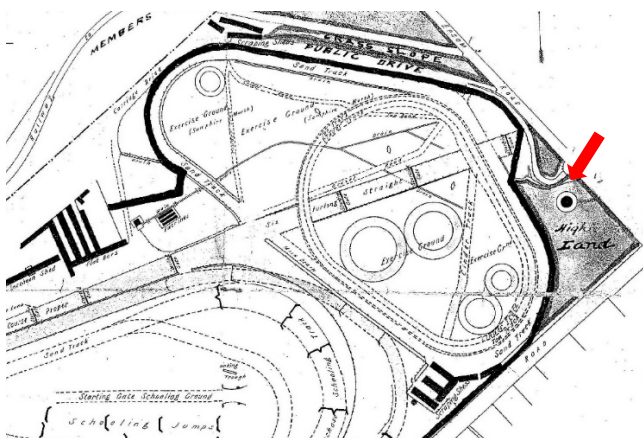


Figure 7 Site plan of Flemington Racecourse, c. 1910. The JCL (arrowed) is noted as 'Hospital'
Source: VRC By-Laws File, VRC Archives

3.2 Site development

The following section discusses the site development of the JCL and the various alterations to the landscaping arrangement surrounding the JCL. This history was drawn from previous research provided in Lovell Chen's Statement of Expert Heritage Evidence to the Heritage Council of Victoria as part of a permit appeal for Flemington Racecourse provided in February 2019, permit application P28548.

The JCL only served as a convalescence lodge for jockeys for approximately 20 years before being converted into a private residence for the manager of the training tracks in c. 1910.²³

A number of oblique aerial photographs dated c. 1920s-late 1940s show the site from various viewpoints (Figure 8-Figure 12). These images show the curved form of the hedge to the front (east) of the site, but, several, particularly the vertical aerials, show the hedge to have a straighter form on its western edge (Figure 8, Figure 11). The growth of the garden over the course of the interwar period into the mid-twentieth century can also be seen in these images. Taller plant/tree growth appears to have been deliberately sited at the south-west, screening the lodge from the racecourse.

The garden appears to have been bisected by an off-centre north-south axis, with the east part of the garden facing Epsom Road presenting as a more formal setting, and the west to the racecourse presenting as a more utilitarian space. The JCL was entered from the north, with a path visible in the 1931 photograph (Figure 9), with a line of elms on the south side of the lodge reflecting the alignment of the path.

In attempting to determine the historical plantings within the grounds, a photograph taken in 1965 when the JCL was occupied as a residence is one of the few images that provides an indication of the scheme employed in the garden of the JCL (Figure 13). The image shows the northern pathway leading to the front door of the residence and what appears to be two apple trees which flanked the path on the east and west. Neither tree is extant.

A drive (no longer present) curving along the northern boundary of the garden appears to have been in place in the 1968 aerial (Figure 14), and later paved as a two-lane roadway (Figure 15). The later incarnation of this feature, presumably installed during the 1970s, resulted in the truncation of the perimeter hedge and the removal of the northern arc of this feature. In addition, between 1968 and 1986 a drive and garage were constructed within the grounds of the JCL, on the northern side, and what appears to be an above ground swimming pool (Figure 15). These structures further deformed the semicircular enclosure and at the same time the original entry path was also truncated, and a new pedestrian entrance introduced with the driveway entrance from the north-east (Figure 16).

To the degree that it can be understood, the partial enclosure of the JCL by a semicircular hedge presents as a conscious design decision made at the time of or soon after its construction. Its purpose is in part perceived to be decorative and in part functional in screening and protecting the hospital grounds. Given Henry Byron Moore's interests in horticulture and design, the planting may well have been initiated by him rather than by the architect Salway. Regarding the landscape between the building and the hedge, this presents as relatively unstructured and loosely arranged at least from the 1930s onwards, other than for some radial plantings, including the southern row of elms, which appear to have been intended to screen a service yard area associated with the kitchen and outbuildings. While the hedge continued in a straight line to the north-west, on the south-west the edge treatment was one of a treed boundary.

As mentioned above in the Background, Heritage Victoria approved a permit (P28548) for the construction of a tower on the north-western side of the JCL in 2019. Construction on this tower began

in April 2023 and has resulted in the removal of much of the JCL outbuildings that were discussed above and much of the landscaping arrangement around the JCL excepting the Peppercorn Tree to the east and tree boundary to the south of the JCL (see Physical Description for further detail).

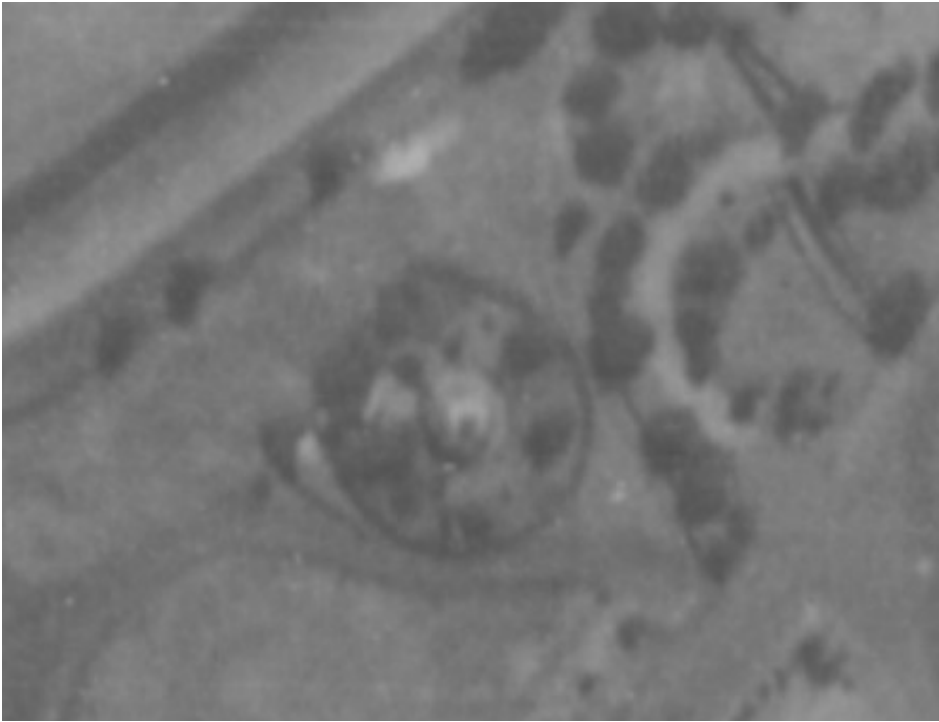


Figure 8 Detail, 1931 aerial photograph showing perimeter hedge and circular garden setting surrounding JCL
Source: Land Victoria Historical Aerial Photography Collection, Landata



Figure 9 Detail, oblique aerial photograph looking east towards JCL and Epsom Road, c. 1925-1940
Source: Airspy collection, H91.160/1487, State Library of Victoria



Figure 10 Detail, oblique aerial photograph looking west over JCL towards racecourse, 1945
Source: Airspy collection, H91.160/113, State Library of Victoria



Figure 11 Detail, aerial view of the JCL showing perimeter hedge and circular garden setting surrounding JCL, 1945
Source: Land Victoria Historical Aerial Photography Collection, Landata



Figure 12 Detail, oblique aerial photograph looking east over JCL, 1948
Source: Airspy collection, H91.160/121, State Library of Victoria



Figure 13 View looking to the entrance to the JCL showing the flanking apples trees and domestic scaled trees, c. 1965
Source: Victoria Racing Club Archives



Figure 14 Detail, aerial view of the JCL with loose arrangement of trees and plantings within circular garden setting and perimeter hedge, c. 1968
Source: Land Victoria Historical Aerial Photography Collection, Landata



Figure 15 Detail, aerial view of the JCL's perimeter hedge, outbuildings, drive and garage, 1986
Source: Land Victoria Historical Aerial Photography Collection, Landata



Figure 16 Detail, satellite imagery showing the secluded impression of the JCL's landscape created by the treed boundary to the south, and the perimeter hedge
Source: Nearmap, captured 2019

4.0 SITE DESCRIPTION

4.1 Jockeys' Convalescent Lodge (JCL)

The JCL building is a single-storey structure octagonal in plan designed in the Victorian cottage ornée style (Figure 17). It is clad with weatherboard fixed vertically and has a central lantern and wide eaves.

The building has a central lantern and wide eaves supported on deep brackets with moulded ends, which provide shade to the rooms within. The slate roofs are of different pitches, have galvanised steel flashings and are penetrated by three rendered chimneys with moulded caps and pots (flues). The corners of the plain timber eaves fascia are embellished with anthemion in what appears to be cast metal.

The lantern elevations alternately contain Tridacna (clam) shell mouldings or tripartite windows with wide timber mullions and all are set within arched openings with moulded edges and keystones. Windows below are timber-framed double hung sashes with flyscreens. The original door case appears to remain and has plain glazed sidelights above simple timber panels and with glazed fanlights above. A horizontal timber plate runs around the elevations at approximately eaves height and separates the timber wall cladding into two sections which, together with the expressed beaded cover straps, creates a panelled appearance. A red brick paved apron surrounds the building. The interior is laid out on an octagonal plan with a central octagonal hall below the lantern. The building is generally intact internally.

4.2 Site

The proposed site for the proposal lies is situated between the JCL to the west and the Flemington Mews complex at the corner of Smithfield and Epsom Roads to the south-east with access to the site via Epsom Road. Sloping down south-west of the site are the racing stables and beyond those is the main racecourse and the Maribyrnong River.

To the west and north of the JCL is the site of works for a multi-residential apartment tower approved by Permit No P28548. When completed, this tower will have a wedge-shaped plan form, rising 15 levels above ground with an accessible roof deck, three full car parking basement levels and a part basement. From level 6 upwards the additional levels are progressively stepped back from the apex of the wedge plan such that the three upper most levels are limited to the northern arm of the wedge. In the south arm of the wedge fronting the JCL, a large void space is proposed in the centre of the arm extending from ground level to the underside of level 3. The void provides a view to the JCL from Epsom Road. As the tower interfaces with the JCL, the south arm of the tower rises to 11 levels above ground at its tallest point. At ground level, in the area between the tower and the JCL, a driveway access off Epsom Road will lead to an entry ramp to the basement car parking and also to the JCL. Five at-grade car parking spaces are to be provided on the eastern boundary of the site. In proximity to the JCL the south façade is scalloped out over the lower three levels in the vicinity of the end of the void space. At its closest point the new structure is set approximately 25 metres from the centre point of the JCL and approximately 18.5 metres as measured from the face of the closest external wall of the JCL. Above level 2, the upper levels project forward over this setback.

The commencement of works associated with P28548 has resulted in the temporary removal of landscaping immediately adjacent to the JCL including extant hedges. Remaining landscaping features enclosing the JCL being the Peppercorn Tree on the former eastern boundary of the octagonal setting and the extensive treed landscape at the southern boundary of the site that slopes down towards the stables.

5.0 PROPOSED WORKS

The proposed works within this permit include the construction of a new six level hotel building at the north-eastern corner of the Flemington Racecourse, landscaping works include reinstatement of the historic line of hedging sited 25 meters from the centre point of the JCL and works associated with the activation of the JCL as a café.

Discussions within this section make reference to the plans indicated in section 1.2

5.1 JCL reactivation

The activation of the JCL will largely occur within the extant internal layout. All extant windows are to be maintained as are existing internal doorways from the central hall into the rooms and the main entry to the north-west. DDA requirements necessitate the construction of a ramp to the main entrance, and a number of new openings within the building. Modifications are also necessary to the doorway in Room G (Room G-07 in existing conditions) for DDA access to the decking. Two new openings will also be necessary for operation reasons between the dining room, point-of-sale area (Room F/G-06) and kitchenette (E/G-05). New doors will be installed in existing doorways in the point-of-sale area (Figure 17, Figure 18).

The existing toilet and entryway to the south of room G/G-07 will be demolished. A new toilet block (including DDA toilet) and storage area is to be constructed in approximately the same location albeit

with a slightly larger footprint. The proposed building will be a lightweight structure with walls of bronze mesh and a shallow skillion roof. A covered walkway creates a separation from the heritage building (Figure 19). It is intended as part of the landscape presentation that plantings/creepers will be introduced surrounding the new structure.

In the immediate surrounds of the building, the existing brick path will be maintained on four elevations, along the north and north-east. A deck will sit over the pathway to the north-west, west and southwest.

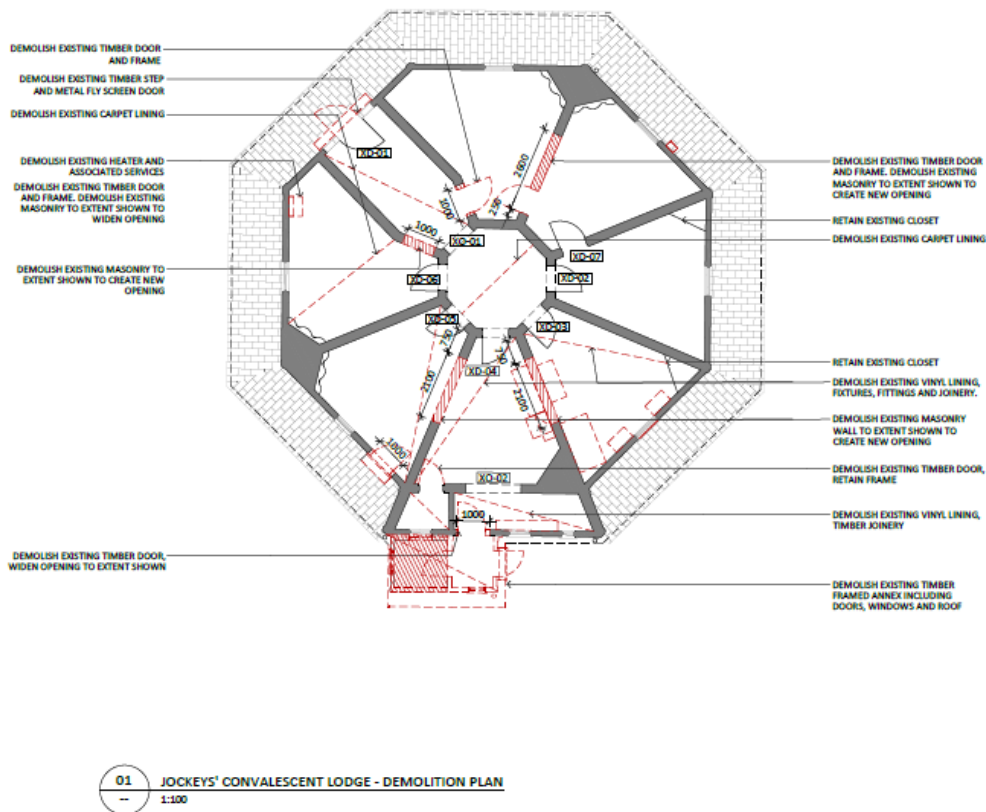


Figure 17 Demolition plans JCL
Source: Lovell Chen HA-01 Rev HV1 November 2023

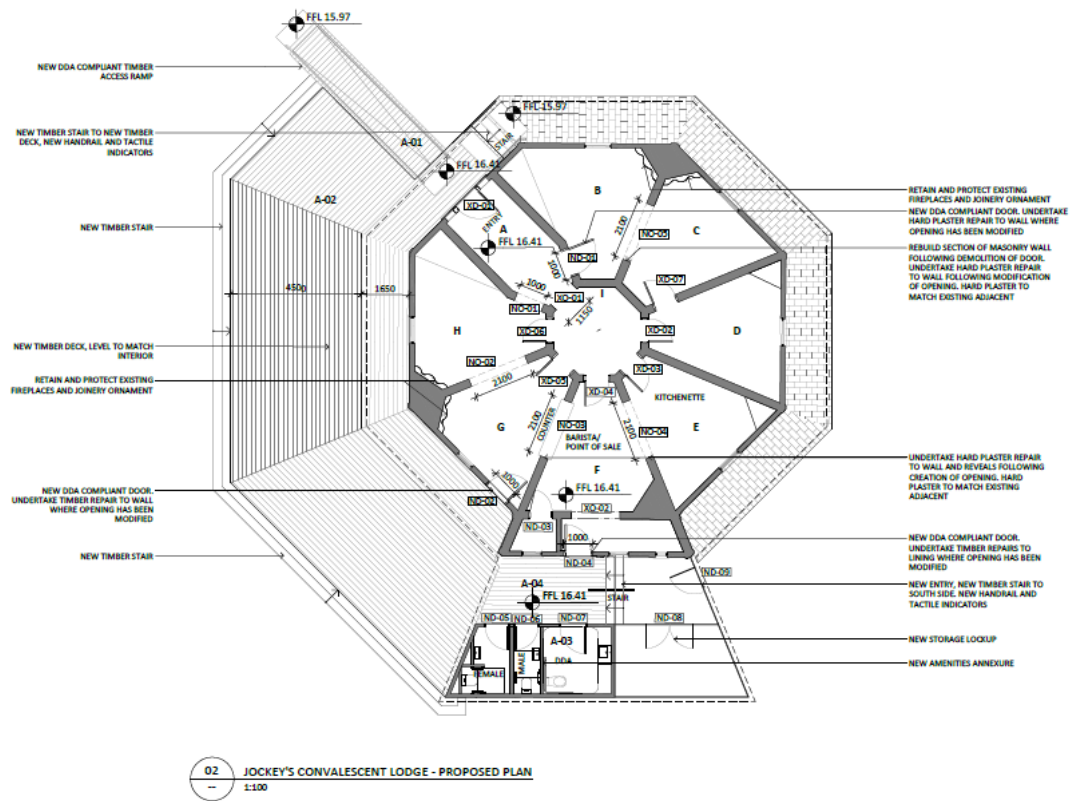


Figure 18 Proposed plan JCL
 Source: Lovell Chen HA-01 Rev HV1 November 2023



Figure 19 Render of the proposed addition to the JCL and surrounding deck
 Source: Jackson Clements Burrows Architects

5.2 New build

The proposal principally includes the construction of a new six level hotel building to the east of the JCL. The hotel rises to 20.5m including roof deck plus an additional 1.62 m for plant and lift overrun. The proposed development also has two basement levels incorporating parking, services and back of house areas. The ground floor has a gross floor area of 699m² with the upper levels having a GFA ranging from 732m² to 744m². The roof deck has a floor plate of 462m². The proposed hotel is set back from the eastern and southern boundaries of the site by 4m. It is also set back 25m from the centre point of the JCL.

The proposed hotel building adopts a curvilinear form that has been sculpted to preserve key sightlines to the JCL from Epsom Road and the racecourse stables to the south-east (Figure 20, Figure 21). The proposed hotel adopts a regular steel structural grid and a standard curtain wall glass façade that forms an external skin. A clip-on façade system consisting of glass reinforced concrete (GRC) modules that provide private and solar protection to hotel guests will be fixed to the structural grid. This external skin of GRC modules wraps around the building and partially conceals the curtain glass wall façade. The external form of the hotel is cantilevered from the ground floor to the fourth floor to emphasise the octagonal form of the JCL when sighted from the northern and southern approaches. The external façade also incorporates planter box modules. The proposed hotel includes a recessed roof deck on the upper level of the building which allows visitors to overlook the JCL as well as towards the racecourse.



Figure 20 View toward hotel and JCL from entry to site (with trees)
Source: Jackson Clements Burrows Architects



Figure 21 View toward Epsom Road showing hotel, hedge, JCL (without trees)
Source: Jackson Clements Burrows Architects

5.3 Landscaping

The proposal incorporates a landscaping treatment that will re-establish the defined perimeter of the original JCL enclosure (Figure 21). This enclosure will combine plantings and interpretive ground treatments at the 25 metre boundary. At points of entry and access, crazy stone paving will be used. At the interface with the hotel lower hedges will be planted. Medium height hedges are anticipated for the north-west, north-east and east. Within the enclosure soft landscape treatments include the existing peppercorn tree, new tree plantings, turf and garden beds. A gravel path will encircle the landscaping with several narrower paths connecting to the JCL. An extended bench seat will extend along the eastern side of the gravel path.



Figure 22 Landscape plan
Source: TCL

6.0 REASONS FOR THE WORKS

The works are proposed in order to fully activate the site and the Jockeys Convalescent Lodge and in order to comply with the permit conditions from Permit No P28548 with regards to landscaping and interpretation.

7.0 SIGNIFICANCE

7.1 Conservation Management Plan/Heritage Management Plan

7.1.1 *Conservation Management Plan*

The CMP for the Flemington Racecourse (2012 updated 2014) states the following with regards to the significance of the JCL:

[T]he polygonal form was (and remains) unusual in Victoria's hospital or convalescent home designs. Small 1860s hospital buildings by architect J J Clark at the Beechworth, Kew and Ararat asylums are based on irregular Italianate massing. Point Nepean Quarantine has a group of rectilinear buildings with one diagonal corner structure. The Melbourne and other large capital city hospitals were all composed as linked pavilions by 1890, but not with polygons, and this pattern had spread into smaller regional hospitals and sanatoria such as Callan Park in Sydney and Kingston in south-east Melbourne. The British Cottage Hospital plan, then being applied in Western Australia by George Temple Poole as at Albany (1884-91), was also irregular in massing; but the Johns Hopkins Hospital in Baltimore, rebuilt in grouped pavilions in 1876, included two double-storeyed octagonal 24-bed ward plans in its original design, one of which was completed.²⁷³ Johns Hopkins became the international model for hospitals in this period, and the arrangement of convergent beds may well have appealed in a situation where patients might be together for a reasonably long period. Certainly the Johns Hopkins wards were much closer in conception to the Jockey's Convalescent Lodge at Flemington; the octagonal lantern on the building also corresponds closely to the central octagonal chimney and vent on the Johns Hopkins wards. At Flemington, however, it serves as a light and ventilation source, and the chimneys are pushed outward into the roof line.

In Victoria this hospital's most direct counterparts were all built decades later, as with Beulah Hospital in the Wimmera region, designed by Peter and Dione McIntyre in 1955-56. That comprised a group of segmental ward areas served by a polygonal core space where the nursing bay, store and services were combined. The Beulah Hospital heating was also from a plant at the building's centre. Other more recent uses of the form are in Chancellor and Patrick's Carrum Downs Hospital and in Sandringham Private Hospital, both dating from the later 1950s-early 1960s, and the Manningtree elderly people's housing in Wattle Road, Hawthorn, c. 1965.

The rendered chimneys to the subject building are broadly in the tradition of Melbourne's domestic Italianate style, but their dramatised battering and massivity, especially in relation to the lightly figured roof plane around them, is High Victorian in vigour and sculptural energy. The arches immediately below the lantern canopy are Queen Anne in their detailing, typical of the free style, loosely eclectic and 'incorrect' approach to historical detailing seen widely in progressive Melbourne architecture in the later 1880s and early 1890s. The arches compare

with other arched bays typical of new work in this period, such as Speight and Debro’s Winfield Building of 1891, Melbourne, or the detail and movement expressed in Thomas Anthoness’ Royal Hotel at Williamstown (1890).²⁷⁴

Conclusion

The former Jockeys’ Convalescent Lodge is the only structure remaining from the decorative suite of nineteenth century buildings which were mostly removed as a consequence of the 1920s redevelopment of the racecourse, and which up until that time had largely contributed to the picturesque nature of Flemington. As a small hospital pavilion, it is a rare surviving structure in Victoria with a centralised plan and internal arrangement, and is an excellent example of the *cottage orné* style popular around the turn of the nineteenth century.²⁴

7.1.2 *Heritage Management Plan*

The *Flemington Racecourse Heritage Management Plan* prepared by Lovell Chen for Victoria Racing Club in July 2021. The following excerpt from Table 2 and diagram of significance (Figure 21) provide details on the significance of the JCL, as well as proximity to other elements of significance.

Table 2 Significant buildings and structures with their associated values [excerpt]

Element Values Significance	Element Values Significance	Element Values Significance
Jockeys’ Convalescent Lodge, and associated landscape enclosure, 1893 [33]	Architectural, aesthetic and historical	The Jockeys’ Convalescent Lodge is an unusual example of a small hospital/medical building of the late nineteenth century on an octagonal plan, realised in the <i>cottage orné</i> style with a circular internal arrangement. It is the only intact nineteenth century building at the racecourse and is reflective of the evolution of racing as a Victorian social institution and the commitments and preoccupations of VRC Club Secretary Henry Byron Moore. The Lodge is historically significant as a rare surviving purpose-built structure associated with the convalescence of jockeys, and is also aesthetically significant for its circular garden setting and elevated siting on the east of the racecourse. ²⁵

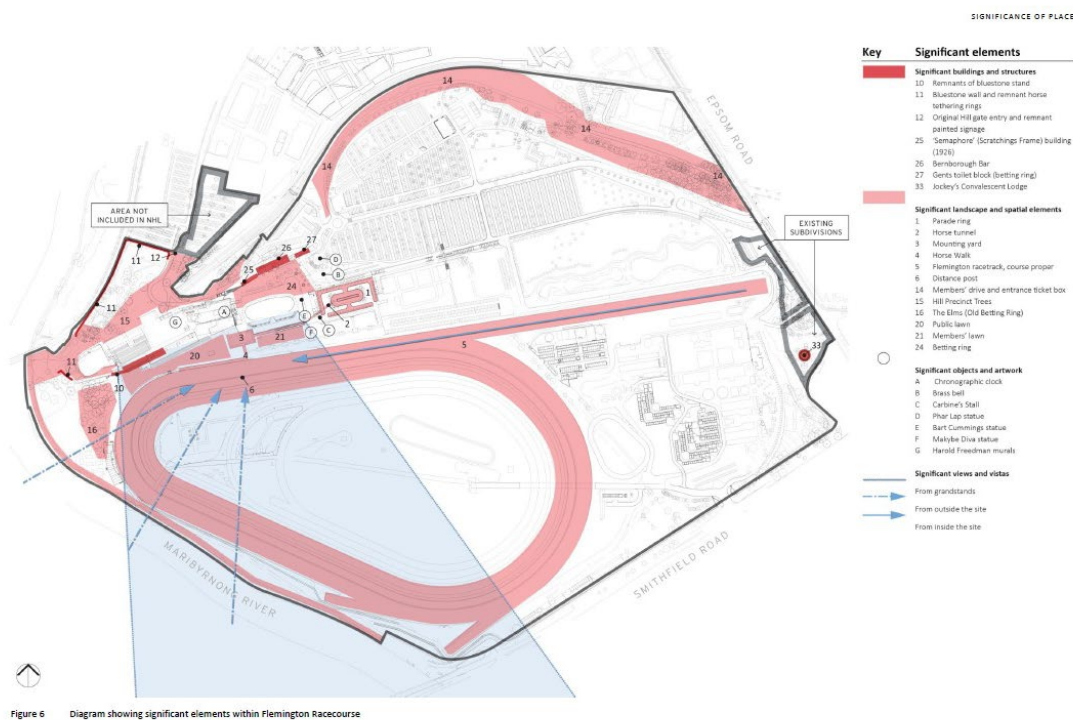


Figure 23 Diagram of areas of significance, Flemington Racecourse
 Source: Lovell Chen, *Flemington Racecourse Heritage Management Plan* prepared for Victoria Racing Club, July 2021, p.31

Appendix C of the HMP also featured an assessment of significance similar to that found within the CMP but with a slightly expanded conclusion, as reproduced below:

The former Jockeys' Convalescent Lodge is the only structure remaining at Flemington Racecourse from the decorative suite of late nineteenth century buildings added to the site during the tenure of VRC club secretary Henry Byron Moore, and which contributed to the picturesque reputation of Flemington. These buildings were mostly removed as a consequence of 1920s redevelopment which remade much of the spectator setting and amenities of the racecourse; the Lodge survived principally due to its distance from these precincts, on an isolated site between Epsom Road and the formerly separate training track. As a small hospital pavilion, it is a rare surviving structure in Victoria with a centralised plan and internal arrangement. The lodge is an excellent representative example of the *cottage orné* style popular around the turn of the nineteenth century, yet it is rare a building in Victoria. In the context of the racecourse. The singularity of this building serves to illustrate the changing characteristics, aspirations and often personal patronage responsibilities of horseracing as an institution in Victoria²⁶

7.2 VHR Statement of Significance

As discussed in Section 2.2, Flemington Racecourse as a whole is identified as being of aesthetic, architectural, historical and social significance to the State of Victoria. Within the Statement of Significance, the Jockeys' Convalescent Lodge is specifically mentioned in regard to architectural

significance and is singled out as an example of a centralised hospital building and as an exemplar of a nineteenth century picturesque structure. It is also discussed in regard to the programs and improvements initiated by VRC secretary Henry Byron Moore in the context of Moore’s Distressed Jockeys’ Fund.

7.3 Summary of significance

In the VHR Statement of Significance and the assessment of significance in the CMP and HMP, the JCL is identified as significant because of the architectural and historical values it embodies.

- It is a remnant of the larger suite of nineteenth century picturesque buildings at Flemington Racecourse, most of which were demolished during renovations in the 1920s
- It is an exemplar of the then-popular *cottage orné* style
- It is a rare example of nineteenth century centralised hospital architecture realised on a small-scale
- It reflects then-secretary Henry Byron Moore’s approach to the VRC and to Victoria’s jockeys

The National Heritage List assesses Flemington as being significant for Criterion A Events and Processes and Criterion G Social Value. The Jockeys’ Convalescent Lodge is not directly related to these criteria and there is no specific mention of the Lodge in the NHL Summary Statement of Significance or in the provided History.

8.0 ASSESSMENT OF HERITAGE IMPACTS

8.1 Relevant Considerations

The key considerations under the Heritage Act are as follows and are required to be considered by the Executive Director of Heritage Victoria in determining whether to approve an application:

- s. 101(2)(a) the extent to which the application, if approved, would affect the cultural heritage significance of the registered place or registered object
- s. 101(2b) the extent to which the application, if refused, would affect the reasonable or economic use of the registered place or registered object.

Additionally, the Executive Director may consider if relevant the matters at s. 101(3)(a):

- the extent to which the application, if approved, would affect the cultural heritage significance of any adjacent or neighbouring property that is—
 - i. included in the Heritage Register; or
 - ii. subject to a heritage requirement or control in the relevant planning scheme.

In the application of s. 101(2)(a), consideration has been given to both the VHR statement of significance and the statement included in the CMP.

In addition, the CMP provides a conservation policy and management plan at Chapter 6 and relevant polices are reproduced or referenced in the discussion below.

8.2 The extent to which the cultural heritage significance of the place or object is affected by the proposal [s101(2)(a)]

8.2.1 Demolition

The proposed works entail limited demolition of heritage fabric. That which occurs is associated with the activation of the Jockey's Convalescent Lodge and is discussed in section 8.2.2 in that context.

8.2.2 Activation of the Jockeys' Convalescent Lodge

As discussed in the HMP, adaptive reuse of the JCL is challenging given the highly intact nature of the form and fabric.²⁷ Policies set out within the HMP note that any adaptive reuse should maintain the octagonal form, roof form and lantern, chimneys, and the internal layout. The HMP does recognise that some minor internal works may be possible. Additionally, the policies in the HMP observe that there is some possibility of accommodating an addition or extension to the south/rear.²⁸

The proposed works are in keeping with these policies. The overall form will be maintained. The removal of the existing toilet and southern entrance and the replacement with a small extension to house storage and new toilet facilities, limits the demolition and new construction to an area in which there have been previous extensions to the octagonal form. Within the proposed internal works, will be the creation of some limited new openings to generate viable and disabled accessible spaces. Nevertheless, the internal configuration is largely maintained, and the historic layout will continue to be legible.

The JCL is significant as a rare Victorian small-scale representative of the functional architecture of cottage/pavilion hospitals, for its historical associations with the benevolent treatment of jockeys by the VRC under Henry Byron Moore and as a demonstration of the *cottage orné* style. The tangible aspects of this significance will not be adversely impacted by the proposed works. The activation of the interior presents as an opportunity to further interpret the aims and realization of the building when constructed, beyond that which is possible through external interpretation alone.

8.2.3 New development

Any consideration of the potential impacts of the proposed new development must first and foremost be grounded in what the cultural heritage significance of the place is. The key documents that specifically mention the JCL, the VHR statement of significance, the CMP and the HMP, assess and identify the cultural heritage significance of the JCL with regards to its architecture and its historical associations. The proposed new development does not impact on the ability to understand the JCL as a building that reflects the functional elements of nineteenth century hospital design particularly with regards to light, ventilation and the ability of staff to observe multiple patients at a time. The proposed new buildings do not impact on the JCL's ability to convey the nineteenth century picturesque aesthetic that prior to the 1920s was more prevalent throughout the course as a whole. The proposed new buildings do not impact on the JCL's historical associations the historical hardships faced by jockeys, or with Henry Byron Moore's impulse to alleviate those vulnerabilities.

In contemplation of the setting, it should be noted that the proposed new hotel does not encroach on the 25-meter exclusion area of circular garden within the historic hedge line and is in keeping with the policies of the CMP and the HMP with regards to that setting, as reproduced below:

CMP:

The building is also historically significant as a rare surviving purpose-built structure associated with the convalescence of jockeys. The circular garden setting to the

building, including its elevated siting on the east of the racecourse, is of aesthetic value. The circular landscaping echoes the building's octagonal plan, and further distinguishes the building in the racecourse context.²⁹

HMP:

The circular garden setting, while not original in terms of plantings, echoes the building's octagonal plan, and further distinguishes the building in the racecourse context. This overall approach to landscaping around the building should be maintained; there is only very limited potential for new development within the circular garden setting.

...

Any new use should incorporate an element of interpretation, including in and around the building, to convey the heritage values of the building to the users and public.³⁰

Multiple pre-application meetings have raised concerns with regards to the impact of development, both that permitted under P28548 and the current proposal, with regards to the broader site. It is acknowledged that the introduction of the ARM apartment complex under the previous permit and the new proposed construction reflect considerable change to this zone of the larger racecourse site. However, as indicated in the diagram of assessed significance from the HMP (Figure 22), the only significant elements in this zone are the JCL and its enclosure. The broader surrounds in this zone are not significant in themselves and they do not meaningfully add or subtract to the architectural or historical values of the site. Thus, there is a greater tolerance for change and introduction of new development without the hedge line than within.

This understanding is, perhaps paradoxically, reinforced by the fact that the lodge and its garden originally stood in more open space as depicted in the photographs of the site from the middle twentieth-century (Figure 8-Figure 12). When surrounded by paddocks as it is in these images, the hedge line appears almost arbitrary. What gives clarity to the placement of the hedge is an understanding of it as an inward-looking design device that responds less to the surrounding landscape than to the octagonal structure within and the intent of the enclosure. It is this latter relationship between hedge and structure which is the primary relationship in heritage terms and it is this interaction that is necessarily maintained. As noted in the Heritage Council in response to the appeal of conditions of P28548:

The Committee is satisfied that this combination of built form, hedge planting and interpretative paving to delineate the perimeter of the circular garden will reinforce the octagonal design and use of the building as a place of respite, provide an appropriate sense of enclosure and provide sufficient space to establish a garden setting appropriate for a nineteenth-century building.³¹

The current proposal is in compliance with this approach and the use of planting and interpretive paving in establishing the historical line of enclosure.

Additionally, in considering the original purpose of the Jockey's Convalescent Lodge, it is necessary to recognise that the garden was not intended to function as a cloister. It is acknowledged that several previous reports have raised the possibility that the siting of the JCL in open space away from the course or the training stables was done in order to preserve tranquil rest and recuperation for the injured jockeys. However additional research provides an alternative perspective. Convalescent hospitals were

designed to allow those who were no-longer bed-ridden to remain in a safe, controlled, healthy environment for the next stages of their recovery. As stated in *English Hospitals 1660-1848*:

A fundamental factor governing the design of convalescent homes was the mobility of the patients, who were neither expected, nor encouraged to remain in their beds during the day. As a result, day-rooms, dining rooms, and attractive grounds were common features...³²

Larger, better resourced convalescent facilities could also include libraries, billiard rooms, smoking-rooms and halls for entertainment, though given the limited size and clientele for the JCL, such additional amenities would have been impractical.

While a 1910 plan of Flemington (see Figure 7) refers to the 'Jockey's Hospital', most documents use the term 'convalescent'. One letter appearing in the *Sportsman* in 1903 reported that the writer knew of several jockeys who had spent over a year at the 'the Lodge'.³³ Meanwhile reports in the press of racing or training accidents at Flemington indicate that even after construction of the JCL, those with acute injuries continued to be sent to Melbourne Hospital or for extended stays at Dr RA Stirling's private hospital in Rathdowne Street Carlton, rather than receiving treatment at the JCL.³⁴ In this context, the garden setting of the JCL can be understood as an amenable space in which the men could amuse themselves as they healed rather than a hushed buffer sequestering the severely ill.

The proposed design retains a distinct and discernible garden space with the intent that it will once again serve as a landscaped recreational space. In doing so it strongly adheres to, rather than undermines, the historical use and intent.

When siting of the JCL is discussed within assessments of significance it is terms of its elevated position in relationship with the racecourse. In the late nineteenth, early twentieth century this was in relation to views of the training track which was subsequently replaced by stabling areas. Nevertheless, the development is sited in such a way as to preserve directional views to the west/southwest where that track once stood.

Notwithstanding, the overall tolerance for change outside the historic hedge line, the design of the proposed new development has taken into consideration the feedback from Heritage Victoria and the design has evolved to lower the overall height of the building and shaping to allow the preservation of sightlines from Epsom Road.

8.2.4 *Landscape works*

The proposal incorporates a landscaping treatment that aims to reinstate the former perimeter enclosure and circular arrangement of the landscape setting that was historically associated with the JCL.

It is noted that while the garden setting contributes to the significance of the JCL, this particular garden, unlike some other landscaped areas of the Flemington Racecourse, is not singled out for attention in its own right.

In its March 2019 decision, the Heritage Council stated:

The Committee agrees with the Executive Director that the circular garden setting should be laid out and planted to provide a landscape appropriate to the Lodge. However, the Committee is not persuaded that it is necessary to retain any of the existing trees within the Hedge perimeter or to replant the Apple tree or three Elm trees to achieve this. Nor is it persuaded that the landscape design should be based

on an original or earlier planting design for the Lodge. The Lodge is a picturesque late-nineteenth century timber structure with a unique octagonal form. In the Committee's view, the proposed development presents an opportunity to implement a new landscape design that complements and enhances the aesthetic significance of the Lodge³⁵

The decision also stated:

The Committee is satisfied that this combination of built form, hedge planting and interpretative paving to delineate the perimeter of the circular garden will reinforce the octagonal design and use of the building as a place of respite, provide an appropriate sense of enclosure and provide sufficient space to establish a garden setting appropriate for a nineteenth-century building.³⁶

The proposed works are in keeping with the Heritage Council decision. The sense of enclosure is delineated through planting and paving. The garden does not seek to be a replica of the historical setting but remains focused toward and responsive to the octagonal form of the building through a combination of the hedges, retained peppercorn tree and new domestically scaled trees, other plantings, pathways and turf. The bench seat allows users of the garden places to sit that are separate from the JCL but which direct attention back toward it. TCL have proposed the planting of apple trees within the circular garden setting to reference the apple and other domestic trees that were present in the JCL's garden setting in the nineteenth century. The land situated between Epsom Road and the JCL is also to be graded and paved using a material palette that references those that were historically found at the JCL and the Flemington Racecourse such as bluestone paving and garden beds.

8.3 The extent to which a refusal would affect the reasonable or economic use of the registered place or registered object [s. 101(2b)]

The applicant has chosen not to submit a case for economic use noting that as per the Heritage Victoria Policy on reasonable or economic use issued June 2021, that while as per item 6. the Executive Director must consider s101(2)(b) in making their determination, as per item 9, it is sufficient that reasonable **or** economic use be considered, it need not be both unless both apply.

Within the activation of the site as a whole through Permit P28548 and the current application, the proposed use of the JCL and the circular garden is that of a place of public amenity in which users are given the opportunity to appreciate the JCL, its heritage values and its setting through both an historical and contemporary lens.

This activation entail will entail the provision of an interpretative response to the JCL both explicitly through the interpretation program required by Condition 1.11 of Permit P28548 and through a design response in the form of the landscaped circular garden required under Condition 1.9. While this will occur regardless of the outcome of the current application, some consideration should be given to the breadth of cohort of users. The JCL is located in an area of the heritage place not frequented by race-users, thus its value as a remnant of nineteenth century picturesque architecture or as a manifestation of VRC benevolence to its jockeys is appreciated by only a limited audience. The activation of the zone through the apartment complex approved under P28548 will go some way to mitigate this isolation, however there remains the possibility of a misconception among the public that the area is a private garden space. Under the current application the zone will be further activated by more casual users which will facilitate a broader engagement with the heritage values of the site.

8.4 The extent to which approval would affect the cultural heritage significance of any adjacent or neighbouring property

All areas of cultural significance in the surrounding area, whether subject to a heritage overlay or included on the VHR are not immediately adjacent or neighbouring the JCL site. They are either located east of Ascot Vale Road and north of Racecourse Road or southeast of Smithfield Road. There are therefore no adverse impacts anticipated to these sites.

9.0 SUMMARY OF IMPACTS AND CONCLUSION

In summary, while the proposed works reflect a process of change to this zone of the Flemington Racecourse that change will have only limited impacts to the Jockeys' Convalescent Lodge and its immediate surroundings. Works associated with the activation of the JCL do entail some changes to fabric however the decorative features of the distinctive *cottage orné* style will remain legible as will the functional architecture associated with a small-scale realisation of a pavilion medical building.

The new building has been amended during its development in order to respond to sightlines from Epsom Road and towards the rest of the racecourse. The new development occurs beyond the 25-metre development exclusion line. The historic hedge line that the 25-metre line represents was an inward-looking design device which responded to the JCL building such that there is an ability to accommodate development beyond this line.

The landscape plan which has been updated from previous endorsed plans to in response to the construction of an additional building on the eastern side, maintains the sense of enclosure through hedges of multiple levels and ground treatments, and entails plantings, pathways and benches that are responsive to and sympathetic of the heritage building.

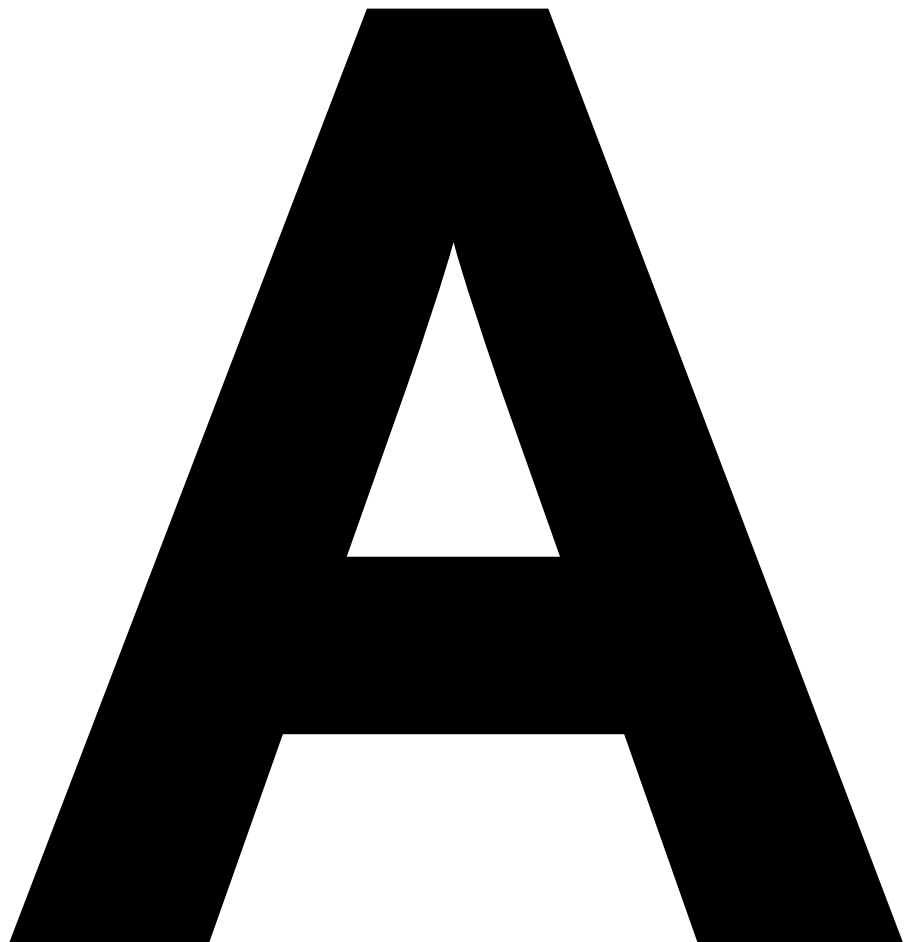
In total, the design presents as an opportunity to activate the Jockeys Convalescent Lodge and the surrounding garden such that it will be activated and appreciated by those living or staying at the site and by the wider public.

ENDNOTES

- 1 Correspondence, Jessica Hood Principal Heritage Permits, Heritage Victoria to Peter Lovell, Lovell Chen, 5 September 2022
- 2 Correspondence, Jessica Hood Principal Heritage Permits, Heritage Victoria to Peter Lovell, Lovell Chen, 5 September 2022
- 3 Correspondence, Janet Sullivan Principal Heritage Permits, Heritage Victoria to Peter Lovell, Lovell Chen, 9 August 2023
- 4 Andrew Lemon, 'VRC History', cited in Victorian Racing Club Homepage: www.vrc.net.au; Lovell Chen, *Flemington Racecourse Conservation Management Plan*, prepared for Victoria Racing Club, December 2012, pp. 42, 49; James Smith (ed.), *The Cyclopaedia of Victoria: An Historical and Commercial Review*, p. 111.
- 5 Lovell Chen, *Flemington Racecourse Heritage Management Plan* prepared for Victoria Racing Club, July 2021, p.A12
- 6 Lovell Chen, *Flemington Racecourse Heritage Management Plan* prepared for Victoria Racing Club, July 2021, p.A10, A12
- 7 Lovell Chen, *Flemington Racecourse Conservation Management Plan*, prepared for Victoria Racing Club, December 2012, p. 42; Lovell Chen, *Flemington Racecourse Heritage Management Plan* prepared for Victoria Racing Club, July 2021, p.A10
- 8 Lovell Chen, *Flemington Racecourse Conservation Management Plan*, prepared for Victoria Racing Club, December 2012, p. 42.; Lovell Chen, *Flemington Racecourse Heritage Management Plan* prepared for Victoria Racing Club, July 2021, pp. A12-13
- 9 Lovell Chen, *Flemington Racecourse Conservation Management Plan*, prepared for Victoria Racing Club, December 2012, p. 42; Lovell Chen, *Flemington Racecourse Heritage Management Plan* prepared for Victoria Racing Club, July 2021, pp. A13-16.
- 10 Lovell Chen, *Flemington Racecourse Conservation Management Plan*, prepared for Victoria Racing Club, December 2012, pp. 42, 43; Lovell Chen, *Flemington Racecourse Heritage Management Plan* prepared for Victoria Racing Club, July 2021, pp. A16-17.
- 11 Australia Heritage Database assessment of Flemington Racecourse against the criteria of the National Heritage List, 2006.
- 12 Lovell Chen, *Flemington Racecourse Conservation Management Plan*, prepared for Victoria Racing Club, December 2012, p. 42.
- 13 Lovell Chen, *Flemington Racecourse Conservation Management Plan*, prepared for Victoria Racing Club, December 2012, p. 42.
- 14 Lovell Chen, *Flemington Racecourse Conservation Management Plan*, prepared for Victoria Racing Club, December 2012, p. 42.
- 15 'A home for sick and disabled jockeys', *Australasian* 15 July 1882 p.9; Lovell Chen, *Flemington Racecourse Conservation Management Plan*, prepared for Victoria Racing Club, December 2012, p. 42.
- 16 Bruce Trethowan, 'William Salway' in Philip Goad and Julie Willis (eds.), *The Encyclopaedia of Australian Architecture, Melbourne*, 2012, p. 614.
- 17 Harriet Richardson (ed.), *English Hospitals 1660-1948: A Survey of their Architecture and Design*, p. 128; Jeremy Taylor, *The Architect and the Pavilion Hospital: Dialogue and Design Creativity in England, 1850-1914*, p. 56.
- 18 Jeremy Taylor, *The Architect and the Pavilion Hospital: Dialogue and Design Creativity in England, 1850-1914*, p. 157.

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- 19 *Camperdown Chronicle*, 19 August 1893, p. 2. Research undertaken by Andrew Lemon, VRC Historian.
- 20 *The Sportsman*, 18 April 1893, p. 4. Research undertaken by Andrew Lemon, VRC Historian.
- 21 James Smith (ed.), *The Cyclopaedia of Victoria*, Vol. II, p. 119
- 22 *Ovens and Murray Advertiser*, 29 October 1904, p. 1.
- 23 Lovell Chen, *Flemington Racecourse*, 448 Epsom Road, Flemington, Victoria, Conservation Management Plan, December 2012 (Updated 2014), p. 64.
- 24 Lovell Chen, *Flemington Racecourse*, 448 Epsom Road, Flemington, Victoria, Conservation Management Plan, December 2012 (Updated 2014), pp116-117
- 25 Lovell Chen, *Flemington Racecourse Heritage Management Plan* prepared for Victoria Racing Club, July 2021 Appendix C Assessment of Significance, p.23
- 26 Lovell Chen, *Flemington Racecourse Heritage Management Plan* prepared for Victoria Racing Club, July 2021 Appendix C Assessment of Significance, p.C23
- 27 Lovell Chen, *Flemington Racecourse Heritage Management Plan* prepared for Victoria Racing Club, July 2021, Table 5, p. 50
- 28 Lovell Chen, *Flemington Racecourse Heritage Management Plan* prepared for Victoria Racing Club, July 2021, Table 5, p. 50
- 29 Lovell Chen, *Flemington Racecourse*, 448 Epsom Road, Flemington, Victoria, Conservation Management Plan, December 2012 (Updated 2014), p 130
- 30 Lovell Chen, *Flemington Racecourse Heritage Management Plan* prepared for Victoria Racing Club, July 2021, p.50
- 31 Heritage Council Registrations and Reviews Committee, 'Determination of the Heritage Council: Flemington Racecourse, Permit No P28548,' 22 May 2019, p.26, para 113.
- 32 Harriet Richardson (ed), *English Hospitals 1660-1948: a survey of their architecture and design*, Royal Commission on the Historical Monuments of England, Swindon, 1998, p.183
- 33 'The V.R.C. and the Charities', *Sportsman*, 29 April 1903, p.1
- 34 'A Jockey Injured', *Herald*, 25 July 1905, p1 ; 'Round about Flemington', *Australasian*, 15 August 1908, p19
- 35 Heritage Council Registrations and Reviews Committee, 'Determination of the Heritage Council: Flemington Racecourse, Permit No P28548,' 22 May 2019, p27, para 151
- 36 Heritage Council Registrations and Reviews Committee, 'Determination of the Heritage Council: Flemington Racecourse, Permit No P28548,' 22 May 2019, p26, para 113

APPENDIX A: HERITAGE LISTING DATASHEETS

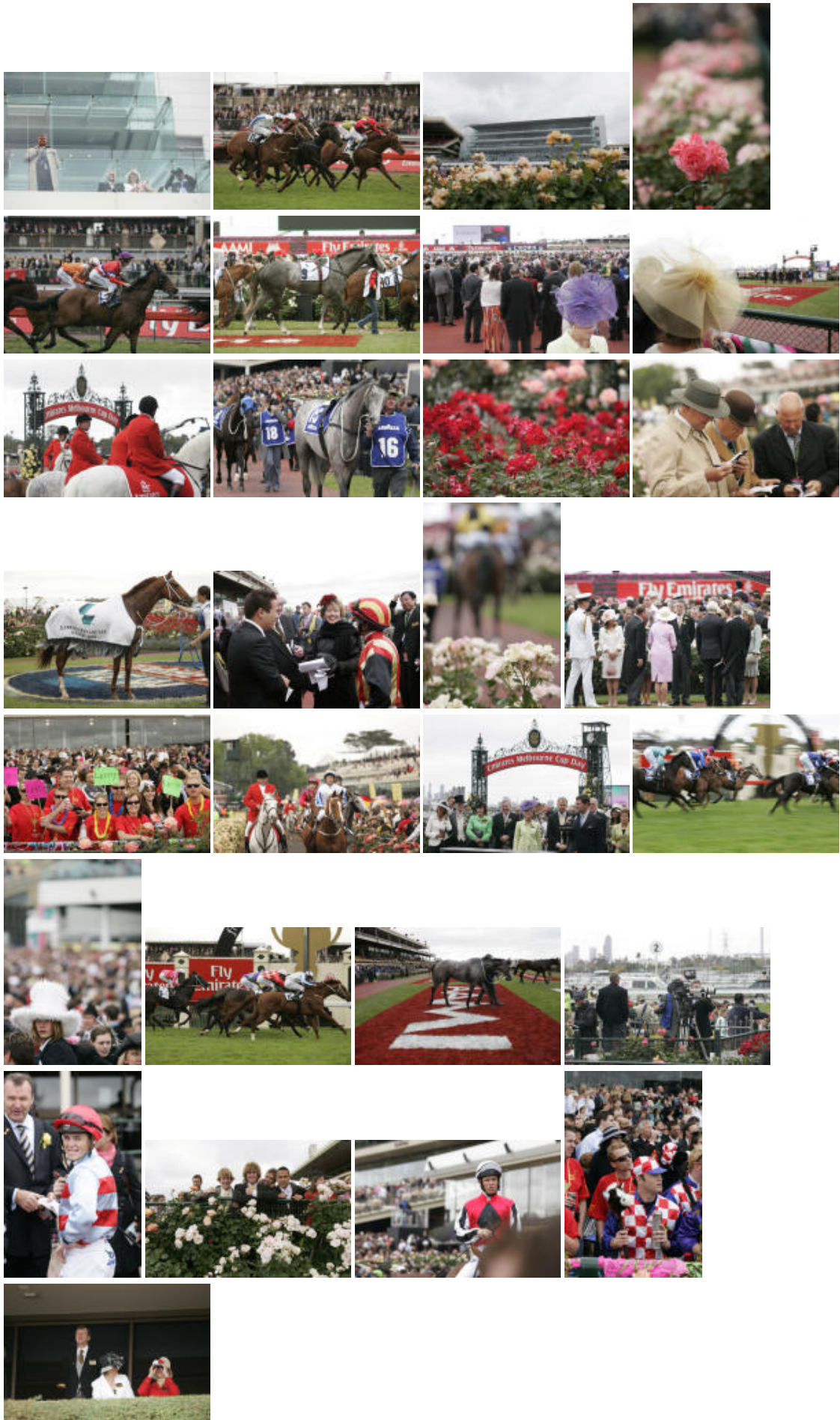


Place Details

[Send Feedback](#)

Flemington Racecourse, 448 Epsom Rd, Flemington, VIC, Australia

Photographs



List	National Heritage List
Class	Historic
Legal Status	Listed place (07/11/2006)
Place ID	105922

Place File No 2/11/033/0682

Summary Statement of Significance

Flemington Racecourse has importance in the cultural history of Australia because of its development into one of the Australia's premier racecourses. During the more than one hundred and sixty years since the flats beside the Saltwater River were first used for racing, Flemington has been transformed from uneven, heavily thicketed, rough paddocks into a richly grassed acreage supporting one of the finest racing surfaces in the world. The circumference of the Flemington track at 2,312 metres and the advantage of the Straight Six make it one of the great racecourses of Australia.

Flemington Racecourse is also important as the site of the continuous running of the Melbourne Cup from its inception in 1861 to the present day. On the first Tuesday in November it is the race that stops the nation. Flemington Racecourse has a special association with the people of Australia as the venue of some of the country's greatest horseraces, and in particular the Melbourne Cup which each year captures the imagination of the country and brings it to a standstill. The Cup has been a stimulus for the arts, including literature, painting, drama and ballet. As a spectator sport, racing has one of the highest participation rates in Australia, and the Melbourne Cup and the cult of the turf have become part of the national psyche.

Flemington Racecourse has also become an important venue for Australian fashion. The Melbourne Cup spring racing carnival is a major part of the fashion industry's year. 'Oaks Day' of the spring carnival was developed as a 'ladies day' in 1885, and within two years had become the fashion event of the Melbourne year.

Official Values

Criterion A Events, Processes

Flemington Racecourse has importance in the cultural history of Australia as the place of the continuous running of the Melbourne Cup from its inception in 1861 to the present day. During the last one hundred and sixty years since the flats beside the Saltwater River were first used for racing, Flemington has been transformed into a richly grassed acreage supporting one of the finest racing surfaces in the world. The circumference of the main Flemington track at 2,312 metres together with the 1,200 metre 'Straight Six' make it one of the great racecourses of Australia.

Criterion G Social value

Flemington Racecourse has a special association with the people of Australia as the venue of some of the country's greatest horseraces, and in particular the Melbourne Cup which each year captures the imagination of the country on the first Tuesday in November and brings it to a standstill. The Cup has been a stimulus for the arts, including literature, painting, drama and ballet. As a spectator sport, racing has one of the highest participation rates in Australia, and the Melbourne Cup and the cult of the turf have become part of the national psyche.

Flemington Racecourse has also become an important venue for Australian fashion. The Melbourne Cup spring racing carnival is a major part of the fashion industry's year. 'Oaks Day' of the spring carnival was developed as a 'ladies day' in 1885, and within two years had become the fashion event of the Melbourne year.

Description Not Available

History

The commencement of racing in Australia.

Although horse racing had developed into a popular pastime in Britain during the 18th century, there were two reasons why it was slow to develop in the infant colony of New South Wales. First the colony was intended as a prison and it was the intention of the authorities to punish the convicts, not to amuse them. Second, there were few horses in the colony and they were needed for practical tasks rather than for sport. Only seven horses arrived with the First Fleet, all of them acquired at the Cape of Good Hope. These included a stallion and two mares belonging to the government and another mare, a colt and two fillies that were the personal property of Arthur Phillip (Painter & Waterhouse 1992: p.2). These were not thoroughbreds but work horses, intended for use in ploughing and carting. From 1790 to 1810 the small-scale importation of horses into the colony continued and the new arrivals tended to come from better stock than those imported with the First Fleet. By 1810 the number of horses in the colony totalled 1,114 (Painter & Waterhouse 1992: p.2).

Military officers were the main importers of horses into the colony and it was the officers of the 73rd Regiment who organised the first official race meeting at Hyde Park in October 1810, also inviting Macquarie to act as patron. Two races were run. The first, the 'Ladies Plate', was won by Captain Ritchie on his grey gelding, 'Chase'. The second race, with a large prize of sixty guineas, was won by William Charles Wentworth on 'Gig' (Bernstein 1969: p.2). The racecourse at Hyde Park continued in use until the 73rd Regiment was transferred to Ceylon.

Drunkenness and unruly behaviour marked the race meetings and when an informal meeting organised by D'Arcy Wentworth was marred by dissipation and brawling, Macquarie banned further race meetings. No officially sanctioned races were to occur again until 1819 when Macquarie again allowed them to take place.

Governor Brisbane arrived in the Colony in 1821 charged with carrying out the recommendations of Commissioner Bigge, which were designed to return order and discipline to New South Wales and re-align it with its original design as a penal colony. Racing was again banned and it was not until 1825 that Brisbane allowed the annual Hyde Park races to resume. On 18 March 1825, following the first successful day of racing, a number of colonial gentlemen gathered at Sir John Jamison's George Street house for the purpose of forming the Colony's first racing club, the original Sydney Turf Club (Painter & Waterhouse 1992: p.6). The club proposed to host spring and autumn meetings, and races were to be conducted under English Jockey Club rules. In April 1826 the club conducted a meeting on a rough course that had developed opposite Captain John Piper's 'Bellevue' property in South Head Road, and another in September on the Hyde Park course. Both venues proved to be unsatisfactory, and in 1826 the Turf Club decided to establish a new course at Grose Farm at Camperdown on land belonging to Governor Bligh's son-in-law, Sir Maurice O'Connell (Painter & Waterhouse 1992: p.6). This too proved to be unsatisfactory. Racing struggled on, hampered by poor bloodstock and substandard courses until 1832 when a group of enthusiasts petitioned Governor Bourke for a portion of land in the vicinity of Sydney on which to construct a racecourse. The 82 hectares of land subsequently assigned grew to become the Royal Randwick Racecourse (Painter & Waterhouse 1992: p.10).

Racing in Victoria.

The first horse race in Victoria had been held on 8 February 1837 on flats beside 'She Oak Hill' (on the site of the present Spencer Street Station) just four weeks before Governor Bourke visited to bestow on the village the name of the British Prime Minister of the day, Lord Melbourne (Bernstein 1969: p.2). Only one race was held, between horses owned by Dr Cotter and Mr Brown (with Mr Brown's horse winning), but most of the settlement's population of two hundred turned out to see the contest (Bernstein 1969: p.2). On 15 January 1838, a group of Melbourne gentlemen met to foster further race meetings and formed an informal club, the 'Melbourne Race Club'. This club held subsequent race meetings at the She Oak Hill course on 6 and 7 March 1838 and on 15 and 16 March 1839. The 1840 meeting was planned for March, on a course to be determined. Some time previously a private match race had been held on river flats beside the 'Saltwater' (later Maribynong) River four miles from the fledgling township at the site of today's Flemington Racecourse, and the superiority of the place for racing was so evident that the Melbourne Race Club decided on it as the site of future race meetings (Bernstein 1969: pp.6-7). Accordingly, in 1840 just five years after Melbourne was founded, a racecourse was laid out and a rough grandstand constructed at Flemington on the swampy banks of the river, (ARM nd: p.1). The land on which the course was laid out was owned by two brothers, William and Thomas Lang, who granted permission for the club to hold its meetings there. The first races were held at the site on 3 March 1840, and on this day the jockeys wore racing silks in Australia for the first time (Bernstein 1969: p.8).

On 12 December 1840, a meeting was held to establish annual race meetings to be run by a club yet to be formed for the purpose. The unofficial 'Melbourne Race Club' was replaced by the Port Philip Turf Club, formed on 2 January 1841 (Bernstein 1969: pp.8-9). After a decade this club gave way to two clubs, the Victoria Turf Club and the Victoria Jockey Club (Pacini 1988: p.4).

1859 saw the running of the Australian Championship Sweepstakes at Flemington. This was an inter-colonial event involving horses from New Zealand, Tasmania, and Sydney as well as Melbourne. The newspapers reported that between 30,000 and 40,000 people saw the race. It was the first time that the result of an Australian sporting event was reported by the electric telegraph, when the result was telegraphed to Sydney. It also sparked interest in the establishment of an annual handicap race capable of attracting a quality inter-colonial field.

For some it became an act of heroism simply to reach Melbourne for the Sweepstakes. The South Australian owner, Hurtle Fisher, decided to send his horse *The Barber* from Adelaide to Melbourne for the race, onboard the steamer *Admella*. The *Admella* sailed from Adelaide with 107 passengers and crew, along with several horses including *The Barber* on board. On an uninhabited stretch of the South Australian coast, the *Admella* struck a reef too far off shore to be noticed from the land. The vessel began to break up and many passengers drowned. With all the ships boats and provisions lost other passengers and crew were doomed to die on the reef of exposure and thirst. It took days before two of the survivors were finally able to reach land and by the time rescue could be organised only 25 people had survived. Hurtle Fisher later reported that:

"When I left Adelaide my normal walking weight was 9 stone 7 pounds; when I landed in Victoria I scaled at exactly 5 stone 12 pounds. We were on that wreck eight days without bite or sup."

Most of the horses on board perished in the wreck, but not *The Barber*. He swam more than two miles to shore and was then walked across country to Geelong, from where he was taken the final fifty miles to Melbourne by train, apparently unharmed by his experience (Lemon 1987: p.240).

The commencement of the 'Melbourne Cup'

In 1861, the Victoria Turf Club voted to establish a handicap race to be known as the 'Melbourne Cup' to be decided over a distance of two miles, and to be run at the Club's proposed October meeting. The move appears to have been made to counter the activities of the rival Victoria Jockey Club, which, following the English tradition, had sponsored a race to be known as the 'Two Thousand Guineas'. The Victoria Turf Club allotted 200 guineas to the new Melbourne Cup race, but in addition, stipulated that the owner of each starting horse must provide five sovereigns as first forfeit. Withdrawal of a horse would be penalised by a forfeit of ten sovereigns, and an additional sum of twenty sovereigns was to be paid by the owner of each horse on final acceptance. At the conclusion of the race the owner of the winning horse would take both the Club's 200 guinea prize and all additional monies raised from owners (Ahern 1982: p.1). The resultant total prize monies amounted to £710 all of which went to the winner as there was no prize for second or third place (Bernstein 1969: p.15). Nominations for the race opened on 1 May 1861, and 57 horses from Victoria, New South Wales and South Australia were entered (Bernstein 1969: p.13). The first Melbourne Cup was run on the first day of the Club's three day meeting on Thursday, 7 November 1861. Six days earlier the news of the disastrous fate of the Bourke and Wills expedition had reached Melbourne. The city was draped in mourning and the general atmosphere of gloom predated against a large turnout for the race. For the 1861 Spring meeting, racegoers were able to travel for the first time by train direct from Spencer Street to Flemington (Bernstein 1969: p.13), and in the event, 4,000 people were present to see the race.

A horse by the name of *Mormon* was the first favourite for a Melbourne Cup. He had just won the Victoria Jockey Club's 'Two Thousand Guineas' race, a win which earned him a weight penalty of 5lb in the Melbourne Cup in which he carried a total weight of 10st.11lb (Bernstein 1969: p.14). But the locals were prepared to back him against all comers at 4 to 1. The New South Wales horse, *Archer*, relatively unknown south of the border, was at odds of 8 to 1, a fact taken advantage of by his trainer, Etienne de Mestre. *Archer* had recently won in NSW and as a result earned a 3lb penalty for the Cup to carry a total of 9st.7lb (Bernstein 1969: p.14). It has been generally believed that *Archer* walked from de Mestre's property at Nowra the 550 miles (885 kilometres) to Melbourne for the race (Ahern 1982: p.2). However, research done by Lemon shows that *Bell's Life in Sydney*, the leading sporting newspaper of its day in NSW, carried a report for 21 September 1861 indicating that on the previous Wednesday de Mestre had shipped three horses to Melbourne on the *City of Sydney*. Both the names of both de Mestre and his Melbourne Cup jockey, John Cutts, appear on the passenger manifest of the ship along with several prominent bookmakers and other racing men. The Melbourne *Argus* reported the arrival of the ship at Port Melbourne on Saturday 21 September 1861. Again de Mestre and Cutts are listed as passengers. The ship's cargo is also listed, including four horses (Lemon 1990: p.267).

As the horses turned for home during the first Melbourne Cup race, a horse called *Twilight* hit one of the posts marking the way into the straight and collided with two other entries, *Medora* and *Despatch*. All three horses fell, hindering the following horses including *Mormon*. *Archer* beat *Mormon* by six lengths, and a 20 to 1 chance, *Prince*, took third place behind *Mormon*. In the fall, *Despatch's* jockey, Joe Morrison, broke his arm, and the following day both *Medora* and *Despatch* had to be destroyed as a result of injuries sustained in the fall (Ahern 1982: p.2).

In 1862, *Archer* again travelled by ship from Nowra to Melbourne to compete in the Cup, this time as 2 to 1 favourite even though he carried 10st.2lb. Prize money for the 1862 Cup totalled £810. With the fall that had marred the first Cup in mind, the Victoria Turf Club moved the starting post back into what had been a training ground, to give the horses a straight run of four furlongs before they had to make the river turn. In front of a crowd of 7,000 people, *Archer* again beat *Mormon*, this time by eight lengths, the only time in Cup history that the same two horses came first and second in successive Cups (Bernstein 1969: p.19). By now the Melbourne Cup was proving to be one of the highlights of the Victorian racing calendar.

In 1863 the Cup was contested by the smallest field ever to line up for the race, and the winner carried the lightest weight ever borne to victory. There were no interstate horses entered in the race. These factors were symptomatic of the unhealthy state of racing in Melbourne at the time (Bernstein 1969: p.20). Lack of competent management and competition between the two rival racing clubs, led to the degeneration of racing in general and unethical practices had evolved – sabotaging of the track, nobbling, and owners being paid appearance money to enter their horses exclusively with one club or the other. Little attention was being paid to racing for racings sake, and the sport entered a period of deep malaise (Pacini 1988: p.5). Moreover, both clubs were deeply in debt (Bernstein 1969: p.20).

By 1864, *Bell's Life in Victoria*, the Colony's leading sporting newspaper, had been able to say 'the Melbourne Cup has now become firmly established as the race par excellence of the Australian colonies.' (Lemon 1990: p.293). Of the ingredients that went into making the fame of the Melbourne Cup, two were of importance. The first was the money and thought lavished on improving the course at Flemington and the other was the most important of all, the phenomenal rise of gambling on the Cup (Lemon 1990: p.298).

The establishment and growth of the Victoria Racing Club.

On 9 March 1864, a group of gentlemen led by Henry Creswick (after whom the township of Creswick in Victoria is named), all concerned at the depths to which Victorian racing had plunged, met at Scott's Hotel with a view to forming a new racing club which would take over the two existing clubs, including their financial liabilities. The Victoria Racing Club (VRC) was born. Applications for membership in the new club came flooding in, around 300 for the first year, and within two years the club was to provide the sport of racing in Victoria with a new image (Pacini 1988: p.10). It quickly established a set of 'Rules and Regulations' designed to control racing in Victoria. The primary aim was to ensure that racing ran cleanly, and the 'Rules' made provision for no less than five Stewards to control race meetings. They assumed control over each meeting a week before it took place and for a week after it was over. The Stewards' authority over the conduct of races was supreme and in all cases their decisions were final. The new club also appointed a Secretary, Robert Cooper Bagot, at an annual salary of £150 and established its first office in a room in a villa adjoining Menzies Hotel (Pacini 1988: p.16).

The VRC took over both Flemington Racecourse and the Melbourne Cup as part of the takeover of the old Victorian Turf Club. The land on which the racecourse was laid out was eventually resumed by the Victorian Government and re-zoned as public parkland. While the VRC had exclusive right to lease the land at Flemington, and despite having invested thousands of pounds in improvements to the facilities at the course, the club felt that it had no guarantee of tenure to protect its investment. The matter was taken up directly with the Government and in 1871 the *VRC Act* was passed. This legislation had two important results. It granted trusteeship of the Flemington parklands to the Committee of the VRC, formally giving them control of the racecourse. It also enabled the VRC to introduce by-laws, to be approved by the Governor in Council, that would improve the conduct of racing in Melbourne and, indirectly, throughout Victoria (Pacini 1988: p.52).

In the ensuing century, the VRC was to establish its control over the running of horse races throughout Victoria, and to influence the administration of racing in other Colonies. In 1881, the VRC established the still existent "VRC Calendar". Published monthly, it included forthcoming meetings of all racing clubs in Victoria. Horses running at meetings not advertised in the Calendar would not be accepted for meetings conducted by the VRC at Flemington. Additionally, all meetings advertised in the Calendar had to be run in accordance with VRC Rules. The Calendar also included the results of all meetings, details of any disqualifications, and the names of registered trainers and jockeys. Victorian clubs had not asked the VRC to assume the mantle of control, and many took umbrage at what they saw as the VRC's autocratic move, but their hands were tied. The VRC had simply decided to make full use of the terminology of the *VRC Act* and assume the administrative direction of racing in Victoria. It was the aim of all owners and trainers to see their horses start at Flemington, and they wouldn't risk that chance by having their horses run at unregistered meetings. A few months later, the VRC Committee contacted their counterparts in the Australian Jockey Club in NSW and the South Australian Jockey Club, who as a result also established Calendars in their Colonies applying the same rules as the VRC. The move eventually led to a formal 'Principal Clubs' liaison which was to see disqualifications and penalties applied by one club being upheld by the clubs of the other Colonies, and the benefits of the wider establishment of standardised rules and administration in racing in Australia (Pacini 1988: pp.101-2)

Racing in Victoria during the 19th and 20th centuries.

As racing developed in Victoria during the 19th century, the course at Flemington was the venue for many famous race victories and was associated with some of the greatest owners, trainers and jockeys in Australian racing history.

Few horse owners in racing history have approached the records of John Tait with his many Melbourne Cup, Derby, St Leger, Champions Race and Town Plate wins amassed from the 1840s until his death in 1888. By the beginnings of the 1880s his estimated race winnings totalled more than £30,000 (more than \$3 million today) (Lemon 1990: p.276).

Hurtle Fisher, owner of *The Barber*, moved to Melbourne and established the Maribynong Stud Farm in 1863. He was also owner of the imported English stallion, *Fisherman*, which in just four seasons at stud was to have a permanent effect on Australian thoroughbred breeding, with many of his progeny great successes both on the field and at stud (Lemon 1990: pp. 296-7).

Peter St Albans, who rode for the Geelong trainer James Wilson, was a prominent jockey during the 1870s. He was only a thirteen year old apprentice when he won the Melbourne Cup in 1876 on *Briseis*, and in succeeding years won the 1880 VRC St Leger, and the 1881 Sires Produce, Ascot Vale Stakes and Geelong Cup (Lemon 1990: p.303).

Tom Hales was described in 1888 as 'A model horseman, of great nerve; a keen judge of pace, possessing the best of heads and hands, and an enthusiastic love of his profession'. Born in 1847 he began his racing career in South Australia, but moved to Melbourne in 1872 where he soon became the leading jockey. He rode *Gran Flaneur* to victory in the 1880 Melbourne Cup and for most of the 1880s was unbeatable, especially when he was riding horses owned by James White (Lemon 1990: p.381).

In 1890 *Carbine's* win in the Melbourne Cup was greeted with unprecedented euphoria, and provoked Henry Varley, Melbourne's most vehement moralist and leader of the Anti-Gambling League, to publish a pamphlet called *Melbourne's Idol: Lord Carbine*. Coming to Australia unbeaten in New Zealand races, *Carbine* was a horse at the peak of his greatness when he ran the Cup. Bought for 3,000 guineas by Donald Wallace, who had already had success in the 1888 Melbourne Cup with *Mentor*, *Carbine* quickly recouped his owner's outlay. Trained by Walter Higginbotham, who was well established as a leading trainer, he was ridden to victory by Mick O'Brien, one of the finest jockeys of his time (Lemon 1999: p.377).

Walter Higginbotham was regarded as the greatest trainer during the period from 1888 to 1905. He started his career as a jockey in Sydney, Melbourne, and Tasmania. As a trainer he formed an association with Donald Wallace and trained Wallace's winners including *Mentor*, which won the 1888 Melbourne Cup, and *Carbine*, which won in 1890. Higginbotham also trained another two Melbourne Cup winners, *Newhaven* which won in 1896, and *Blue Spec* which won in 1905 (Lemon 1990: p. 384). He was succeeded in the 20th century by James Scobie, who trained three Melbourne Cup winners in the 1920s, *King Ingoda*, *Bitalli* and *Trivalve* (Lemon 1990: p.384)

Frank Bullock was one of the first Australian jockeys to make a reputation overseas. He rode with success in England from 1903 for expatriate Australian owner, J E Brewer. He revisited Australia in 1905 and won the Melbourne Cup on *Blue Spec* trained by Walter Higginbotham (Lemon 1990: p.466).

Jim Munro and his brother David, universally known as 'Darbie' succeeded one another as Australia's leading jockeys from the 1920s until Darbie's retirement in 1955. Jim won the 1925 Melbourne Cup on *Windbag* before he turned twenty one, and a second time in 1928 on *Statesman*. Darbie was eight years his junior and virtually took over when Jim left off. Darbie was to win three Melbourne Cups on *Peter Pan* in 1934, *Sirius* in 1944 and *Russia* in 1946. He was also successful in five AJC Derbies, five Victoria Derbies, the Doncaster, Cox Plate, and the C B Fisher Plate (Lemon 1990: p.470).

Also active at Flemington during the 1920s and 30s were three of Australia's great jockeys. William (Billy) Duncan was to win the 1918 Cup on *Night Watch*, and again in 1932 on *Peter Pan*. Bobbie Lewis achieved legendary status in a career that spanned fifty years. His first Melbourne Cup win came on *The Victory* in 1902, and he went on to win the race three more times on *Patrobus* in 1915, *Artilleryman* in 1919, and *Trivalve* in 1927. Frank Dempsy made a brilliant start to his career with three wins in the Caulfield Cup before the age of 21. He was the regular rider of *Eurythmic* who was almost unbeatable during the 1921 and 1922 seasons. Between 1923 and 1939 he rode four winners of the VRC Oaks at Flemington (Lemon 1990: p.473).

During the decades that spanned the turn of the 19th century, three great trainers dominated Melbourne racing. Richard Bradfield trained four winners of the Melbourne Cup in a career that spanned more than thirty years. Cecil Godfrey was a successful but controversial trainer during the 1920s and 30s. Although he trained three Caulfield Cup winners, however he never trained a Melbourne Cup winner. As a result of a twelve month disqualification, *Heroic*, a likely Cup prospect was withdrawn from his stable. Jack Holt was consistently the leading trainer during the 1920s and 30s. He won the Melbourne Cup with Hall Mark in 1933, he was also to win three Caulfield Cups.

Phar Lap's jockey, Jim Pike, had an outstanding record in the saddle over three decades. Based in Sydney, Pike rode the winners of almost all the big Melbourne races, including six Victoria Derbies. He was also to win a second Melbourne Cup on *Peter Pan* in 1932.

In the modern era, the trainer Bart Cummings today holds the record for having trained eleven Melbourne Cup winners, and Lee Freedman has trained five Cup winners. The race is also associated with some of today's greatest jockeys, including Daren Beadman, Glenn Boss, Damien Oliver, and Shane Dye (VRC 2005a).

Development of Flemington Racecourse.

During the more than one hundred and sixty years since the flats beside the Saltwater River were first used for racing, Flemington has been transformed from uneven, heavily thicketed, rough paddocks into a richly grassed acreage supporting one of the finest racing surfaces in the world (Pacini 1988: p.506). Set on 125 hectares of river flats it is one of the biggest racecourses in Australia. Royal Randwick Racecourse in Sydney, in comparison, stands on only 82 hectares of land (AJC 2006b), while Morphettville Racecourse, home of the South Australian Jockey Club stands on 61 hectares. The circumference of the Flemington track at 2,312 metres makes it one of the longest in Australia, in comparison with Royal Randwick at 2,213 metres (AJC 2006b) and Eagle Farm in Brisbane at 2,027 metres (Queensland Racing 2006). The original straight, down past the grandstand to the river turn, which was originally lengthened as a result of the accident in the first Melbourne Cup, was further lengthened to become the world famous 'Straight Six' – the six furlong (1200 metre) length of straight track that makes Flemington ideal for sprint races. In comparison the longest straight at Randwick is only 410 metres and that at Eagle Farm is 435 metres. A favourite with both Australian and international jockeys, the long run down the Strait Six gives horses a chance to come from well back in the field to make it first past the post (ARM no date: p.4).

Development of the public facilities at Flemington commenced almost as soon as the VRC took over the track. The security of tenure resulting from the passage of the *VRC Act* also enabled the Club to develop facilities at the course. One of the worries that had induced the Committee to approach the Victorian Government in 1871 had been that their need to invest in facilities for the public at the course was endangered by the fact that their lease could be terminated at any time and they would then face the expensive need to start again on another site.

Although racing had been conducted at the site for more than 30 years, little development had taken place. As a first step following passage of the Act, the Committee set about defining what were still regarded as simply 'Flemington paddocks'. It allocated one paddock to members with provision for their carriages and horses. The weighing yard, Stewards' stand, Judges' box and saddling paddock, were designated as 'official areas'. The high paddock became known as the 'Hill', and the remainder of the course, including the 'Flat' was designated as the 'residue'. Official areas were not open to the general public, but they were to be admitted free of charge to the 'residue', requiring appropriate tickets for other areas (Pacini 1988: pp.52-3). The Lawns were graded flat and provided with seats for the ladies, and a new grandstand started in anticipation of a crowd of 10,000 people expected for the running of the 1873 Melbourne Cup. Known as the 'Cowshed', part of the bluestone foundations of the original grandstand can still be seen today. The horse stalls, or 'Birdcage' were enlarged and improved. At the rear of Stall 90 is *Carbine's* stall. Restored and relocated to mark the centenary of *Carbine's* great win in the 1890 Melbourne Cup, it pays tribute to one of the greatest horses the world has ever seen (ARM no date: p.4). *Carbine* made turf history in Australia with his extraordinary Melbourne Cup win. A record weight, a record time, a record prize, a record field, a fast pace and a brilliant ride, were all ingredients of a race that stayed in the memory of those who witnessed it (Lemon 1990: p.383). The track itself was improved and the straight lengthened to the now world famous 'Straight Six'.

By 1888, when the Melbourne Centennial Exhibition was held, the VRC hosted all the Colonial Governors and their wives at Flemington for the running of the VRC Grand National meeting (Lemon 1990: p.381).

During the 1890s, the Hill was redeveloped, with a new stand being constructed and other facilities being provided for ordinary racegoers. For a small admission fee, patrons could enjoy the comforts of the stand and the entertainment that traditionally took place on the Hill. Brass bands, side shows and carnival rides provided amusement, and refreshments were available from the 'Temperance pagoda', Swiss chalet, or Chinese teahouse. The Hill was also famous for its wonderful gardens. Originally, the winning post was located on the far river side of the track, but by the late 1860s the Hill had become so popular that the VRC relocated the winning post in front of it. In doing so, they also repositioned the original 'distance' post. Originating in England at the time of Charles II, the 'distance' is measured at 240 yards (approximately 200 metres) from the finish line. Horses that 'couldn't go the distance' were disqualified. Flemington's distance post remains the oldest object on the course (ARM no date: p.5).

The motor car was becoming increasingly common, parked in amongst the horse-drawn carriages, but it was still a novelty. The Automobile Club of Victoria had its first 'automobile gymkhana' at Maribyrnong racecourse in 1904 and, ironically, attracted a larger

crowd there than the horse races had ever managed to do. In 1910, the VRC set out an enlarged 'members' motor paddock at Flemington, and formed a similar reserve for non-members. Naturally the car was the preserve of the wealthy who, with a few notable exceptions, embraced the new status symbol in a headlong rush. A large public grandstand was built on the lawn reserve in 1912 and was designed with the car in mind. The new stand, described as 'a massive structure, and most attractive in appearance, with balustrade and friezes of artistic wrought-iron work' was a double-decker with terrace in front, and was designed to accommodate 10,000 people (Lemon 1990: p.392).

Mass plantings were made at the course, both of trees and flower gardens. The area still called 'The Elms' was planted by the first Secretary of the VRC, Robert Bagot, and by 1895 the shade of the maturing trees became the venue for grand Melbourne Cup parties by Melbourne's elite. Following the 1922 redevelopment, the Elms was regarded as now being too far from the Members stand, and the tradition of race day luncheons in the Member's car park began. The second Secretary of the VRC, Byron Moore, who was a keen gardener, initiated the rose gardens at Flemington. Today, tens of thousands of rose plants flower during the Spring Carnival and have become renowned as Flemington's international trademark.

The betting ring was established. Australia is one of the few remaining countries in the world to allow on-course bookmakers. Initially anyone could be a 'bookmaker' and at Flemington they roamed the course shouting odds to people to entice them to wager. Little cash changed hands on course, with bets being settled at an inn or club at the end of the day. In 1882, bookmaking changed forever on Australian racecourses, when the VRC Committee introduced strict controls and licensing fees for bookmakers. These licences allowed them still to roam, but only on either the Flat, the Hill, the Elms, the Ring or the Rails. The same year saw the first modern bookmaker appear at Flemington. A young Englishman, Robert Siever, set up a stand in the same spot where he remained all day, calling out the odds and accepting cash wagers. He carried a large black bag containing enough money to cover winning bets, and punters were given written receipts as a receipt of their wager. These traditions are still followed by bookmakers today (ARM no date: p.10)

During the course of the century, improvements were also made to the surface of the track itself and to the training areas. The siting of the course on the river flats had always meant that some areas were swampy, and indeed on a number of occasions the Maribynong River overflowed and flooded the course. In 1911, the Autumn Carnival at Flemington was washed out when the Maribynong River overflowed its banks. Consequent on this the VRC, Railways Department, Harbour Trust, Melbourne City Council and Flemington and Essendon Councils pooled their engineering resources to devise ways of stopping the river from overflowing (Pacini 1988: p.206). Swampy areas of the track itself were drained and raised to improve the standard of the track. Today's track has a circumference of 2,312 metres, is 30 metres wide (ARM no date: p.5), and is regarded by jockeys as one of the best in the world (Pacini 1988: p.506).

In 1922, Flemington underwent redevelopment when changes were made to the Lawns and Birdcage areas, and a new Members' stand was constructed. In 2000 the members grandstand was again re-developed at a cost of \$41.5 million and has redefined the Australian racing experience. The facility provides world-class entertainment amenities within a flexible design, which meets the needs and expectations of members in the new millennium. The five-tiered stand includes approximately 6900 viewing seats, a state-of-the-art betting lounge and a member's level with a unique glazed atrium space with spectacular trackside views. The 'Hill' enclosure originally established on the amphitheatre shaped ridge overlooking the track and which contributed to Flemington's original attraction as a natural site for a racecourse, has been developed, following the early VRC policy, to retain its panoramic view of the course for the average racegoer and has no equal at any racecourse in the world.

The Hill area was subsequently re-developed in 1997 at a cost of \$8.5 million, when the VRC constructed its largest grandstand to date. Located opposite the winning post, it is for many racegoers the best place to watch the races (ARM no date: p.8). The present 'Hill' Stand covers most of the area of the original stand, and its clever construction was designed specifically to allow it to nestle into the natural form of the hill (ARM no date: p.7). The stand is open to the public and has all facilities, including bookmaker's stands, tote, and bars. It is also home to the race callers' boxes and includes exclusive restaurants, 'The Terrace', 'Skyline' and 'Panorama'. Additionally, the new members grandstand completed in 2000 has redefined the Australian racing experience. The \$41.5M facility provides world-class entertainment amenities within a flexible design, which meets the needs and expectations of members in the new millennium. The five-tiered stand includes approximately 6900 viewing seats, a state-of-the-art betting lounge and a member's level with a unique glazed atrium space with spectacular trackside views. Today the course provided facilities for patrons that are widely regarded as being amongst the best in Australia, and Flemington is acknowledged as being one of the finest natural racecourses in the world (Bernstein 1969: Intro.).

Avenues of mature trees, some of them planted by the first Secretary of the VRC, Robert Bagot, provide Flemington with abundant shade. Today, the banks of tens of thousands of roses which were originated in 1881 by the second VRC Secretary, Byron Moore, have become an internationally acclaimed Flemington trademark (Morphettville, in comparison, grows only 1,700). Today the Flemington Racecourse logo is derived from the rose garden, the design representing a dynamic visual expression of rose petals flooded in dappled sunlight against a background of the greens of the lawns and the famous track. It is unique as a racing club logo (VRC 2006a).

In 1993 the Melbourne Cup was won for the first time by a foreign horse, *Vintage Crop* trained by Dermot Weld of Ireland, which stimulated interest in international racing circles. In addition to the Melbourne Cup, Flemington Racecourse today hosts many of Australia's top races, including the VRC Derby, VRC Oaks, MacKinnon Stakes, Newmarket Handicap, Australian Cup and Lightning Stakes.

Flemington, the VRC and the First World War.

World War I had a profound impact on Australia. Australia lost nearly 60,000 young men, of the more than 300,000 troops and service personnel she sent overseas. If a sense of nationhood was won, it was won at a terrible price. Much that was fine and good was lost for ever, including more than 120,000 Australian horses which were also sent to the war in Egypt and Palestine. The horses which survived the perils of war were not allowed to come home. Quarantine laws and the sheer cost prevented it. Many were shot at the request of their Australian handlers, who preferred that to abandoning the horses in the Middle East (Lemon 1990: p.465).

For the sport of horse racing in Victoria, the war left its indelible mark in three significant ways. Firstly, it tightened the control exercised by the VRC over the conduct of the sport, and set the private racecourses on the path to extinction. Secondly, it signalled the beginning of direct government intervention in the administration of the sport. Finally, in Victoria and elsewhere in Australia, it prompted the importation of a substantial number of English racehorses. On one hand this enriched both competition and the breed of thoroughbred horses in Australia, while on the other, they almost destroyed the market for Australian stallions for many years (Lemon 1990: p.465).

In England, racing during the war was very hastily curtailed by government decree. It only escaped a complete ban because such an extreme measure risked irreparable damage to the British bloodstock industry. For several lengthy periods there was no racing, while at others it was restricted entirely to Newmarket (Lemon 1990: p.465).

In Australia, where the emergency was not so pressing, horse racing continued with little debate until the winter of 1915. It was at this time that the true extent of Australian war casualties at Gallipoli was becoming clear, and the cost of the war in financial and human terms was beginning to show. Already the government was expressing the need for more volunteers for the armed services, and since spectator sports in this era were almost exclusively played by young men, it seemed incongruous to allow these sports to continue while active soldiers were needed abroad. The VRC approached the Victorian government to argue that racing was different from other sports and should not be curtailed, but that if it were to be reduced, then it should not be reduced at Flemington. Jockeys, unlike the average cricketer or footballer, were generally too small to meet the original physical requirements for army recruits, although many of them were just as tough as the larger sportsmen. The VRC argued that drastic restriction of racing would simply lead to unemployment and an unwanted drain on the public purse. The club further pledged that its entire profits for the duration of the War would be directed towards patriotic funds (Lemon 1990: p.465).

For the government, this was an enticing proposition. The Victorian government was under the control of Sir Alexander Peacock, who was pressed to support the Federal government's push for more men and money for the war effort. Sir Alexander decided that racing should be cut back but not eliminated. Flemington and Caulfield came through unscathed, but the privately owned courses were hardest hit and this generally led to their closure and extinction. Further cuts in racing were made in 1916 and again in 1917, but the industry remained active compared with its counterpart in England (Lemon 1990: p.466).

The social value of the Melbourne Cup.

Almost two million people, or 12.9 % of the national population (ABS 2003), attended horse racing events in Australia in the year 2002 (the last year for which ABS figures are available). It had the second highest national sporting attendance rate after AFL, which had 2.5 million attendees or 17.1% (ABS 2003). Figures for the period indicate that Victoria had the second highest per capita State attendance rate at horse races at 15.8 % of the State population, after the Northern Territory with a per capita attendance rate of 16.3% of the population. More than 154,000 people over the age of 18 are actively involved nationally in the racing industry (ABS 1999).

The Melbourne Cup is one of the world's most challenging horse races, and one of the richest with a total prize money for 2005 of \$5.1 million (CRP: no date). Even people who don't usually bet, have been known to 'have a flutter' on 'the Cup'. Melbourne Cup Day is Australia's most famous Tuesday, and at 3.00pm AEST on the first Tuesday in November Australians everywhere stop for one of the world's most famous horse races. It's a day when even the Parliament stops to listen to the race call or to watch the race on TV. In 2005, 106,479 people attended Flemington for Melbourne Cup day (VRC 2005: p. 24) and more than 14 million Australians (85% of the population) watched the Melbourne Cup on television live or replayed (Morgan 2005), and more than 80,000 overseas visitors attended the race. It attracts people from all walks of life, even those without much knowledge of horse flesh, and in factories and offices around Australia the majority of people get involved in a Melbourne Cup sweep or Calcutta. In 2005, \$356.1 million was wagered nationally on the Melbourne Cup both on course and through the TAB (VRC 2005b: p.19, and personal communication Mr Simon Wheeler, Chief Financial Officer, ACTTAB). American writer, Mark Twain, said of a visit to the Melbourne Cup in 1895:

Nowhere in the world have I encountered a festival of people that has such a magnificent appeal to the whole nation. The Cup astonishes me. (CRP: no date)

In 2002, the VRC initiated the Melbourne Cup tour, during which the Cup itself is toured around Australia and visits 30 destinations around the world, including New York, London, Manchester, and Singapore. The tour has further stimulated international interest in the race. Australians around the world have always been interested in the results of the race. As early as WWII, Australian troops in Papua New Guinea picked up a broadcast of the race. Today it is broadcast internationally, including for the first time in 2005 to troops in Afghanistan.

The Cup has provided a stream of stimulation for Australian creativity, not only in art and literature but also in fashion.

C J Dennis wrote of the Cup, and the poet Henry Kendal wrote 'How the Melbourne Cup was Won'. A B (Banjo) Paterson's 'A Dream of the Melbourne Cup' was published in the *Bulletin* just prior to the running of the 1886 Melbourne Cup. All the horses referred to in Paterson's poem, with the exception of *Acme*, started in the race, which was won by *Arsenal*. Adam Lindsay Gordon was not only one of Australia's great 19th century poets, he was also one of the most romantic figures ever to appear on the Australian turf, where he attracted admiration for his courage, vitality and poetic soul (Lemon 1990: p.304). His poetry first achieved popularity when it was published in *Bell's Life in Victoria*, the Colony's leading sporting newspaper. In the late 1860s he won a number of races at Flemington, including on 10 October 1868 riding the famous 'treble' – the Metropolitan, the Selling Steeplechase and the Hunt. In 1868 he also won the VRC Steeplechase at the Melbourne Cup carnival (Lemon 1990: p.304). One of Australia's great crime writers, Arthur Upfield, wrote 'The Great Melbourne Cup Mystery'. Written in 1933, the year after *Phar Lap's* mysterious death, it details the death of a Cup favourite on the eve of the race and is regarded as one of the 'lost' classics of Australian crime writing.

Scenes of Flemington, the Cup, and Cup winners have been painted by Australian artists for over a century, including the famous series of

paintings of the 1887 Cup carnival by Carl Kahler, and the series of paintings of Cup winners by Martin Stainforth, regarded widely as Australia's greatest equestrian artist. Frederick Woodhouse painted both the start of the 1862 Cup and also *Archer* following his win. The winner of the 1890 Cup, the great *Carbine*, was painted by Mark Gawen and the painting presented to the VRC by the Duke of Portland in 1895. Sir Daryl Lindsay painted *Phar Lap* following his win in the Melbourne Cup, and also *Contadore* following his win of the Windsor Steeplechase in the presence of Her Majesty Queen Elizabeth II in 1963. Harold Freeman's murals of the history of thoroughbred racing in Australia now decorate the 1978 Hill Stand at Flemington.

The Melbourne Cup has also been the subject of a number of popular plays and variety acts in Australian theatres. In 1887, Dion Boucicault's drama, *The Flying Scud* was performed at the Nugget Theatre, and during the race scene a live horse was brought on to the stage to the 'special approbation of the audience'. In 1893 the Alhambra Palace of Varieties featured a program that included Miss Florrie Ford riding the winner of the Melbourne Cup across the stage. The seamy side of racing was portrayed in *Rogues of the Turf* at the new Bijou Theatre in 1907. The entrepreneur, Bland Holt, presented a number of plays set around the Melbourne Cup, starting with *Sporting Life* produced at the Theatre Royal in 1898, during which the favourite *Lady Love* wins the race in full view of the audience (Bernstein 1969: p.81), and in 1905 *The Betting Book* at the Theatre Royal. In 1909 he presented *Flood Tide*, with 'real' racehorses ridden by 'real' jockeys. Mr Holt packed them in! He was the supreme showman and actor of his day, and the most dramatic of all these spectacular presentations was *The County Fair* staged by him in the late nineties. Dame Mabel Brookes, one of Melbourne's leading society hostesses of the day, remembered the occasion:

'Bland Holt was the children's delight, and he put on a melodrama that was centred on the Melbourne Cup. He had a treadmill working on the stage for the horses to run on. Real jockeys were used to gallop the horses up a lane, turn them into the stage door onto a ramp up which they galloped madly, and so on to the treadmill which went madly too - in the reverse direction. The cheers were deafening - you could have no idea what went on! With the finish of the race the horses and riders went out the other side. By this time the audience was completely spent with excitement. On one occasion there was great consternation when the mechanism failed and the wrong horse won. However, it was all quite wonderful! (quoted in Bernstein 1969: p.82).

In 1962 English choreographer, Rex Reid, created the 'Melbourne Cup' ballet for the inaugural programme of the Australian Ballet Company, based on popular music of the 1860s chosen by Australian musician, Harold Badger, and orchestrated by Charles (now Sir Charles) Mackerras. Based on *Archer's* winning of the first Cup, the ballet has toured the world and been performed more than any other ballet created in Australia (Bernstein 1969: pp.82-3). When the work was performed at Covent Garden in London during the Australian Ballet's first tour in 1965, it was received with a tumultuous ovation, and was outstandingly praised when the Company subsequently toured South America in 1968. In 1966 'Melbourne Cup' was televised by ABV Channel 2, Melbourne, in the program 'Robert Helpmann introduces the Australian Ballet' (Bernstein 1969: p.83).

One of the first cinematographic actuality films shot in Australia, and the earliest surviving film footage, was taken at Flemington on Melbourne Cup day in 1896, when 95,000 people saw *Newhaven* win the Cup. The film was shot by Marius Sestier, a cameraman for the Lumiere brothers of Lyon, France, who invented the 'motion picture'. The film stock of the day was too slow to take satisfactory pictures of galloping horses passing the post, but the clip shows a priceless archival record of the arrival of Lord Brassey, the Governor of Victoria; the bookmakers; saddling paddock; the crowds; and most importantly the fashionable ladies parading up and down the Lawns. The original nitrate film is in the French film archive in Paris, the Centre National de Cinematographe, and is described as being "as fragile as old lace and more precious than gold". In 1969 a print of the film was placed in the National Library of Australia by the then French Cultural Counsellor in Australia, M. Henri Souillac (Bernstein 1969: pp.56-9).

The Melbourne Cup is also the venue for the display of Australian fashion. The spring racing carnival is a major part of the fashion industry's year. The part women played in the growing prestige of the VRC in the nineteenth century was incalculable. 'If they made no other contribution,' said the *Age*, 'the colour and interest they have given the Flemington scene with their dressing would be sufficient.' From the early days when their long skirts rustled across the famous Lawn, and their dainty parasols shaded delicate complexions, women have made fashion a talking point at VRC meetings. From the latter part of the last century through the Edwardian era, the chronicling of the frocks and their wearers seen on the Lawn at Flemington on Cup Day was as important as a description of the big race. An *Argus* fashion writer wound up a description of the Cup day's activities by stating: 'I understand there was also some racing.' (Bernstein 1969: p.61) In 1882 when *The Assyrian* won the Cup, a sudden downpour was said to have ruined thousands of pounds worth of elegant and expensive dresses (Lemon 1990: p.312). The tradition of Oaks Day as the ladies day of the Spring Carnival originated in 1885, when the VRC Secretary Byron Moore overheard a group of fashionably dressed ladies complaining of the damage that had been done to their elegant gowns by the crush of people on Cup day. Less crowded than the public holiday on the Cup day, Oaks Day allowed the ladies to parade their fashionable finery on the Lawn, and had another advantage in that the principal race of the day, the Oaks, was for fillies. Within two years, Oaks Day had become the fashion event of the Melbourne year (ARM no date: p.6, Pacini 1988: pp.115-6).

From Jean Shrimpton's famous mini-skirt in 1965 to Australian supermodel Megan Gale's appearance in 2005, fashion has always made as many headlines as hemlines at the Melbourne Cup. In 2005 visitors to Flemington for the Spring Carnival and the Melbourne Cup spent more than \$20.1 million on fashion purchases in Victoria (VRC 2005: p.7). The Australian millinery trade, which now exports internationally, depends on the Melbourne Cup trade and young milliners develop their creative skills in supplying exotic hats to ladies for the Cup carnival.

Condition and Integrity Not Available

Location

About 128ha, 448 Epsom Road, Flemington, comprising an area bounded by a line commencing at Hill Gate, then westerly via the southern boundary of the car park to its intersection with the eastern road reserve boundary of Fisher Parade, then southerly via the road reserve boundary to its intersection with the left bank of the Maribyrnong River, then easterly via the left bank to its intersection with the north western road reserve boundary of Smithfield Road, then north easterly via the road reserve boundary to its intersection with the southern most point of Lot CM PS409463, then north westerly via the western boundary of Lot CM PS409463 to its intersection with the south western road reserve boundary of Epsom Road, then north westerly via the road reserve boundary to its intersection with the southern railway reserve boundary (approximate MGA point 316270mE 5815980mN), then south westerly via the south eastern railway reserve boundary to its intersection with the southern boundary and its alignment of the car park at Hill Gate, then westerly via that alignment to the point of commencement. Excluded are Flemington Railway Station and all railway reserve land.

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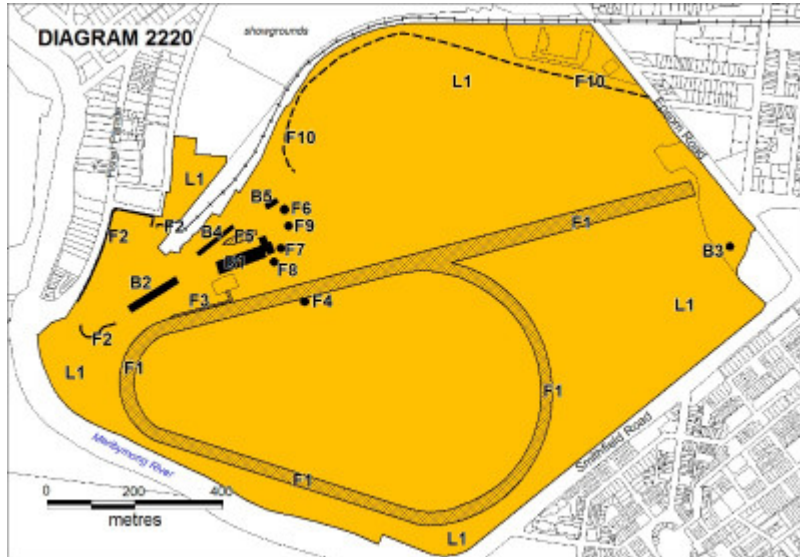
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FLEMINGTON RACECOURSE



PROV H2220 flemington racecourse plan



Flemington Racecourse_straight and stands_KJ_15 Jun 09



Flemington Racecourse_remnants of bluestone stand_KJ_17 July 09



Flemington racecourse_former Convalescent jockeys Lodge_KJ_July 09 July 09



Flemington Racecourse_betting rone & tote buildings_KJ_15 Jun 09



Flemington Racecourse_men's toilets_KJ_15 Jun 09



Flemington Racecourse_bluestone walls near Hill Entrance_KJ_15 Jun 09



Flemington Racecourse_horse walk to mounting yard_KJ 15 Jun 09



Flemington Racecourse_Phara Lap statue_KJ 15 Jun 09



Flemington Racecourse_Bart Cummings statue_KJ_15 Jun 09



Flemington Racecourse-Members Stand & Makybe Diva statue_KJ_15 Jun



Flemington Racecourse_rear of Members Stand_KJ_15 Jun 09



Flemington Racecourse_brass bell_KJ_15 Jun 09



Flemington Racecourse_entrance to Members Drive & entrance box_KJ_15 Jun 09



Flemington Racecourse_chronographic clock_KJ_15 Jun 09



Freedman with part of mural

Location

EPSOM ROAD AND SMITHFIELD ROAD FLEMINGTON, MELBOURNE CITY

Municipality

MELBOURNE CITY

Level of significance

Registered

Victorian Heritage Register (VHR) Number

H2220

Heritage Overlay Numbers

HO272

VHR Registration

October 8, 2009

Heritage Listing

Victorian Heritage Register

Statement of Significance

Last updated on - July 21, 2009

What is significant?

Flemington Racecourse has operated continuously since 1840, when the first race meeting was held here on the Maribyrnong River flats north of the city, and in 1848 352 acres of Crown Land was reserved as a public racecourse. Since then the course has undergone continual development and change. In the 1850s racing in Victoria boomed, with many courses established throughout the colony, but the annual autumn meeting at Flemington was already established as the main event on the racing calendar. In 1859 the results of the Australian Championship Sweepstakes were telegraphed to Sydney, a first for an Australian sporting event, and a railway line to the course opened in 1861. In the same year the first Melbourne Cup was run, over a two mile course, an event which has been held annually since then and has become internationally famous. The Victoria Racing Club (VRC) was formed in 1864 to organise racing at Flemington, and major improvements at the racecourse were carried out under the administration of the first two secretaries, Robert Cooper Bagot (secretary 1864-1881) and his successor Henry Byron Moore (secretary 1881-1925). Bagot replaced the coarse grass on the track, graded the lawns, and drained the swampy land in the centre of the course to make 'the Flat', with that area and 'the Hill' becoming the main viewing areas. In 1873 he built a members' grandstand, known as Bagot's Cowshed, at the base of the hill. Moore built four new grandstands, one a bluestone stand built in 1883-86 and incorporating elegant vice-regal facilities, elements of which survive beneath the Old Hill Stand. At the same time the existing bluestone walls were built around the base of the hill and, more extensively, around the northern perimeter of the Hill. Moore also initiated the creation of the impressive lawns and gardens, particularly the rose gardens, which are still an important feature of the course. Three paintings done from 1887 by the Austrian painter Carl Kahler, now in the Committee Rooms, show the appearance of the course at that time. Another initiative of Moore's was to establish a Distressed Jockey's Fund to assist injured jockeys, and in 1893 he built at the course a Jockeys' Convalescent Lodge, designed by the architect William Salway. The first newsreel filmed in Australia was taken at Flemington on Cup Day in 1896. In 1922 the VRC began a radical redevelopment of the course, with the major focus shifting further to the east. Many of the early timber structures were demolished, Bagot's stand became a public stand, and a new Members' Stand, designed by the architects Robertson & Marks, was built in 1924. The legalisation of the totalisator for betting in 1930 required the construction of new tote buildings in 1931, several of which remain (though altered) around the betting ring north of the 1924 Members' Stand. Racing continued at Flemington during both World Wars, though part of the racecourse was

occupied by the armed forces during WWII. Further major redevelopment occurred during the 1950s, with the construction of what is now known as the Old Hill Stand and the Lawn Stand replacing Bagot's Cowshed. Fashion has always played an important part in Flemington race meetings, and the 'Fashions in the Field', which has become an institution at the course, was introduced at the Centenary Melbourne Cup in 1960. Many early structures have been demolished to make way for improved facilities. Further expansion has seen the construction of the new Hill Stand in 1978-79 and the Prince of Wales Stand in 1984, with The Grandstand (a new stand for members) built above this in 2000. Further changes have been carried out, particularly in the birdcage (where horses are stabled while awaiting their races) and car parking areas, in the early twenty-first century as part of a new master plan for the course.

The Flemington Racecourse occupies a 127 hectares site on flat land bordered to the south and west by the Maribyrnong River and to the north by a raised escarpment running along the northern boundary, which culminates in the Hill at the north-west corner. Internally there is a road system which accesses all parts of the course, and has entrances from Epsom Road, Leonard Crescent, Fisher Parade and Smithfield Road. The centre of the site contains the course proper, with the Flat and two other tracks and a car parking area inside this. To the north are most of the site infrastructure and public facilities (grandstands, betting facilities, public and members' areas and car parking) and to the east are recently-constructed horse training facilities, the new VRC Administration Offices and the former Jockeys' Convalescent Lodge. The most significant features are: the main race course, including the old distance post, the oldest feature at the course, and the horse walk from the track to the mounting yard; the 1924 Inter-War Stripped Classical style Members' Stand; the remains of the 1880s bluestone stand (part of which lies beneath the Old Hill Stand terraces); the 1880s bluestone walls at the base of the Hill and along Fisher Parade, Leonard Crescent and adjacent to the Hill Gate (which retain some remnant painted signage); the picturesque octagonal former Convalescent Jockeys' Lodge near Epsom Road; the betting ring with its old elm trees, bordered by the 1930s tote buildings and the 1920s men's toilets; the statues of Phar Lap, Bart Cummings and Makybe Diva; the chronographic clock in the VRC Committee Rooms; the 1870s brass bell near the Racecourse Manager's Office; the murals by Harold Freedman depicting the history of thoroughbred racing in the Hill Stand; the Members' Drive, its extensive plantings, and the entrance box at the Epsom Road end; and the plantings, particularly the roses throughout the public and members' areas and the elms at the western end of the course and in the betting ring.

How is it significant?

Flemington Racecourse is of aesthetic, architectural, historical and social significance to the State of Victoria.

Why is it significant?

Flemington Racecourse is architecturally significant for its collection of structures relating to racing in Victoria since the nineteenth century, which demonstrate the various stages of development of the course. The most significant of these are the remaining nineteenth century structures (the 1880s bluestone stand remnants and bluestone walls and the former Convalescent Jockeys' Lodge), the 1920s Members' Stand and betting ring, and the 1930s tote buildings. The remnant of the 1880s bluestone grandstand, though partly hidden beneath the Old Hill Stand terraces, is an interesting example of a nineteenth century grandstand and demonstrates building techniques of the period. The bluestone walls at the base of The Hill and along Fisher Parade and Leonard Crescent are also of interest as examples of nineteenth century bluestone construction. The former Convalescent Jockeys' Lodge is of significance as a possibly unique example in Victoria of a centralised hospital building, a form which became popular in the 1880s in England. It is an exceptional example of a picturesque structure of the late nineteenth century. The 1924 Members' Stand is significant as an unusual and largely intact example of a 1920s Inter-War Stripped Classical style grandstand.

Flemington Racecourse is historically significant as the oldest racecourse in Victoria, which has operated continuously since 1840. It has been the site of the running of the Melbourne Cup since its inception in 1861 until the present day. This is Australia's most famous horse race, which 'stops the nation' and has been a public holiday in Victoria since 1877. The Melbourne Cup has been a stimulus for the arts, including literature, painting, drama, ballet and fashion design. The 1870s chronograph now in the Committee Room, once used to time the races, is significant as a fine example of nineteenth century clockmaking, and as the most famous work of the Melbourne jeweller Thomas Gaunt, who became a household name in Australia and England for his manufacture of large public clocks.

Flemington Racecourse is of social significance as a venue of Victoria's and Australia's greatest horse races, especially the Melbourne Cup. This is accepted as being one of the world's great horse races with its own distinctive features and is centrepiece of the Victorian spring racing carnival. Racing is one of Australia's major spectator sports, and Derby Day 2006 attracted a crowd of 129,089, one of the largest crowds in Australian

sporting history. Flemington racecourse is an important venue for Australian fashion, and the Spring Carnival is a major part of the fashion industry's year. Oaks Day has since as early as the 1880s been seen as a 'ladies' day' and has continued to be recognised as the fashion event of the Melbourne year.

Flemington Racecourse has aesthetic significance as one of the finest racecourses in the world, set in an expansive landscape with views towards the City of Melbourne. It is significant for its works of art, including the Harold Freedman murals in the Hill Stand, which are an extraordinary depiction of the history of thoroughbred racing; for the bronze statues of Phar Lap and Makybe Diva, two of Australia's greatest racehorses; and of Bart Cummings, considered to be Australia's greatest horse trainer. It is also significant for its gardens, particularly the rose displays, which are carefully cultivated to be at their most spectacular during the Spring Racing Carnival, when the Melbourne Cup is run.

Permit Exemptions

General Exemptions:

General exemptions apply to all places and objects included in the Victorian Heritage Register (VHR). General exemptions have been designed to allow everyday activities, maintenance and changes to your property, which don't harm its cultural heritage significance, to proceed without the need to obtain approvals under the Heritage Act 2017.

Specific exemptions may also apply to your registered place or object. If applicable, these are listed below. Specific exemptions are tailored to the conservation and management needs of an individual registered place or object and set out works and activities that are exempt from the requirements of a permit. Specific exemptions prevail if they conflict with general exemptions.

Find out more about heritage permit exemptions [here](#).

Specific Exemptions:

General Conditions: 1. All exempted alterations are to be planned and carried out in a manner which prevents damage to the fabric of the registered place or object. General Conditions: 2. Should it become apparent during further inspection or the carrying out of works that original or previously hidden or inaccessible details of the place or object are revealed which relate to the significance of the place or object, then the exemption covering such works shall cease and Heritage Victoria shall be notified as soon as possible. General Conditions: 3. If there is a conservation policy and plan endorsed by the Executive Director, all works shall be in accordance with it. Note: The existence of a Conservation Management Plan or a Heritage Action Plan endorsed by the Executive Director, Heritage Victoria provides guidance for the management of the heritage values associated with the site. It may not be necessary to obtain a heritage permit for certain works specified in the management plan.

General Conditions: 4. Nothing in this determination prevents the Executive Director from amending or rescinding all or any of the permit exemptions. General Conditions: 5. Nothing in this determination exempts owners or their agents from the responsibility to seek relevant planning or building permits from the responsible authorities where applicable. Landscape Maintenance : The following landscape maintenance works are permit exempt under section 66 of the Heritage Act 1995, a) landscape maintenance works provided the activities do not involve the removal or destruction of any significant above-ground features; b) watering, mowing, top-dressing and fertilising necessary for the continued health of plants, without damage or major alterations to layout, contours, plant species or other significant landscape features; c) pruning to control size, improve shape, flowering or fruiting and the removal of diseased, dead or dangerous material, not exceeding 20% of the crown of the tree within a period of two years; d) tree surgery by a qualified horticulturalist or tree surgeon necessary for the health of those plants. Minor Works : Note: Any Minor Works that in the opinion of the Executive Director will not adversely affect the heritage significance of the place may be exempt from the permit requirements of the Heritage Act. A person proposing to undertake minor works may submit a proposal to the Executive Director. If the Executive Director is satisfied that the proposed works will not adversely affect the heritage values of the site, the applicant may be exempted from the requirement to obtain a heritage permit. If an applicant is uncertain whether a heritage permit is required, it is recommended that the permits co-ordinator be contacted.

Other exemptions: As noted in the Permit Policy all works to non-registered buildings on the site, excluding exterior additions or replacement, are permit exempt; as is the erection of temporary structures, such as marquees, moveable barriers and signage associated with racing events, which do not adversely impact on the heritage place.

Construction dates	1840, 1893,
Architect/Designer	Salway, William Hanlon, HL,
Heritage Act Categories	Registered place, Registered object integral to a registered place,
Hermes Number	13910
Property Number	

History

CONTEXTUAL HISTORY

[Information from Andrew Lemon, *The History of Australian Thoroughbred Racing*, vols 1 (1987) & 2 (1990); and from the 2007 Conservation Management Plan for Flemington Racecourse by Lovell Chen.]

The first race meetings in Victoria were organised by the squatters. Great prestige was associated with owning good horses, especially race horses. The first known horse race in Victoria was held, probably at Batman's Hill (near the present Southern Cross railway station) in 1837, and a formal meeting was held there in 1838. That course was semi-circular, and extended towards the site of the later North Melbourne Railway Station. A second meeting was held there in March 1839, but in 1840 a new site was chosen on the flats of the Salt Water (now Maribyrnong) River.

Race meetings became relatively common in Victoria in the 1840s. The first recorded organised race meeting held outside Melbourne was that of the Pyrenees Turf Club in 1842, held at Mt Emu near Beaufort (though this was in effect a private occasion). Races were often held to further the interests of towns or places, and this was in part the reason for the meetings held in Geelong in 1843; by the licensee of the Brighton Hotel from 1845 until the 1850s; and the annual St Kilda Races held from 1847. Several country towns inaugurated race meetings in the 1840s: Colac in 1845; Portland in 1846; Warrnambool in 1848; Seymour in 1849; and Port Fairy had meetings from 1850.

After the discovery of gold many new towns were surveyed in inland Victoria, and it was usual for land to be set aside for a racecourse. The *Turf Register* (1865) noted about fifty courses in the colony. The older meetings in towns such as Geelong, Port Fairy and Warrnambool now had many rivals. From 1854 Ballarat and Bendigo joined Geelong at the head of provincial racing. Other strong courses established in the 1850s were Wangaratta, Hamilton, Kyneton and Kilmore (as well as others that no longer survive, such as Dandenong, Portland, Beechworth, Carisbrook and Castlemaine).

By the end of the 1850s racing had become a major industry, and the 1860s and 1870s saw a dramatic increase in the number of people involved and the capital invested in the sport. Wealthy men such as the Fishers and Chirnsides outlaid thousand of pounds on race horses. The mania for racing grew in Melbourne and the country, and in 1884-5 seventy nine country towns were conducting race meetings, but while Melbourne had races all year round country centres had fewer meetings.

HISTORY OF PLACE

[largely taken from the 2007 CMP for Flemington Racecourse by Lovell Chen]

The early days

The first race meeting at the new course on the Maribyrnong River, then called the Melbourne Racecourse, was held on 3 March 1840 and attracted a large attendance. The new course was established for the first official meeting and a grandstand of rough scaffolding was erected. The site was ideal, with a large area of flat land and a hill to the north-west for viewing the races.

Early in 1841 the Port Phillip Turf Club, the first racing club formed in the Port Phillip District, was established to assume authoritative functions of annual race meetings. With the ensuing depression however the Club was disbanded and ad-hoc committees organised the annual races. During the 1840s the most important event was

the Town Plate. In 1848, following an application to the Government to authorise an official occupation of the site, the Governor of New South Wales vested 352 acres at the site for the purpose of a public racecourse and appointed six men as trustees. During this year the racecourse was partially fenced and a substantial grandstand was built.

With the gold wealth of the 1850s racing developed into a flourishing industry. In 1852 the Victoria Turf Club (VTC) was established and organised the annual races. Although successful race meetings were already being held throughout Victoria, the annual Melbourne autumn meeting became the unrivalled event of the racing calendar. By 1854 a spring racing meeting was also introduced. In 1857 the Victoria Jockey Club (VJC) was formed, as a rival to the VTC, and held its first race meeting at the course, now known as the Flemington Racecourse, in February the same year.

In 1859 the Australian Championship Sweepstake race was held at Flemington, with horses coming from New Zealand, Tasmania and Sydney, as well as Victoria. Newspapers reported that 30-40,000 people saw the race, and the result was telegraphed to Sydney, a first for an Australian sporting event. By this time two new stands had been built along the river, but most spectators viewed the races from the flat or the hill. In 1860 the layout of the course was changed and the finishing post was relocated to the base of the hill, the river-side stands were demolished, and a new stand, of timber with stone foundations, was built at the base of the hill, low enough to allow spectators on the hill to view the racing over the top of it.

A railway line to Flemington opened in 1861, taking spectators directly to the course.

The first Melbourne Cup

The VTC introduced a new race, called the Melbourne Cup, in 1861. The two-mile (3.2 km) race was first run on Thursday 7 November 1861 on the first day of a three-day meeting. The race was won by the New South Wales horse Archer, who received the total stake money of £930

By 1864 Victoria's leading sporting newspaper, *Bell's Life in Victoria*, noted that the 'Melbourne Cup has become firmly established as the race par excellence of the Australian colonies'. This was due to the money and thought lavished on improving the Flemington course, and more importantly the phenomenal rise of gambling on the cup. In 1864 the VTC and VJC dissolved to form the Victoria Racing Club (VRC) which took over the running of the fourth Melbourne Cup, which had already become synonymous with racing in the colony. By 1865 attendances were 13,000. Melbourne Cup Day, which was soon tied to the first Tuesday in November, became a public holiday in 1877.

Developments in the later nineteenth century

Although there had been racing at Flemington for over twenty years, the most important developments took place after the VRC took over the track in 1864. The first secretary of the newly-formed club was Robert Cooper Bagot, an Irish civil engineer and surveyor, who had redesigned the Melbourne Cricket Club ground in 1861, was engaged by the VRC to survey the Flemington Racecourse in 1864, and was appointed secretary, a position he held for seventeen years until his death in 1881.

Bagot completely altered the racecourse, draining the marsh in the centre of the course and making it into 'the Flat', which became a picnic ground for generations of race goers, and replacing the coarse grass on the track to provide a smooth and even course. He was insistent that racing should be a sport of ordinary people, and decided that viewing races from 'the Flat' should be free (though this was reversed in 1913). The high area north of the course became known as the 'Hill'. The lawns were graded and were provided with seats for the ladies. In 1873 a new grandstand costing £13,000 was completed at the foot of the hill. It seated three thousand, and was referred to as 'Bagot's cowshed', because of its utilitarian appearance.

Robert Bagot's successor as Secretary in June 1881 was Henry Byron Moore, also a surveyor, as well as a keen gardener, who during his 45 years in office helped the Club to plan four new grandstands, one at the back of the Hill to accommodate five thousand and one behind Bagot's grandstand to seat 2,500. He also extended the spacious lawns and gardens, especially the plantings of roses, and established nurseries and rosaries. In 1883-86 were built the bluestone structures which are now among the few early structures remaining at the course. The bluestone stand behind Bagot's cowshed, now lying partly beneath the Hill Stand, contained a suite of rooms 600 ft long for vice-regal visitors and their suite, ladies' retiring rooms, refreshment and press rooms, with an open stand above. The Cyclopaedia of Victoria (vol 2, p 119) described these

elegant suites of apartments hitherto occupied by the Governor of the State, his visitors and their friends during the various race meetings. These are situated underneath the centre of the grand-stand, are handsomely furnished and decorated. Owing to their position they are cool on the hottest day of summer. Between the

innermost wall of the rocky face of the hill, which is here vertical, there intervenes a chasm through which a shaft of light falls for the illumination of the rooms on that side. Mr Moore has taken advantage of this chasm . to fill up the space with rockwork, ferns, and basins of water, and amidst these the gorgeous scarlet flowers of the magnificent Poinsettia . introduce a blaze of colour .

This stand is seen in Carl Kahler's 1887 paintings. At the same time a bluestone retaining wall was built extending west along the base of the hill from the bluestone stand. At least one tethering remains embedded in the wall. An external wall enclosing much of the Hill area extends along Fisher Parade and along the northern side of the racecourse past the Hill Entrance. Also in the 1880s the VRC made elaborate improvements to its horse stalls area ('The Birdcage') and betting ring 'under the elms' towards the river end of the course.

Moore also established a Distressed Jockeys' Fund, which provided financial assistance for any jockey incapacitated by injuries received in any part of Victoria; married jockeys received £2 a week single jockeys £1.10.0, until they were able to resume employment. A Convalescent Jockeys' Lodge was also built on the course 'in which those who are thus circumstanced can receive the care and attention they require'. (Smith, *Cyclopaedia of Victoria*, 1904, vol 2, p 119.) This home is an octagonal timber building located in a secluded position in the south-eastern corner of the racecourse, south of the new VRC offices. It is not clear exactly when this was built, as it is not visible in early photographs or seen in its present position in the 1906 MMBW plan, yet its existence is noted in VRC minutes at least as early as 1897. Circular hospital wards became popular in England in the 1880s, following the publication of a paper by John Marshall, Professor of Surgery at University College and Hospital in London, which was reported in the *Builder* in 1878, and which were discussed and illustrated in journals such as the *Builder* and the *British Medical Journal*. It was thought that circular plans improved light, air and ventilation, as they would receive these from every direction, and would prevent dirt accumulating in corners, and they were also admired for the opportunities they offered for designing a pleasing, picturesque building. The building has for many decades been used as a private residence by the track supervisor at Flemington.

During the 1890s the Hill was redeveloped, with a new stand being constructed at the rear, and other facilities provided. The Hill was famous for its wonderful gardens, and entertainment was provided in the form of brass bands, sideshows and carnival rides, with refreshments available from the 'Temperance pagoda', Swiss Chalet or Chinese teahouse.

The first newsreel film shot in Australia was taken at Flemington on Cup Day in 1896 by Maurice Sestier, a cameraman for the French Lumiere brothers, who invented motion pictures. The film includes the finish of the race and it recorded the arrival of the Governor and scenes around the track. The original is in the Paris archive of the Cinematèque Francaise.

The early twentieth century

Despite additions to the stands in 1902, in 1903 the increasing crowds meant that accommodation was still inadequate. An application was made in 1912 to build a new double-storey public grandstand designed by the architect William Pitt to seat 10,000 (demolished to make room for the 1924 stand). This was located in the former carriage paddock.

Racing continued during World War I, as the VRC argued that any suspension of racing would increase unemployment, and pledged its entire profits towards patriotic funds for the duration of the war.

Racegoers had been able to travel to Flemington Racecourse by train since 1861. The electrification of the Melbourne train network began in December 1913, but was delayed by the outbreak of WWI. The first trial of electric trains in Victoria took place from Newmarket station to Flemington Racecourse on 6 October 1916. The next trial was not until 1919, following which electric train service began on a limited basis.

(<http://www.transport.vic.gov.au/doi/internet/transport.nsf/allDocs/RWPE06934B7A6094C844A256AFD001C4975?OpenD>)

Inter-war developments

In 1922 the VRC adopted a radical plan for redeveloping the course, which involved changes to the Lawns and Birdcage area, and a reconfiguration of the course, undertaken to relieve overcrowding and in the expectation that the totalisator would be legalised in Victoria. An application was approved in 1923 for a new three-storey two-deck members' grandstand designed by the architects Robertson & Marks, to cost £131,000. At the same time the brick stand in the carriage paddock was demolished, many of the early timber structures were removed, the members' stand, betting ring, bird cage and mounting yard were relocated further to the east, and new car parks created. Two new training tracks were laid inside the course. The Trainers' and Jockeys' Stand (demolished 2006), also designed by Robertson & Marks to relate in style to the new Grandstand, was built in 1924 at a cost

of £7,500. The previous members' Grandstand known as Bagot's Cowshed was converted for public use. The 1922-4 redevelopment cost more than a quarter of a million pounds, and changed much of the previous character of the course. It also resulted in an increase in the cost of admission to the course.

The totalisator buildings

Totalisator machines for the calculation of bets and dividends were legalised in 1930 in Victoria, the last Australian state to do so, and it became compulsory at the Flemington, Caulfield, Williamstown, Moonee Valley and Ascot courses. In response to this the VRC Committee met frequently throughout 1930 with Sir George Julius, the inventor of an automatic electric totalisator system, to establish the number of selling and paying windows, the positions of totalisator buildings and of the machines and indicator boards. In 1931 tenders were accepted for the construction of five tote buildings, designed by Robertson & Marks, from J E Shillabeer & Sons for £17,775.15.9. The main tote building was located at the rear of the betting ring, and another was between the Members Stand and the Saddling Paddock. Others were on the ground floor of the Members Stand, at the rear of the Hill Stand, and within the Flat. These were operating by October 1931. Two of these buildings remain at the course though in very altered form and adapted for other purposes.

Numbers at race meetings continued to grow, and in 1936 an application was lodged for the erection of a new public grandstand, luncheon room and Members' ladies totalisator sub-station at a cost of £38,000, adjacent to the 1924 grandstand (replaced in the mid 1980s by the Prince of Wales Stand).

During and after WWII

During the war racing continued to provide employment and public recreation on a vastly reduced scale, with the profits pledged again to the war effort. By 1942 a considerable part of the racecourse was occupied by the armed forces. The increased use and lack of maintenance of the course during the war years meant that by its end considerable restoration was required.

In January 1948 the middle section of the original wooden Hill Stand was destroyed by fire. It was declared structurally unsound and closed, and in 1951 the roof was blown off in a storm and only the western portion remained. The remainder was destroyed in another fire the following year.

The VRC in the 1950s prepared a Master Plan for the future development of Flemington. This was to result in the most extensive change to the appearance of the racecourse since the 1922-4 alterations. The first section rebuilt was the destroyed Hill Stand and hill terracing, to cost £102,000, which was almost completed for the 1955 Melbourne Cup. In 1958 improvements were made to the track and mobile starting barrier stalls introduced. Most of the 1873 Bagot Stand was replaced and a new grandstand constructed above the footprint and remaining bluestone fabric of the 1883 stand, at a cost of almost £362,000. This became known as the Lawn Stand.

The Centenary Melbourne Cup was held in 1960. Also at this meeting the 'Fashions in the Field' was introduced, an iconic event which has become an institution.

More recent developments

Continuous upgrades and extensions have been necessary at Flemington. In 1964 new totalisator equipment was installed costing £110,000. In 1974 another Master Plan was commissioned from the architects Edward Bilson & Assoc. This resulted in the construction of a new Hill Stand, completed in 1979 and costing \$5,000,000. The next stage was the construction of the Prince of Wales Stand (1984) to connect the Hill Stand to the betting ring below via the existing Members' Stand, and involved the demolition of the 1936-37 public grandstand. More seating was provided in 2000 with the completion of the multi-storied new Grandstand over the Prince of Wales Stand. This also was used extensively as a function centre on non race days.

A new Master Plan was completed in the early twenty-first century, involving the construction of new VRC offices near Epsom Road, an improved entrance on Epsom Road, the reconstruction of the race track surface and drainage, new stables to replace the earlier South Community stables, new training facilities and new stripping sheds. The 1990s saw development of the North Community Stables and the Aquanita, Symbol and Carbine Lodge stables to the east of the racetrack, augmenting the earlier Chicquita Lodge stables south-east of the race track adjacent to Smithfield Road. Large investment was made after 2000 in developing wetlands, improving flood protection from the river, and associated landscape works. Elaborate decorative wrought iron gates were installed at entrances to the Members' Drive, the main drive on Epsom Road and the Hill Enclosure at Leonard Crescent.

Plaque Citation

This is Victoria's oldest racecourse, the first meeting having been held on these river flats in 1840. It is the venue for Australia's most famous horse race, the Melbourne Cup, which has been run here annually since 1861.

Assessment Against Criteria

a. Importance to the course, or pattern, of Victoria's cultural history

Flemington Racecourse is the oldest racecourse in the state, having operated continuously since 1840. It has been the site of the running of the Melbourne Cup since its inception in 1861 until the present day. This is Australia's most famous horse race, which 'stops the nation' and has been a public holiday in Victoria since 1877. The Melbourne Cup has been a stimulus for the arts in Victoria, including literature, painting, drama, ballet and fashion design.

b. Possession of uncommon, rare or endangered aspects of Victoria's cultural history.

c. *Potential to yield information that will contribute to an understanding of Victoria's cultural history.*

d. Importance in demonstrating the principal characteristics of a class of cultural places or environments.

The structures and features at Flemington Racecourse reflect the development of racing and racing infrastructure in Victoria. The most important of these structures are the remaining nineteenth century bluestone stand remnants and bluestone walls and the former Convalescent Jockeys' Lodge; the 1920s Members' Stand and betting ring; and the 1930s tote buildings. The remnant of the 1880s bluestone grandstand, is an interesting example of a nineteenth century grandstand building and demonstrates building techniques of the period. The bluestone walls around the north side of the course are also of interest as examples of nineteenth century bluestone construction. The former Convalescent Jockeys' Lodge is of significance as a possibly unique example in Victoria of a centralised hospital building, a form which became popular in the 1880s in England, and is an exceptional example of a picturesque structure of the late nineteenth century. The 1924 Members' Stand is significant as an unusual and largely intact example of a 1920s Inter-War Stripped Classical style grandstand.

e. Importance in exhibiting particular aesthetic characteristics.

Flemington Racecourse is one of the finest racecourses in the world, set in an expansive landscape with views towards the City of Melbourne. It contains a number of notable works of art, including the Harold Freedman murals in the Hill Stand, an extraordinary depiction of the history of thoroughbred racing; the bronze statues of Phar Lap and Makybe Diva, two of Australia's greatest racehorses; and of Bart Cummings, considered to be Australia's greatest horse trainer. It is renowned for its fine gardens, particularly the rose displays, which are carefully cultivated to be at their most spectacular during the Spring Racing Carnival, when the Melbourne Cup is run.

f. Importance in demonstrating a high degree of creative or technical achievement at a particular period.

The 1870s chronograph now in the Committee Room is a fine example of nineteenth century clockmaking, and is the most famous work of the Melbourne jeweller Thomas Gaunt, who became a household name in Australia and England for his manufacture of large public clocks.

g. Strong or special association with a particular community or cultural group for social cultural or spiritual reasons. This includes the significance of a place to Indigenous peoples as part of their continuing and developing cultural traditions.

Flemington Racecourse is of social significance as a venue of Victoria's and Australia's greatest horse races, especially the Melbourne Cup. This is accepted as being one of the world's great horse races with its own distinctive features and is centrepiece of the Victorian spring racing carnival. Racing is one of Australia's major spectator sports, and Derby Day 2006 attracted a crowd of 129,089, one of the largest crowds in Australian

sporting history. Flemington racecourse is an important venue for Australian fashion, and the Spring Carnival is a major part of the fashion industry's year. Oaks Day has since as early as the 1880s been seen as a 'ladies' day' and has continued to be recognised as the fashion event of the Melbourne year.

h. Special association with the life or works of a person, or group of persons, of importance in Victoria's history.

Extent of Registration

1. All the land marked L1 on Diagram 2132 held by the Executive Director, being all of Crown Allotments 2031, 2036 and 28F Parish of Doutta Galla.

2. All the buildings and structures B1-B5, features F1-F10 and objects O1-O2 on Diagram 2132 held by the Executive Director.

General: The landscape and plantings

B1 1924 Members' Stand

B2 Remnants of 1880s bluestone stand

B3 Former Jockeys' Convalescent Lodge

B4 Former tote buildings and scratchings board forming northern boundary of betting ring

B5 Men's toilets near betting ring

F1 Race track

F2 Bluestone walls around base of The Hill, along Fisher Parade and Leonard Crescent and near the Hill Entrance

F3 Horse walk between Mounting Yard and race track

F4 Distance post

F5 Betting Ring near Members' Stand

F6 Statue of Phar Lap

F7 Statue of Bart Cummings

F8 Statue of Makybe Diva

F9 Brass Bell

F10 Members' Drive and Entrance Box

O1 Harold Freedman Murals

O2 Chronographic Clock

This place/object may be included in the Victorian Heritage Register pursuant to the Heritage Act 2017. Check the Victorian Heritage Database, selecting 'Heritage Victoria' as the place source.

For further details about Heritage Overlay places, contact the relevant local council or go to Planning Schemes Online <http://planningschemes.dpcd.vic.gov.au/>

**APPENDIX B:
HERITAGE MANAGEMENT
PLAN (2021)**

B

Flemington Racecourse

Heritage Management Plan

448 Epsom Road, Flemington, Victoria 3031



July 2021

Prepared by

Prepared for

LOVELL CHEN

 victoria racing club

Quality Assurance Register

The following quality assurance register documents the development and issue of this report prepared by Lovell Chen Pty Ltd in accordance with our quality management system.

Project no.	Issue no.	Description	Issue date	Approval
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8011	2	Final draft	11/12/2020	PL
8011	3	Complete document	14/12/2020	PL
8011	4	Final issue	19/02/2021	PL
8011	5	Final issue	27/07/2021	KG

Referencing

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Cover image: A photo of women at Derby Day in 1936

Source: Public Record Office Victoria

Flemington Racecourse

448 Epsom Road, Flemington, Victoria

Heritage Management Plan

Prepared for

Victoria Racing Club

July 2021

FLEMINGTON RACECOURSE

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LIST OF ABBREVIATIONS AND GLOSSARY

AJC	Australian Jockey Club
EPBC Act	Environment Protection and Biodiversity Conservation Act 1999 (Australia)
Heritage Act	Heritage Act 2017 (Victoria)
HO	Heritage Overlay
MVRC	Moonee Valley Racing Club
QTC	Queensland Turf Club
SAJC	South Australian Jockey Club
VATC	Victoria Amateur Turf Club
VHI	Victorian Heritage Inventory
VHR	Victorian Heritage Register
VJC	Victoria Jockey Club
VRC	Victoria Racing Club

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FLEMINGTON RACECOURSE

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EXECUTIVE SUMMARY

This Heritage Management Plan (HMP) for Flemington Racecourse, Melbourne, was commissioned by the Victoria Racing Club (VRC) and prepared by Lovell Chen Architects & Heritage Consultants. This HMP supersedes an earlier Conservation Management Plan (CMP) dated December 2012 and incorporates more recent research undertaken by Lovell Chen.

Flemington Racecourse is included in the National Heritage List (NHL) (Place ID: 105922, Place File No. 2/11/033/0682), the Victorian Heritage Register (H2220) and the Heritage Overlay of Melbourne Planning Scheme (HO272). The objectives of this HMP are to provide guidance, in the form of policies, strategies and guidelines, on the future management and conservation of the heritage values of the place, including national and state heritage values as identified in the NHL and VHR registrations.

This HMP has been prepared to comply with the following requirements:

- Schedules 5A and 5B of the Commonwealth Environment Protection Biodiversity Conservation Regulations 2000, respectively 'Management Plans for National Heritage Places' and 'National Heritage management principles.'
- Permit conditions for P18542 issued by Heritage Victoria in July 2014 (revised October 2015, November 2016, April 2019, December 2019 and February 2020) for the construction of a new Club Stand, including the preparation of an updated CMP and amendment of the VHR Statement of Significance.

The core chapters of this HMP (Chapters 1 to 4) provide a concise and functional management tool for the place. It provides an understanding of the heritage values of the place, opportunities and constraints arising out of these values and practical considerations, and a set of conservation policies for implementation. Detailed historical, physical and significance analyses are provided in Appendix A to Appendix C of this HMP for further reference.

Consideration has been given in this HMP to the management of Aboriginal cultural heritage values in view to inform high level recommendations in the conservation policies. This HMP has relied on an understanding of social heritage values for Flemington Racecourse as described in the National Heritage List significance assessment and further research has also been recommended in the policies.

Overview of the asset

Flemington Racecourse occupies an expansive area of 127ha, approximately 5.5km north-west of Melbourne's CBD. Topographically, it comprises an escarpment to the north and east and the low-lying flood plain of the Maribyrnong River to the south and west. The Racecourse has been in operation since 1840, with its trustees appointed in 1848. The Victoria Racing Club (VRC) has been managing the site since the formation of the club in 1864. The inaugural Melbourne Cup was held in 1861 as a three-day racing carnival, a precursor to today's Melbourne Cup Carnival. The existing fabric of the place reflects its successive stages of historical development, from the establishment of the racecourse in the 1840s, re-orientation of the track and improvement works carried out in the 1860s, major development in the 1880s, reconfiguration of public spaces with new grandstands in the 1920s, successive alterations and developments including new grandstands in the decades following World War II. This continued into the twenty-first century with the demolition of the 1924 Members' Grandstand, replaced by the Club Stand in 2018. The physical regeneration of facilities, including viewing areas and provision for racehorses has been intrinsic to the historical and social evolution of the place to accommodate large crowds and changing audiences with a fascination for racing and the famous Melbourne Cup.

Primary viewing areas at the racecourse have traditionally been located in the north-west of the site on, and surrounding, the highest point, 'The Hill'. A wide variety of functions and operations are accommodated within the racecourse site as a whole which include:

- public areas comprising public and members' stands and associated amenities
- the racecourse proper and infield training tracks to the south
- equine training and stabling facilities to the south-east
- VRC administrative facilities to the east, and
- a generally open expanse of land to the north-east which provides road access, car parking, site maintenance facilities and landscaped wetlands.

This HMP has defined three precincts within the site according to their core functions and spatial sequences, and provides an analysis of each sequence to better apprehend social experiences:

- The Racing Sequence is a curated and spectated process during which horses are prepared, paraded, raced and winners are celebrated
- The spectator sequence is a circuit of spaces and facilities by which both club members and public spectators arrive at Flemington, are served and engaged by a series of amenities, place bets on horses, and eventually view the race from stands or lawns, and
- The stabling and training precinct, located to the south-east of the racecourse, provides racing facilities including with a small exercise ring to the east of the main course.

Significance of the place

Flemington Racecourse has importance in the cultural history of Australia because of its development into one of Australia's premier racecourses. During the more than one hundred and eighty years since the flats beside the Saltwater (Maribyrnong) River were first used for racing, Flemington has been transformed from rough ground into a richly grassed acreage supporting one of the finest racing surfaces in the world. Flemington Racecourse is important as the site of the continuous running of the Melbourne Cup from its inception in 1861 to the present day. The Melbourne Cup became known from its earliest years as 'the great race of Australia', and the annual Melbourne Cup Carnival has long been renowned as the premier racing carnival in Australia. Flemington Racecourse is also the oldest continuously operating racecourse in Australia.

Flemington Racecourse has a special association with the people of Australia as the venue of some of the country's greatest horseraces, and in particular the Melbourne Cup. Each year, on the first Tuesday of November, the Melbourne Cup takes place as 'the race that stops a nation', bringing the country to a standstill as a public holiday in Victoria, and nationally for the duration of the 3pm race. The Cup has been a stimulus for the arts, including literature, painting, drama and ballet. Flemington Racecourse is the traditional venue of some of the country's greatest horse races, over and above the Melbourne Cup. It has special association with champion racehorses widely loved in Australia, notably Carbine, Phar Lap and Makybe Diva. As a spectator sport, racing has one of the highest participation rates in Australia, and the Melbourne Cup and the cult of the turf have become part of the national psyche. The racecourse has been the site of significant events in Australian history including military displays, royal visits, a papal mass and it was the finishing point of the 1934 London to Melbourne air race.

A section of the site is located within an area of Aboriginal cultural heritage sensitivity and two Aboriginal archaeological sites have been previously recorded within a 2km radius of 'The Hill' located in the north-western section. The site is also in the broader proximity of an identified indigenous site, Solomon's Ford, located 6km upstream (north) along the river. A 2012 archaeological assessment also identified that 'The Hill' area is likely to contain Aboriginal cultural heritage. Further investigation is

required to ascertain if Flemington Racecourse has the potential to contain Aboriginal cultural heritage, and to understand the potential Aboriginal cultural heritage values of the racecourse site.

Conservation and management policies

The core conservation policies provided in this HMP were based on an understanding of the national and state heritage values of the place and can be summarised as follows:

- The NHL and VHR statements of significance should be the principal basis for future management and conservation of national and state heritage values
- All future conservation and works affecting significant elements should be carried out in accordance with the principles of the Australia ICOMOS Burra Charter 2013
- Compliance with statutory heritage constraints and obligations should be ensured at all times to retain and conserve the identified heritage values
- The VHR entry for Flemington Racecourse should be amended to reflect the outcomes of this HMP including an updated history, description and VHR statement of significance
- A formal social values assessment should be undertaken to clarify and quantify public sentiment for the place at a state and national level. The NHL entry should be reviewed to reflect the outcomes of this assessment
- The significant elements at Flemington Racecourse – buildings and structures; landscapes and spatial elements; setting, views and vistas; and objects and artwork – should be retained and conserved in accordance with their heritage values and general and specific policies in this HMP
- The significant experiential sequences of the race day, including within the spectator and racing precincts, should be conserved and their functions perpetuated. The fabric and spatial placement of these elements may continue to evolve, so long as the relationships and interfaces between the elements of the racing sequences are maintained
- Maintenance of the trees and horticultural features of Flemington Racecourse should continue in general accord with the traditions of the place, including the prominent use of roses and exotic trees. A Tree Replacement Plan should be prepared and implemented for proactive establishment of successional plantings
- Areas of varying levels of heritage sensitivity at Flemington Racecourse should be managed in accordance with their different heritage values and characteristics. New works and development required to support the ongoing operation of Flemington Racecourse should be sympathetic and responsive to significant heritage values, elements and areas
- The use of the place as a racecourse is fundamental to its heritage significance and must be maintained. Secondary uses within the place may be incorporated so long as they support and complement the primary use of Flemington Racecourse as a racecourse of national repute, and conform with the *Victoria Racing Club Act 2006*.
- Consideration should be given, as part of the management of the overall heritage significance of the place, to the potential Aboriginal heritage values of the racecourse site and the identified area of cultural heritage sensitivity located along the Maribyrnong River
- Consideration should also be given to engaging with relevant stakeholders when planning major works to the place that may impact its cultural heritage
- The implementation plan provided in this HMP should be followed, monitored and reviewed at time of updating the HMP.

1.0 INTRODUCTION

1.1 Background

1.1.1 Purpose and brief

This Heritage Management Plan (HMP) for Flemington Racecourse was commissioned by the Victoria Racing Club (VRC) and prepared by Lovell Chen Architects & Heritage Consultants. This HMP supersedes an earlier Conservation Management Plan (CMP) dated December 2012 and incorporates additional research undertaken by Lovell Chen.

Flemington Racecourse is included in the National Heritage List (NHL) under the Australian *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) and the Victorian Heritage Register (H2220) under the Victorian *Heritage Act 2017* (Heritage Act). It is also included in the Heritage Overlay (HO) of the Melbourne Planning Scheme (HO272) under the Victorian *Planning and Environment Act 1987*. Each of these listings includes statutory obligations and requirements relevant to the management of the place and its heritage values.

The objectives of this HMP are to provide guidance, in the form of policies, strategies and guidelines, on the future management and conservation of the heritage values of the place, including National Heritage values and those identified in the VHR listing of the place.

The additional research carried out for the preparation of this HMP included:

- an update of the historical analysis of the site to reflect recent changes to the place (Appendix A: Understanding the place's history)
- providing an outline history of Aboriginal people's traditional life on the land prior to the arrival of Europeans and subsequent impacts of colonisation (Appendix A: Understanding the place)
- an update of the physical description of the site to reflect current site conditions (Appendix B: Analysing the physical evidence)
- further analysis of physical evidence including racing infrastructure, sequences in public and operational experiences and additional landscape analysis (Appendix B: Analysing the physical evidence)
- a detailed heritage significance assessment including recommendations for additional landscape assessment and analysis of significant views and vistas (Chapter 2: Significance of the place, Appendix C: Assessing the heritage significance)
- recommendations for revisions to the existing NHL and VHR statements of significance (Chapter 2: Significance of the place, Appendix C: Assessing the heritage significance)
- an analysis of opportunities and constraints in the management of the heritage values and physical infrastructure of the place (Chapter 3: Opportunities and constraints)
- an update of conservation policies to address identified constraints and opportunities and meet the statutory requirements resulting from the NHL and VHR listings (Chapter 4: Conservation policies and management plan)

1.1.2 Identification of the place

Flemington Racecourse is located approximately 5 km north-west of the Melbourne city centre on a 127-hectare site. The racecourse is bordered by the Maribyrnong River to the south and west, Smithfield Road to the south, Epsom Road to the east and the Royal Agricultural Society's Melbourne Showgrounds and Fisher Parade to the north (Figure 1 and Figure 2).

Flemington is Victoria's oldest racecourse and is renowned for hosting Australia's most famous horse race, the Melbourne Cup.¹

FLEMINGTON RACECOURSE

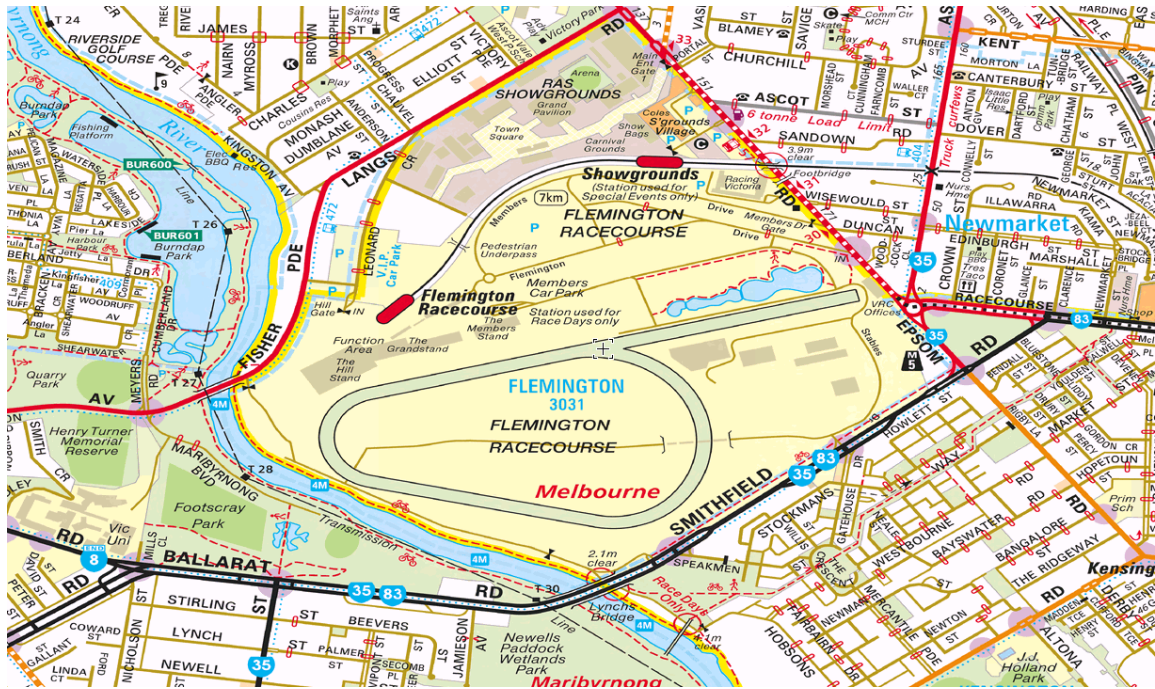


Figure 1 Location plan for Flemington Racecourse

Source: www.street-directory.com.au



Figure 2 Recent aerial photograph with the subject site outlined as per the VHR extent of registration

Source: Nearnmap, 2021

1.2 Heritage listings

1.2.1 *Environment Protection and Biodiversity Conservation Act 1999*

Flemington Racecourse was included in the NHL in November 2006 (Place ID: 105922, Place File No. 2/11/033/0682).

Places included in the NHL are subject to the requirements of the EPBC Act.

The NHL boundary for Flemington Racecourse is shown at Figure 3 and the statement of significance is included at Chapter 2. See Appendix D for the full citation.

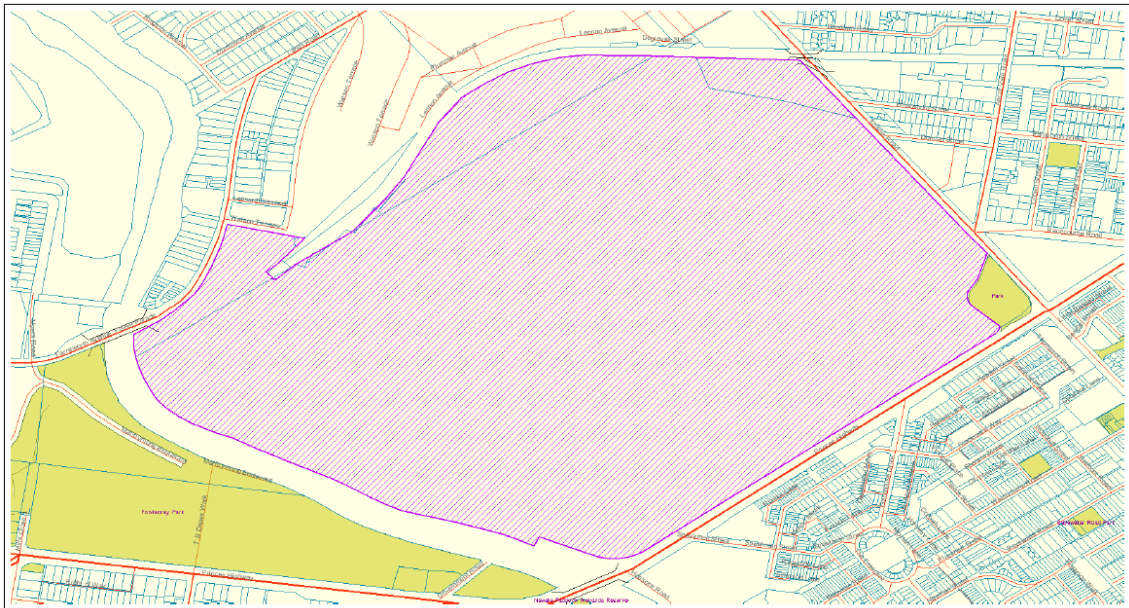


Figure 3 The extent of the NHL listing for Flemington Racecourse (in purple dash)
Source: Australian Heritage Database, Department of Agriculture, Water and the Environment

1.2.2 *Heritage Act 2017*

Flemington Racecourse is included in the VHR under the Heritage Act 2017. The extent of registration is as follows (see also Figure 4):

1. All the land marked L1 on Diagram 2132 held by the Executive Director, being all of Crown Allotments 2031, 2036 and 28F Parish of Doutta Galla.
2. All the buildings and structures B1-B5, features F1-F10 and objects O1-O2 on Diagram 2132 held by the Executive Director.

General: The landscape and plantings

- B1 1924 Members' Stand
- B2 Remnants of 1880s bluestone stand
- B3 Former Jockeys' Convalescent Lodge
- B4 Former tote buildings and scratchings board forming northern boundary of betting ring
- B5 Men's toilets near betting ring

FLEMINGTON RACECOURSE

- F1 Racetrack
- F2 Bluestone walls around base of The Hill, along Fisher Parade and Leonard Crescent and near the Hill Entrance
- F3 Horse Walk between Mounting Yard and racetrack
- F4 Distance Post
- F5 Betting Ring near Members' Stand
- F6 Statue of Phar Lap
- F7 Statue of Bart Cummings
- F8 Statue of Makybe Diva
- F9 Brass Bell
- F10 Members' Drive and Entrance Box
- O1 Harold Freedman Murals
- O2 Chronographic Clock²

The VHR boundary for Flemington Racecourse is shown at Figure 4, and the statement of significance is included at Chapter 2. Refer to Appendix D for the full citation.

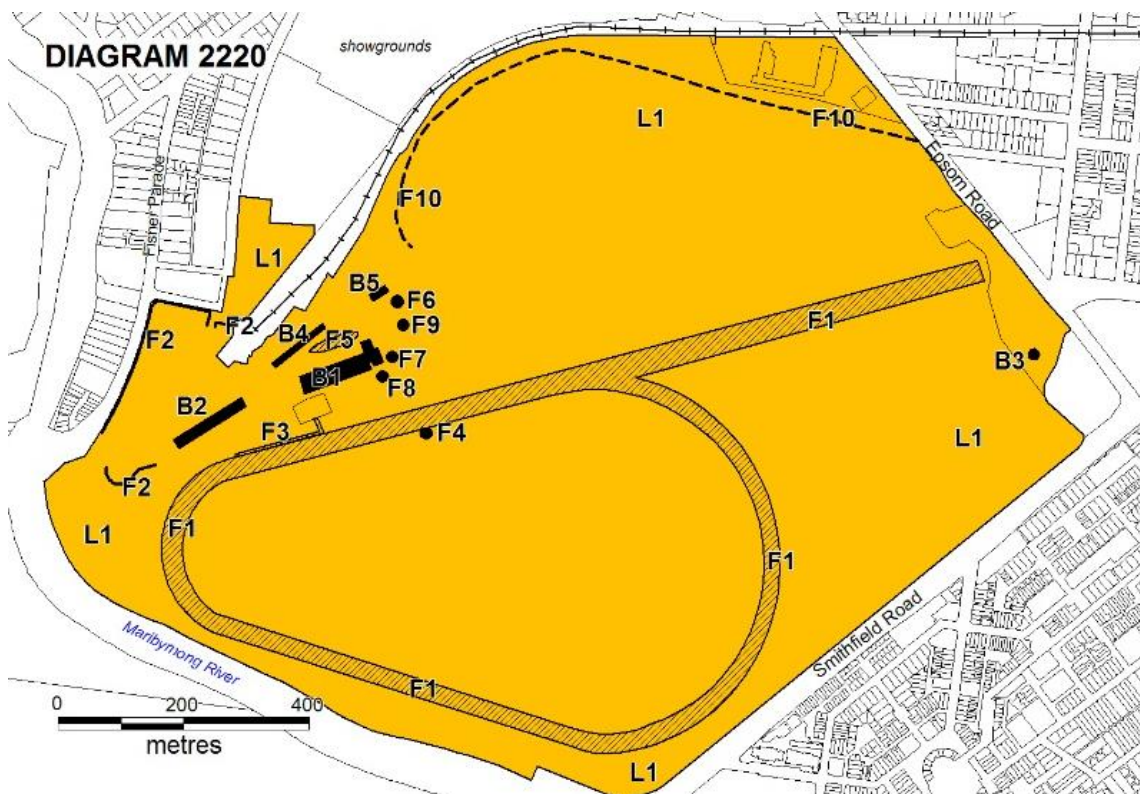


Figure 4 The extent of registration for Flemington Racecourse (shaded in yellow), as included in the VHR
 Source: Victorian Heritage Database, accessed January 2021

1.2.3 Planning and Environment Act 1987

Flemington Racecourse is included in the Schedule to the Heritage Overlay (HO) of the Melbourne Planning Scheme as HO272. This HO reflects the extent of the VHR registration and is shown at Figure 5 below.

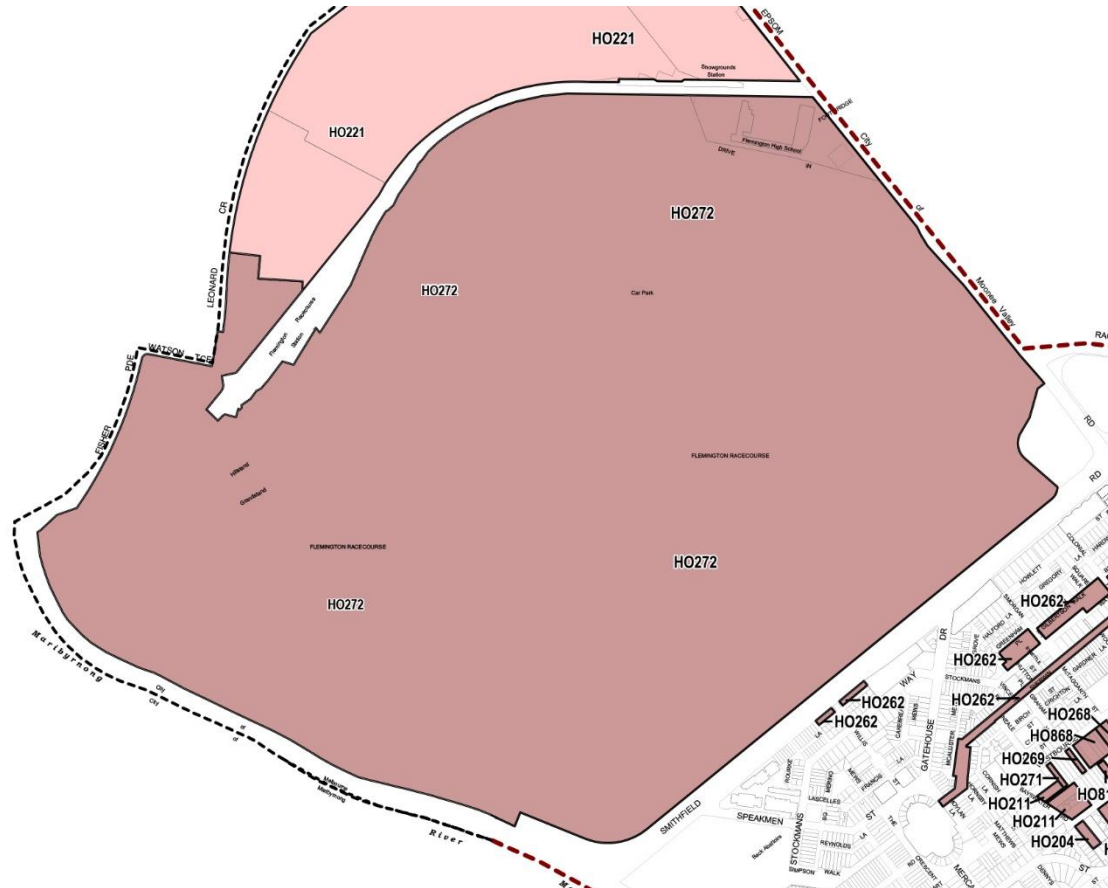


Figure 5 The extent of the HO for Flemington Racecourse (shaded in dark pink), as included in the Melbourne Planning Scheme
Source: Melbourne Planning Scheme

1.2.4 National Trust of Australia (Victoria)

The National Trust of Australia (Victoria) maintains a 'File Only' classification for Flemington Racecourse (B7397). There are no statutory requirements as a consequence of this classification.

1.3 Objectives of the HMP

1.3.1 Statutory requirements under the EPBC Act

This HMP has been prepared to comply with the requirements of Schedules 5A and 5B of the *Environment Protection and Biodiversity Conservation Regulations 2000*, respectively 'Management Plans for National Heritage Places' and 'National Heritage management principles.'

Schedule 5B National Heritage management principles

Schedule 5B describes the National Heritage management principles to be followed for places listed on the NHL as follows:

- 1 The objective in managing National Heritage places is to identify, protect, conserve, present and transmit, to all generations, their National Heritage values
- 2 The management of National Heritage places should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on their National Heritage values
- 3 The management of National Heritage places should respect all heritage values of the place and seek to integrate, where appropriate, any Commonwealth, State, Territory and local government responsibilities for those places
- 4 The management of National Heritage places should ensure that their use and presentation is consistent with the conservation of their National Heritage values
- 5 The management of National Heritage places should make timely and appropriate provision for community involvement, especially by people who:
 - (a) have a particular interest in, or association with, the place; and
 - (b) may be affected by the management of the place
- 6 Indigenous people are the primary source of information on the value of their heritage and the active participation of indigenous people in identification, assessment and management is integral to the effective protection of indigenous heritage values
- 7 The management of National Heritage places should provide for regular monitoring, review and reporting on the conservation of National Heritage values.

Schedule 5A Management Plans for National Heritage Places

Schedule 5A requires the following contents to be included in an HMP prepared for an item listed on the NHL. The relevant section of this HMP are indicated in the right hand-side column:

Table 1 Relevant section of this HMP addressing the EPBC Regulations

EPBC Regulations ‘Management plans for National Heritage places’ (regulation 10.01C)	Location in this Heritage Management Plan
A management plan must:	
(a) establish objectives for the identification, protection, conservation, presentation and transmission of the National Heritage values of the place;	Chapter 1: Introduction Chapter 4: Conservation policies and implementation plan
(b) provide a management framework that includes reference to any statutory requirements and agency mechanisms for the protection of the National Heritage values of the place;	Chapter 1: Introduction Chapter 3: Opportunities and constraints Chapter 4: Conservation policies and implementation plan

EPBC Regulations 'Management plans for National Heritage places' (regulation 10.01C)	Location in this Heritage Management Plan
(c) provide a comprehensive description of the place, including information about its location, physical features, condition, historical context and current uses;	Chapter 1: Introduction Appendix A: Understanding the place's history Appendix B: Analysing the physical evidence
(d) provide a description of the National Heritage values and any other heritage values of the place;	Chapter 2: Significance of the Place Appendix C: Assessing the heritage significance
(e) describe the condition of the National Heritage values of the place;	Appendix B: Analysing the physical evidence Appendix C: Assessing the heritage significance
(f) describe the method used to assess the National Heritage values of the place;	Appendix C: Assessing the heritage significance
(g) describe the current management requirements and goals, including proposals for change and any potential pressures on the National Heritage values of the place;	Chapter 3: Opportunities and constraints
(h) have policies to manage the National Heritage values of a place, and include, in those policies, guidance in relation to the following: (i) the management and conservation processes to be used; (ii) the access and security arrangements, including access to the area for indigenous people to maintain cultural traditions; (iii) the stakeholder and community consultation and liaison arrangements; (iv) the policies and protocols to ensure that indigenous people participate in the management process; (v) the protocols for the management of sensitive information; (vi) the planning and management of works, development, adaptive reuse and property divestment proposals; (vii) how unforeseen discoveries or disturbance of heritage are to be managed; (viii) how, and under what circumstances, heritage advice is to be obtained; (ix) how the condition of National Heritage values is to be monitored and reported;	Chapter 4: Conservation policies and implementation plan

EPBC Regulations 'Management plans for National Heritage places' (regulation 10.01C)	Location in this Heritage Management Plan
(x) how records of intervention and maintenance of a heritage places register are kept; (xi) the research, training and resources needed to improve management; (xii) how heritage values are to be interpreted and promoted	
(i) include an implementation plan;	Chapter 4: Conservation policies and implementation plan
(j) show how the implementation of policies will be monitored.	Chapter 4: Conservation policies and implementation plan

1.3.2 Requirements under the Heritage Act 2017 and recent permit conditions

This HMP has also been prepared to comply with the conditions of permit P18542 issued by Heritage Victoria in July 2014 (revised October 2015, November 2016 and April 2019) for the construction of a new Club Stand.

- Condition 6 requires an update of the 2012 CMP to reflect recent changes to the site and take into account the works approved in the permit
- Condition 5 also requires that the VHR Statement of Significance for the place be updated and submitted for amendment of the VHR.

1.3.3 Other objectives

In addition to the statutory requirements listed above, the primary objectives of this HMP are to:

- Provide additional research and an updated description of Flemington Racecourse in its present condition
- Confirm the cultural heritage significance of the place and provide an updated VHR statement of significance
- Provide policies for the conservation of the place, taking into account National Heritage values and State heritage values, including intangible values, significant fabric and use
- Provide a heritage framework to inform future management including guidance on ongoing maintenance, new works, implementation of the HMP and monitoring of the plan.

1.4 Methodology and structure

1.4.1 Assessment guidelines

This HMP broadly follows the principles and processes set out in the *Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013* (Burra Charter) and its Practice Notes. The *Burra Charter* establishes a standard of practice for those involved in assessing, managing and undertaking works to places of cultural significance.

This HMP also has regard for the recommendations of *Conservation Management Plans: Managing Heritage Places*, prepared by the Heritage Council of Victoria (2010). In updating the VHR Statement of Significance, reference has been made to *The Victorian Heritage Register Criteria and Threshold Guidelines: Assessing the cultural heritage significance of places and objects for possible state heritage listing*, prepared by the Heritage Council of Victoria (2019).

Finally, this HMP considers the EPBC Regulations under Commonwealth legislation including the 'National Heritage management principles' and the requirements for 'Management plans for National Heritage places' (refer to Section 1.3.1).

1.4.2 Document structure

The HMP is presented in Chapters 1 to Chapter 4 in the form of a concise and functional management tool for the place. These sections provide an understanding of the heritage values of the place, opportunities and constraints that arise out of these values, and a set of conservation policies for implementation. Further historical, physical and significance analyses are provided in Appendices A-D. Where relevant, information from these appendices has been explicitly referenced in the main HMP chapters.

1.4.3 Terminology

The conservation terminology used in this report is of a specific nature and is defined within *The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (the Burra Charter)* as endorsed by all statutory and national heritage bodies (refer to Appendix D). The terms most frequently referred to are: *place, cultural significance, fabric, conservation, preservation, restoration, reconstruction, adaptation and interpretation*. These terms are defined in the revised charter as follows:

Place means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. *Cultural significance* is embodied in the *place* itself, its *fabric, setting, use, associations, meanings, records, related places* and *related objects*.

Fabric means all the physical material of the *place* including components, fixtures, contents and objects.

Conservation means all the processes of looking after a *place* so as to retain its *cultural significance*.

Maintenance means the continuous protective care of the *fabric* and *setting* of a *place*, and is to be distinguished from repair. Repair involves *restoration* or *reconstruction*.

Preservation means maintaining the *fabric* of a *place* in its existing state by removing accretions or by reassembling existing components without the introduction of new material.

Restoration means returning the existing *fabric* of a *place* to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

Reconstruction means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material into the *fabric*.

Adaptation means modifying a *place* to suit the existing use or a proposed use.

Use means the functions of a *place*, as well as the activities and practices that may occur at the *place*.

Compatible use means a *use* which respects the *cultural significance* of a *place*. Such a *use* involves no, or minimal, impact on *cultural significance*.

Setting means the area around a *place*, which may include the visual catchment.

Related place means a *place* that contributes to the *cultural significance* of another *place*.

Related object means an object that contributes to the *cultural significance* of a *place* but is not at the *place*.

Associations mean the special connections that exist between people and a *place*.

Meanings denote what a *place* signifies, indicates, evokes or expresses.

Interpretation means all the ways of presenting the *cultural significance* of a *place*.

1.4.4 *Additional sources of information*

Additional sources of information have been consulted, particularly for section A.1 which examines the history of Aboriginal occupation of the area, and section A.2.12 which describes changes to the site since 2012.

Additional primary and secondary source materials included the following:

- VRC's annual reports and website
- the State Library of Victoria's map and image collections
- specialist publications by Gary Presland, Paul Roberts and Isabelle Taylor
- a desktop analysis and
- a review of recent permit approvals for works.

References are included at the end of each chapter or appendix.

1.4.5 *Limitations*

Aboriginal cultural heritage

Aboriginal cultural heritage in Victoria is protected under the provisions of the *Aboriginal Heritage Act 2006* (Victoria) (AH Act). Under the provisions of the AH Act, a Cultural Heritage Management Plan (CHMP) is required if a high impact activity is proposed in an area of cultural heritage sensitivity. Areas of cultural heritage sensitivity are registered Aboriginal cultural heritage places, as well as landforms and land categories that are generally regarded as more likely to contain Aboriginal cultural heritage. Reflecting its siting in proximity to an important watercourse, a section of the Flemington Racecourse site along the Maribyrnong River is located within an area of Aboriginal cultural heritage sensitivity.

This HMP seeks to provide a general overview of Aboriginal occupation of the general area in the pre- and post-contact period, based on existing secondary source material, recognising this as an important aspect of the history of this place.

It is noted, however, that no consultation with the Aboriginal community representatives has been undertaken as part of the HMP and the report does not provide an assessment of Aboriginal cultural heritage values.

Social values assessment

This HMP has relied on an understanding of social heritage values for Flemington Racecourse as described in the NHL significance assessment and citation for the place.

No additional research into social values or appraisal of community attachment to the place was undertaken during the preparation of this HMP.

It would be desirable that a further assessment of social values be commissioned in the medium term as part of the ongoing heritage management and interpretation of the place.

2.0 SIGNIFICANCE OF THE PLACE

This chapter provides a summary of the significance of the place based on the detailed analysis provided in Appendix C: Understanding the heritage significance. It includes a historical timeline of the evolution of Flemington Racecourse, a comment on the potential for Aboriginal cultural heritage values, an assessment of heritage values under the national and state significance criteria, the findings of a comparative analysis, updated statements of significance for the place and a list of significant elements, landscape and views as part of the place.

2.1 An outline history of Flemington Racecourse

The following provides a timeline of key events at Flemington Racecourse from 1939 to the present day. A more detailed historical examination and references to source material is provided in Appendix A: Understanding the place's history.

Date	Event/development
March 1838	The first organised horse race meeting is held in Victoria
1839	Flemington Racecourse site selected for annual race meetings
March 1840	The first race meeting is held at Flemington Racecourse (known until the 1850s as the Melbourne Racecourse)
1841	Victoria's first racing club, the Port Phillip Turf Club, is established, disbanding in 1842 Annual autumn races continue under ad-hoc committees
1848	The Flemington site is vested in trustees by the colonial government as a public racecourse reserve. A grandstand and some fencing are constructed
1852	Newly created Victoria Turf Club organising annual autumn races
1854	The Victoria Turf Club holds Melbourne's first spring race meeting
1856	The rival Victoria Jockey Club is established, also organising autumn and spring racing at Flemington
1860	Major reconfiguration of the track, moving the home straight and winning post from the river side to align with the Hill. A grandstand is built in front of the Hill
1861	First direct railway to the racecourse opens The inaugural Melbourne Cup race is held (7 November) at the start of a three-day racing meeting
1864	The Victoria Turf Club and the Victoria Jockey Club dissolve, and are replaced by the Victoria Racing Club (VRC). Inaugural secretary of the Victoria Racing Club, surveyor Robert Cooper Bagot, works to improve the racing surface and drainage, beautifying the grounds and upgrading public amenities.
1871	The <i>Victoria Racing Club Act</i> is enacted and vests control of the racecourse in the VRC as trustee, on the condition that the course remain public

- 1873 A new grandstand, on bluestone foundations, referred to as 'Bagot's cowshed', is erected at the bottom of the hill, replacing the 1860 timber stand
- 1881 Robert Cooper Bagot dies, succeeded as VRC Secretary by entrepreneur and fellow surveyor, Henry Byron Moore
- 1882 Under Byron Moore's initiative, VRC acquires approximately 7 acres of freehold land to extend the Hill Reserve to Fisher Parade
- 1883 Byron Moore oversees the construction of a major new bluestone open-decked grandstand, on land cut into the Hill reserve behind the 'Cowshed'.
- 1884 Construction of the brick and timber Maribyrnong Stand
- 1886 First section of the Hill Reserve Grandstand constructed – extended in 1888 and 1890
- 1887 Moore oversees the construction of the Raceday stables and the saddling paddock enclosure, designated the 'Birdcage, is created near the Elms at the river side of the racecourse. Byron Moore also oversees extensive tree planting and beautification of the grounds
- 1893 The Jockeys' Convalescent Lodge is built
- 1912 The new brick and concrete Carriage Paddock Grandstand is built near the Maribyrnong Stand.
- 1913 The timber open-deck Tattersall's Stand (1877), at the turn out of the straight is replaced.
- 1922-24 VRC approves a significant redevelopment plan of the site which includes demolition of the Maribyrnong and Carriage Paddock Stands, reconfiguration and relocation of the betting ring, the Birdcage, and saddling paddock, and Mounting Yard, and erection of a new Members' grandstand, completed for the 1924 Melbourne Cup Carnival.
- 1931 Automatic totalisator machines are introduced to the racecourse and new buildings are constructed to house the machines, the largest at the rear of the Betting Ring
- 1936 A new public grandstand of concrete, and luncheon room are constructed adjacent to the western end of the 1924 Members' Grandstand
- 1948-54 A series of fires and storms severely damages the 1886-90 Hill Reserve Grandstand, leading to progressive demolition
- 1953 Fire damages the 1913 Tattersall's Stand, necessitating its demolition
- 1955-56 A new concrete, metal-roofed Hill Reserve Grandstand is constructed (part demolished in 1977)
- 1956-59 Renovations worth £1 million undertaken, and include progressively replacing the 1873 and 1883 stands with new 'Lawn Stand', on the same footprint, leaving some remnant bluestone sections
- 1958 A new 99-year Crown land lease is granted to the VRC

1961	The first on-course training stables (Chiquita Lodge) constructed by the VRC
1963	The Flat is discontinued as a public enclosure
1974	A masterplan for the site is designed by Edward F Billson and Associates
1977-79	A major new Hill Stand is constructed for the public on the Hill Reserve behind the Lawn Stand
1985	The 1936 grandstand is replaced by the Link Stand (Prince of Wales Stand) with new VRC Committee Room, and Jockeys' and Stewards rooms
1990	A new, open deck grandstand designed by Douglas Alexandra is built as an extension of the Lawn Stand after creation of the Terrace Restaurant in the Hill Stand
1995	VRC relocates administration office from the city to 400 Epsom Road on the racecourse site (former Flemington High School 1966-92)
2000	The multi-storey 'The Grandstand' for VRC members is constructed above the Prince of Wales Stand
2005	The VRC relocates its administration office to a new building at 448 Epsom Road, at the top of the 'Straight Six' course. Racing Victoria and Harness Racing Victoria offices remain at 400 Epsom Road. Major site works include the provision of a vehicle tunnel from near Smithfield Road to the centre of the racecourse, and a new main entrance at Flemington Drive
2007	Complete reconstruction of racing surface, replacement of 1924 Birdcage with new raceday stalls, pre-parade ring, horse tunnel to Mounting Yard, construction of wetlands and completion of flood protection bund wall
2009	The VRC Masterplan 2025 is endorsed by the Victorian State Parliament to develop the Hill Precinct, two parcels of underutilised freehold land, and renovate the Lawn Stand
2010	Conversion of former racecourse manager's office into Flemington Heritage Centre. Extensive landscaping and beautification.
2018	The 1924 Members Grandstand is demolished and replaced with the Club Stand. Plans for tower development in proximity to the former Jockeys' Convalescent Lodge on surplus freehold land owned by the racecourse are approved
2018-19	The 1931 Totalizator building is demolished for stairway linking the Hill and railway platforms to the Betting Ring.

2.2 Aboriginal history of the place

The following broad overview has been drawn from existing studies including an Aboriginal and historical heritage review by Ecology and Heritage Partners undertaken in 2012.³

The Wurundjeri-willam from the Woiwurrung language group of the Eastern Kulin lands are the traditional custodians of the land that includes Flemington Racecourse and surrounds. While an autonomous group with their own dreamings, lores and customs, the Wurundjeri-willam socialised, traded and married within other Eastern Kulin clans, thereby creating an important network of connections and associations. For some 40,000 years, they lived a semi-nomadic, hunter-gatherer existence organised along gender and familial lines, traversing their lands seasonally according to the lifecycles and activities of flora and fauna, trade, ceremonial needs and the weather.

The Wurundjeri-willam shaped the landscape to assist in the procurement of food materials required for their daily lives. Water courses were important sites for the clan, as evident by the number of indigenous cultural places located along the Maribyrnong River and Moonee Ponds Creek. These courses provided a diverse range of food to eat (from plants to waterbirds and seafood), water to drink (although lower sections of the Maribyrnong River were brackish), a means of transportation and materials to weave into bags and carrying vessels.

With the arrival of Europeans in the Port Phillip District (later the state of Victoria) from the 1830s, the traditional lifestyle of the Wurundjeri-willam was disrupted. Property ownership and fences prevented the movement of people and animals, introduced animals, disrupted their traditional food supplies and introduced diseases and frontier violence disrupted traditional ties and bonds with other clans, and resulted in the loss of customs, language and stories.

A section of the site located along the Maribyrnong River is located within an area of Aboriginal cultural heritage sensitivity under the Aboriginal Heritage Act 2006. Additionally, two Aboriginal archaeological sites have been previously recorded within a 2km radius of an area known as 'The Hill' located in the north-western section of the racecourse.⁴ Flemington Racecourse site is also located in the proximity of an identified Indigenous site, Solomon's Ford, located 6km north along the river. A 2012 archaeological assessment identified that 'The Hill' area is likely to contain Aboriginal cultural heritage.⁵

Further investigation and consultation with the Aboriginal community representatives (Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation) would be required to understand the nature of any specific Aboriginal cultural heritage values that relate to the place.

The Australian Heritage Commission's 2002 publication, *Ask First: A Guide to Respecting Indigenous Heritage Places and Values*, continues to provide information on best practice.

2.3 Non-Aboriginal heritage values

Flemington Racecourse is identified in the NHL statement of significance as of historical and social significance to Australia.

It is also identified in the VHR statement of significance as of aesthetic, architectural, historical and social significance to the State of Victoria.

The following section summarises these heritage values and provides a supplementary assessment as a result of the additional historical and physical research prepared for this HMP. The assessment of these heritage values, including comparative analysis is included at Appendix C.

Acknowledging the importance of social significance to both the NHL and VHR listings, no additional investigation has been undertaken into social values as part of the HMP.

The sections below summarise the values as identified in the VHR and NHL entries, and the updated or amended values or attributes, identified as part of the additional research and analysis undertaken for this HMP.

2.3.1 *Historical significance*

The historical significance of Flemington Racecourse, as expressed in the existing NHL and VHR statements of significance is identified as follows:

- Flemington Racecourse is the oldest racecourse in Victoria and has operated continuously for almost 180 years, since 1840
- The Melbourne Cup has been run at the course for over 150 years, since 1861, and is Australia's most watched and celebrated horse race
- Flemington Racecourse has ranked among Australia's premier racecourses due to its continuity of use, the physical characteristics of the track (its circumference and the extended 'Straight-Six' layout, and the singular popularity of the Melbourne Cup as an event of mass public appeal
- The course has one of the highest spectator participation rates in Australia and the Melbourne Cup and the cult of the turf have become part of the national identity
- Melbourne Cup has been a stimulus for the arts, including literature, painting, drama and ballet
- Flemington Racecourse has been an important venue for Australian fashion since the mid-nineteenth century, and the Melbourne Cup Carnival has become a major part of the fashion industry's year
- The 1870s chronographic clock (or chronograph) is significant as a fine example of nineteenth century clockmaking, and as the most famous work of the renowned Melbourne jeweller Thomas Gaunt

The following additional historical values and attributes have been identified in the course of the additional research and review work for this HMP:

- Flemington is the most significant of the four Melbourne metropolitan racecourses as the host of approximately half of the principal events of the Victorian racing calendar, including 15 Group 1 races annually (the most in Victoria)
- Flemington has maintained significant historical associations with the Victoria Racing Club (VRC), Victoria's principal racing club, since its inception in the 1860s. The VRC has had considerable influence and control over the rules and conduct of racing in the state, including the Victorian racing calendar, and has been instrumental in the development of Victorian horse racing culture
- While Randwick Racecourse in Sydney predates the establishment of Flemington (and hosts more Group 1 races per year), the Melbourne Cup is older than the Sydney Cup, remains the longest running cup race in Australia, and the Melbourne Cup Carnival is considered the premier racing carnival in Australia
- Internationally, Flemington Racecourse is renowned for its association with the famous Melbourne Cup and Melbourne Cup Racing Carnival. In general terms, the cup and carnival meeting can be compared with those of Royal Ascot in the United Kingdom (a much earlier historic racecourse), and the Kentucky Derby, a shorter event held at Churchill Downs racecourse in the United States (a later racecourse)
- The former Jockeys' Convalescent Lodge is the only structure remaining at Flemington Racecourse from the decorative suite of nineteenth century buildings. These were mostly

removed as a consequence of 1920s redevelopment, which up until that time had largely contributed to the picturesque nature of Flemington.

2.3.2 *Social significance*

The social significance of Flemington Racecourse, as expressed in the existing NHL and VHR statements of significance, is as follows:

- The racecourse has a special association with the people of Australia as the venue of some of the country's greatest horse races, and in particular the Melbourne Cup as the centrepiece of the Victorian Spring Racing Carnival
- Each year, on the first Tuesday of November, the Melbourne Cup takes place as 'the race that stops a nation', bringing the country to a standstill as a public holiday in Victoria, and nationally for the duration of the race
- Racing has one of the highest spectator sport participation rates in Australia, and the Melbourne Cup has become part of the national psyche
- Flemington Racecourse has been an important venue for Australian fashion since the mid-nineteenth century, and Oaks Day part of the Melbourne Cup Carnival, is known as 'ladies day' since the 1880s and is a major part of the fashion industry's year.

As noted, no further investigation of social value has been undertaken as part of the HMP.

2.3.3 *Architectural significance*

The architectural significance of Flemington Racecourse, as expressed in the existing VHR statement of significance, is as follows:

- The racecourse is architecturally significant for its collection of structures and outdoor spaces relating to the development of racing in Victoria; these demonstrate the various stages in the development of the racecourse and the evolution of the Melbourne Cup as a major social event in Victoria
- The most significant elements are the remaining nineteenth century structures including the 1880s bluestone stand remnants, bluestone perimeter walls and Hill Gate entrance, the former Jockeys' Convalescent Lodge and the 1920s-30s Betting Ring with its surrounding tote buildings.

The following additional architectural values and attributes have been identified:

- The Jockeys' Convalescent Lodge, located to the east of the racecourse grounds near Epsom Road, is architecturally significant as a single-storey structure octagonal in plan designed in the Victorian *cottage orné* style, clad with vertically fixed weatherboard panelling, with a central lantern and wide eaves. It is an excellent example of the *cottage orné* style popular around the turn of the nineteenth century. It is especially rare in a racecourse context.

2.3.4 *Aesthetic significance*

The aesthetic significance of Flemington Racecourse, as expressed in the existing VHR statement of significance, is as follows:

- The racecourse is one of the finest racecourses in the world, set in an expansive landscape with views towards Melbourne city
- The racecourse grounds incorporate a suite of works of art, including the Harold Freedman murals in the Hill Stand, which are an extraordinary depiction of the history of thoroughbred racing; the bronze statues of Phar Lap and Makybe Diva, two of Australia's greatest

racehorses; a statue of Bart Cummings, considered to be Australia's greatest horse trainer and a bronze statue of Roy Higgins is located at Hill Gate.

- The racecourse is also significant for its gardens, particularly the rose displays, which are carefully cultivated to be at their most spectacular during the Melbourne Cup Carnival, when the Melbourne Cup is run.

The following additional aesthetic values and attributes have been identified:

- The overall form and placement of the racing track itself, also referred to as the course proper, is of aesthetic significance for its alignment, relationship to the stands and viewing areas, and role as the central visual focus of the course
- The Members Drive, including entrance attendant's box and the broad landscape plantation that lines both sides of the drive, is of aesthetic significance as a private nineteenth century ornamental landscape of high enduring quality and civic scale ambition. The landscape includes a number of significant exotic tree specimens as well as more extensive plantations of Elms, Eucalypts and other selections, and extends in some areas to the base of the escarpment where it adjoins modern car parks and various operational facilities
- Formal landscaped areas in the racecourse grounds are of aesthetic significance. These include formal lawn areas at the front of the grandstands; tree plantings within the Hill Precinct; the pre-1924 betting ring precinct to the south-west of the grandstands known as 'the Elms', and Elm trees within the current Betting Ring itself; and the tradition of extensive flower beds and rose plantings throughout the spectator precincts extending into the Members' carparks.

2.4 Comparative analysis

Comparing Flemington Racecourse with other racecourses enables an understanding of the values of the place at state, national and international levels. *Appendix C: Assessing the heritage significance* provides a comparative analysis of Flemington Racecourse in the context of other racecourses in Melbourne, Australia and overseas with a focus on historical significance. The below summarises the findings of this comparative research; more detail is provided at Appendix C.

2.4.1 Metropolitan racecourses in Victoria

Flemington, Caulfield and Moonee Valley racecourses have continuously hosted key race meetings since the nineteenth century. Of the four Melbourne metropolitan racecourses, Flemington has elevated significance as the home of the internationally renowned Melbourne Cup and associated Melbourne Cup Carnival, as well as hosting approximately half of the principal events of the Victorian racing calendar. The fourth metropolitan course, Sandown Park, in Springvale, had racing at its site from 1888 to 1931 but in its current form dates from its post-war redevelopment and reopening in 1965.

Flemington and Caulfield both predominantly occupy Crown Land reserves, with associated freehold land. Moonee Valley and Sandown Park entirely occupy freehold land. Occasionally, Flemington has hosted a number of other key races associated with other clubs. The place is also strongly associated with the VRC, formerly Victoria's principal racing club, which remains responsible for its management. From its inception, until the establishment of Racing Victoria Ltd in December 2001, the VRC had legal control over the rules and conduct of racing in the state, including the organisation of the Victorian racing calendar and in this context, the VRC has been a key player in the development of horse racing in Victoria. Reflecting the VRC's former role, Flemington Racecourse was often referred to as 'the headquarters'.

2.4.2 *Other Australian racecourses*

The Melbourne Cup Carnival at Flemington is generally acknowledged as the premier racing carnival in Australia and the Melbourne Cup itself is an unrivalled event celebrated across the nation as ‘the race that stops a nation’. Only Royal Randwick in Sydney predates the establishment of Flemington; as the premier racecourse in New South Wales, Royal Randwick is the Australian example that is most closely comparable. Randwick hosts more Group 1 races per year than Flemington. The Sydney Cup (1866) is broadly contemporary with the Melbourne Cup, though the latter remains the longest running cup race in Australia, having been held without interruption at Flemington since 1861. The crowd sizes at Flemington far exceed those at other racecourses, distinguishing it from other Australian racecourses.

2.4.3 *International racecourses*

Internationally, Flemington Racecourse is renowned for its association with the Melbourne Cup and Melbourne Cup Carnival.

Thoroughbred racing in its recognisably modern form is associated with England’s Newmarket Racecourse in the seventeenth century, while the first races at Ascot were held in 1711. Ascot Racecourse is associated with one of the most famous and prestigious race meetings in the world in the annual Royal Ascot carnival, and Ascot predates Flemington by over 150 years. The English Derby at Epsom Racecourse is one the world’s oldest classic thoroughbred races, traditionally drawing huge, and diverse, crowds. The Derby pre-dates the beginnings of racing in Australia by 30 years and the Melbourne Cup by 80 years. The Kentucky Derby, held annually on a dirt track at Churchill Downs Racecourse in the United States, is another internationally famous and historic race meeting attracting huge crowds, albeit the racecourse was established in 1875, several decades after Flemington.

Considering recent developments in racing, the Dubai World Cup, first run in 1996, is currently the world’s richest horse race and the Meydan Racecourse, opened in 2010, highlights the shift in design, form and function with the diversification trend of racecourses around the world.

2.5 **Statements of significance**

As a result of the additional analysis and assessment undertaken for this HMP, recommendations for revisions to the NHL and VHR statements of significance have been made, with the proposed revised statements as follows:

2.5.1 *Updated NHL statement of significance*

A number of revisions are recommended to the NHL statement of significance; these amendments focusing on historical values based on the supplementary assessment provided in *Appendix C: Assessing the heritage significance*. The following is the recommended revised statement. The edited version, with deletions marked as strikethrough and new or updated text shown in bold, is included at Appendix C.

Flemington Racecourse has importance in the cultural history of Australia because of its development into one of the Australia’s premier racecourses. During the more than one hundred and eighty years since the flats beside the Saltwater River were first used for racing, Flemington has been transformed from uneven, heavily thicketed, rough paddocks into a richly grassed acreage supporting one of the finest racing surfaces in the world. The circumference of the Flemington track at 2,312 metres and the advantage of the Straight Six make it one of the longest and greatest racecourses of Australia.

Flemington Racecourse is also important as the site of the continuous running of the Melbourne Cup from its inception in 1861 to the present day. The Melbourne

Cup is one of the oldest feature races in Australia and remains the longest running cup race, with the Melbourne Cup Carnival being the premier racing carnival in Australia. Flemington Racecourse is also the oldest continuously operating racecourse in Australia. Flemington Racecourse has a special association with the people of Australia as the venue of some of the country's greatest horseraces, and in particular the Melbourne Cup. Each-year, on the first Tuesday of November, the Melbourne Cup takes place as 'the race that stops a nation', bringing the country to a standstill as a public holiday in Victoria, and nationally for the duration of the race. The Cup has been a stimulus for the arts, including literature, painting, drama and ballet. As a spectator sport, racing has one of the highest participation rates in Australia, and the Melbourne Cup and the cult of the turf have become part of the national psyche.

From the mid nineteenth century Flemington Racecourse became an important venue for Australian fashion, as it remains to this day. The clothing of spectators, particularly women, was part of the social occasion of attending the races, and the styles and outfits were regularly reported upon. The Melbourne Cup Carnival is a major event in the fashion industry's calendar. 'Oaks Day' of the Melbourne Cup Carnival was developed as a 'ladies' day' from the 1870s and was soon one of the fashion events of the Melbourne year.

2.5.2 Updated VHR statement of significance

The existing VHR statement of significance for Flemington Racecourse was last updated in 2009. A recommended updated statement of significance is provided below addressing the State heritage values of the place. It considers recent changes at the place and the supplementary significance assessment provided in Appendix C: Assessing the heritage significance. The edited version, with deletions marked as strikethrough and new or updated text shown in bold, is included at Appendix C.

What is significant?

Flemington Racecourse has operated continuously since 1840, when the first race meeting was held on the Maribyrnong River flats north-west of the city. Since 1848 when 352 acres of Crown Land were reserved as a public racecourse the course has undergone continual development and change. In the 1850s racing in Victoria boomed, with many courses established throughout the colony, but the annual autumn meeting at Flemington was already established as the main event on the racing calendar. In 1859 the results of the Australian Championship Sweepstakes were telegraphed to Sydney, a first for an Australian sporting event, and a railway line to the course opened in 1861. In the same year the inaugural Melbourne Cup was run, over a two-mile course, an event which has been held annually since then and has become internationally famous.

The Victoria Racing Club (VRC) was formed in 1864 to organise racing at Flemington, and major improvements at the racecourse were carried out under the administration of the first two secretaries, Robert Cooper Bagot (secretary 1864-1881) and his successor Henry Byron Moore (secretary 1881-1925). Bagot replaced the coarse grass on the track, graded the lawns, and drained the swampy land in the centre of the course to make 'the Flat', with that area and 'the Hill' becoming the main viewing areas. In 1873 he built a members' grandstand, known as Bagot's Cowshed, at the base of the hill. Moore built several new grandstands in his first decade in office, the largest a bluestone stand built in 1883-86 and incorporating elegant vice-regal facilities, elements of which survive beneath the Lawn Stand. At the same time the extant bluestone walls were built around the base of the hill and, more extensively, around the northern perimeter of the Hill. Moore also

initiated the creation of the impressive lawns and gardens, particularly the rose gardens, which are still an important feature of the course. Another initiative of Moore's was to establish a Distressed Jockeys' Fund to assist injured jockeys, and in 1893 he built a Jockeys' Convalescent Lodge at the racecourse which was designed by the architect William Salway. The first newsreel filmed in Australia was taken at Flemington on Cup Day in 1896.

In 1922 the VRC began a radical redevelopment of the course, with the major focus of the spectator precincts shifting to the east of the Hill. Many of the early timber structures were demolished, Bagot's stand became a public stand, and a new Members' Stand, designed by the architects Robertson & Marks, was completed in 1924. The legalisation of the totalisator for betting in 1930 required the construction of new tote buildings in 1931 (since demolished). The largest of these was built at the rear of the betting ring that had been established to the north of the 1924 Members' Grandstand. Racing continued at Flemington during both World Wars, though part of the racecourse was utilised by the armed forces during the latter war. Further major redevelopment occurred during the 1950s, with the construction of what is now known as the Old Hill Reserve Stand and the Lawn Stand replacing Bagot's Cowshed. Many early structures have been demolished to make way for improved facilities.

Further expansion and modernisation of facilities led to the construction of the new Hill Stand in 1978-79, the Prince of Wales Stand in 1985, and The Grandstand (a new stand for members) built above this in 2000. A partial renovation of the Hill Stand was carried out in 2011. Most recently, the 1924 Members' Grandstand was demolished and replaced with the 2018 Club Stand.

The Flemington Racecourse occupies a 127 hectares site on flat land bordered to the south and west by the Maribyrnong River and to the north by a raised escarpment running along the northern boundary, which culminates in the Hill at the north-west corner. Internally there is a road system which accesses all parts of the course, and has entrances from Epsom Road, Leonard Crescent, Fisher Parade and Smithfield Road. The centre of the site contains the course proper, an arrangement of three concentric tracks surrounding the central Flat and further training courses within them. Most of the racecourse infrastructure and spectator facilities are located to the north of the course, including grandstands, betting facilities, public and members' areas and car parking, and the sequence of race day saddling sheds, parade rings and horse walks by which race entrants are prepared and displayed before the race. Horse training facilities, the VRC Administration Offices and the former Jockeys' Convalescent Lodge are located to the east of the racecourse, largely separate from the site's public landscape, as is the Racing Victoria headquarters and the facilities of the Australian Racing Museum in the former Flemington school complex on Epsom Road.

The most significant physical features of the racecourse site include: the main racetrack (course proper) including the old distance post; the remains of the 1880s bluestone stand (part of which lies beneath the Lawn Stand terraces); the 1880s bluestone walls at the base of the Hill and along Fisher Parade, Leonard Crescent and adjacent to the Hill Gate (which retain some remnant painted signage); the octagonal former Jockeys' Convalescent Lodge on Epsom Road; the 1924 Betting Ring with its old elm trees, bordered by other remnant buildings from the period; additional elements are the 1920s men's toilets; the 1926 'Scratching Frame', the Members' Drive, its extensive plantings, and the entrance attendant's box at the Epsom Road end; other plantings including the elm trees at the western end of the

course and in the Betting Ring; and the extensive lawns and flower beds predominantly rose plantings throughout the spectator precinct.

Flemington Racecourse's parade tradition is also significant, its twentieth century origins date to the relocation of the race-day Birdcage, and later developed in increasingly elaborate saddling and mounting enclosures and connecting walks. The current sequence consists of predominantly new fabric on revised footprints established recently, occupying a similar footprint to 1924. The tradition of rose planting as practiced throughout the spectator precinct of the site, and perhaps most prominently in conjunction with the parade yards, has also long been identified as a significant feature of the place.

The place holds a significant collection of movable objects, including the chronographic clock in the VRC Committee Room; the 1879 Brass Starting Bell near the Flemington Racecourse Heritage Centre; statues of Phar Lap, Bart Cummings, Makybe Diva and Roy Higgins; the murals by Harold Freedman depicting the history of thoroughbred racing in the Hill Stand and Carbine's Stall, a small timber structure that once housed one of Australia's greatest racehorses.

How is it significant?

Flemington Racecourse is of aesthetic, architectural, historical and social significance to the State of Victoria.

Why is it significant?

Flemington Racecourse is architecturally significant for its collection of structures and exterior spaces reflecting the development of racing in Victoria since the nineteenth century. These demonstrate the various stages of development of the course and particularly the influence of the first two secretaries of the Victoria Racing Club, Robert Cooper Bagot and Henry Byron Moore, both of whom were surveyors by profession. The most significant of these are the remaining nineteenth century structures (the 1880s bluestone stand remnants and bluestone walls and the former Jockeys' Convalescent Lodge) and the early totes and other buildings surrounding the 1920s Betting Ring. The remnant of the 1880s bluestone grandstand, though partly hidden beneath the Old Hill Stand terraces, is an interesting example of a nineteenth century grandstand and demonstrates building techniques of the period. The bluestone walls at the base of The Hill and along Fisher Parade and Leonard Crescent are also of interest as examples of nineteenth century bluestone construction. The former Jockeys' Convalescent Lodge is of significance as a possibly unique example in Victoria of a centralised hospital building, a form which became popular in the 1880s in England. It is an exceptional example of a picturesque structure of the late nineteenth century.

Flemington Racecourse is historically significant as the oldest racecourse in Victoria, which has operated continuously since 1840. It has been the site of the running of the Melbourne Cup since its inception in 1861 until the present day. This is Australia's most famous horse race, which 'stops the nation' and has been a public holiday in Victoria since 1876. The Melbourne Cup has been a stimulus for the arts, including literature, painting, drama, ballet and fashion design. The 1876 chronograph now in the Committee Room, once used to time the races, is significant as a fine example of nineteenth century clockmaking, and as the most famous work of the Melbourne jeweller Thomas Gaunt, who became a household name in Australia and England for his manufacture of large public clocks.

Flemington Racecourse is of social significance as a venue of Victoria's and Australia's greatest horse races, especially the Melbourne Cup. This is accepted as being one of the world's great horse races with its own distinctive features and is centrepiece of the Victorian Spring Racing Carnival. Racing is one of Australia's major spectator sports, and Derby Day 2006 attracted a crowd of 129,089, one of the largest crowds in Australian sporting history. From the 1860s, Flemington Racecourse became an important venue for Australian fashion, as it remains to this day. The clothing of spectators, particularly women, was part of the social occasion of attending the races, and the styles and outfits were regularly reported upon. The Melbourne Cup Carnival is a major event in the fashion industry's calendar. 'Oaks Day' of the Melbourne Cup Carnival was recognised as a 'ladies' day' as early as the 1870s, and soon vied with the Melbourne Cup to become the fashion event of the year.

Flemington Racecourse has aesthetic significance as one of the finest racecourses in the world, set in an expansive landscape with views towards the City of Melbourne. It is significant for its works of art, including the Harold Freedman murals in the Hill Stand, which are an extraordinary depiction of the history of thoroughbred racing; for the bronze statues of Phar Lap and Makybe Diva, two of Australia's greatest racehorses; and of Bart Cummings, considered to be Australia's greatest horse trainer, as well as a bronze statue of jockey, Roy Higgins. It is also significant for its gardens, particularly the ornamental Members Drive and the rose displays which are carefully cultivated to be at their most spectacular during the Melbourne Cup Carnival, when the Melbourne Cup is run.

2.6 Significant elements

Having regard for the preceding assessment, the significance of elements within Flemington Racecourse and their contribution to the of the place as a whole has been assessed.

A detailed analysis is provided in Appendices B and C. The following comprises a summary of this assessment.

Significant elements include the following:

- Buildings and structures
- Landscape and spatial elements
- Setting, views and vistas
- Objects and artwork.

These are addressed in turn below and illustrated on the plan at Figure 6.

2.6.1 *Buildings and structures*

Table 2 below provides a summary of extant significant buildings and structures at Flemington Racecourse ordered chronologically in terms of date of construction.

The numbers provided in the table can be cross-referenced to the locations shown on the plan at Figure 6.

Table 2 Significant buildings and structures with their associated values

Element	Values	Significance
Remnants of the bluestone stand, 1873 [10]	Historical and architectural	The remains of the bluestone stand, now partly beneath the extended Lawn Stand decking and to the west of the 1979 Hill Stand, are believed to be the remnants of 'Bagot's Cowshed'. This is one of the few nineteenth century elements remaining at the racecourse and is associated with the development of the racecourse under the VRC's first secretary Robert Cooper Bagot.
Sections of bluestone walling and embankments, including tethering rings; the Leonard Crescent bluestone gate entrance and bluestone wall; and remnant painted signage, 1880s [11]	Historical and architectural	The bluestone walls, embankments and gate entrance are associated with the development of the racecourse during the 1880s and extension of the Hill Reserve onto freehold land. They demonstrate the use of bluestone at the racecourse during this period and are associated with the public prominence of this area.
Jockeys' Convalescent Lodge, and associated landscape enclosure, 1893 [33]	Architectural, aesthetic and historical	The Jockeys' Convalescent Lodge is an unusual example of a small hospital/medical building of the late nineteenth century on an octagonal plan, realised in the cottage <i>orné</i> style with a circular internal arrangement. It is the only intact nineteenth century building at the racecourse and is reflective of the evolution of racing as a Victorian social institution and the commitments and preoccupations of VRC Club Secretary Henry Byron Moore. The Lodge is historically significant as a rare surviving purpose-built structure associated with the convalescence of jockeys, and is also aesthetically significant for its circular garden setting and elevated siting on the east of the racecourse.
Betting Ring, tote buildings, and scratchings board / 'Semaphore' building, 1920s and 1930s [25]	Historical significance and architectural interest	Since the demolition of the 1931 Central Totalizator Building in 2019, the 1926 Scratchings Tower (an information board or Semaphore building) on the northern boundary of the betting ring provides evidence of the interwar changes to betting practice, of the development in this period of the northern area of the Betting Ring, and of the scale and form of the original tote buildings in this location. The extant Flemington Heritage Centre at the eastern end of the Betting Ring (built 1924, modified 1931, 1989 and 2010) also originally served as a Scratchings Board and, from 1931 to 1989, as a totalizator building.

Element	Values	Significance
Betting Ring Bar, 1924, with modifications [26]	Historical and architectural	The Betting Ring Bar (known since 2002 as the Bernborough Bar) is of historical and architectural significance for its association with the Betting Ring since 1924. Although modified, it is also of architectural value as evidence of the interwar development, marking the northern perimeter of the new Betting Ring, and displaying some of the 1920s character exemplified in the 1924 Members' Grandstand (1924), now demolished.
Gents WC, near Betting Ring, 1924 [27]	Historical and architectural	The Gents' WC is of historical significance for its association with the Betting Ring since the 1920s. Although modified, it is part of the development of the northern perimeter of the Betting Ring and displays some of the 1920s character of the 1924 Members' Grandstand (1924), now demolished.

2.6.2 Landscape and spatial elements

Table 3 below provides a summary of significant landscape and spatial elements at the place. The numbers provided in the table can be cross-referenced to the locations shown on the plan at Figure 6.

Table 3 Significant landscape and spatial elements with their associated values

Element	Values	Comment on significance
The racetrack, 1840s-1870s [5]	Historical, social and aesthetic	Although there have been modifications to the course alignment over its history, the racetrack remains one of the principal historical elements of the site and the primary focus of race day activities. The historical and social importance of the track dates back to the establishment of the racecourse in 1840 and the Melbourne Cup in the 1860s. While the fabric <i>per se</i> is not significant, the overall form and placement of the track, its general alignment, its relationship to the stands and viewing areas, and its role as the central visual focus of the course, are of historical, social and aesthetic significance.
Distance Post, 1860s [6]	Historical	The Distance Post is a timber marker traditionally located 240 yards (220 metres) from the winning post. It played a formal part in colonial rules of racing for events run in heats, a competitor being ineligible to run in a second heat if it had not reached the 'distance' by the end of the first heat. While the origins of this particular marker are unknown, it is located at a position that dates to the reconfiguration of the racecourse in 1860 and has long been reputed to be the oldest piece of the fabric of racing at Flemington. On this basis, the presence and position of the post are of historical significance.

Element	Values	Comment on significance
Betting Ring 1920s [24]	Historical and social	<p>The Betting Ring is historically and socially important as a place of public congregation, principally for booker maker betting purposes, relocated in 1924, and laid out formally and enclosed by adjacent stands, and, in 1931, tote buildings. In the twenty-first century it has been modified in character by a decline in numbers of on-course bookmakers, demolition of the tote buildings and the construction of the 2018 Club Stand.</p> <p>The Elms (<i>Ulmus procera</i>) of the Betting Ring pre-date the redevelopment of the area in the 1920s and are important elements of the character and presentation of this area.</p>
Members Drive, tree plantation and entrance attendant's box, 1880s [14]	<p>Historical, social and aesthetic (Members Drive)</p> <p>Historical (entrance box)</p>	<p>The Members Drive and its entrance from Epsom Road are of historical and social significance for their functional association with the members of the VRC, and of historical and aesthetic significance as an ornamental plantation of high enduring quality and ambition.</p> <p>The fabric of the drive itself, the entrance gates and the entrance (attendant's) box, are not significant. However, the presence, general alignment and combination of these features create a sense of arrival at the site, and are of interest, contributing to an understanding of the place.</p>
The parade sequence, including Parade Ring [1], Mounting Yard [3] and Horse Walk [4] (tradition from 1880s, locations from 1920s, fabric modern)	Historical, aesthetic and social	<p>The horse parade tradition at Flemington originated in 1887 with the establishment of the original 'Birdcage' raceday stalls area near the river side of the course, and became more elaborate after the relocation of the Birdcage and Mounting Yard to their present general location in 1924. The 1924 Birdcage raceday stabling was replaced in 2007 with the Pre-Parade Ring and horse tunnel connection to the Mounting Yard. The parade sequence area is of social significance as an important and long-standing aspect of the spectator experience and pageant of racing days at Flemington.</p> <p>The Mounting Yard and Horse Walk to the track are of historical and social significance in their general location on the site and relationship to the stands and lawns, although their size, alignment and presentation have evolved substantially. They are also of aesthetic significance as an element where the rose planting tradition of Flemington is on full display. These spaces and the relationships between them, are central to the function and theatre of the racing day.</p>
Formal lawns and public areas including the Public	Historical, aesthetic and social	The arrangement of ornamental public lawn areas with flower beds, generally date to the 1920s, although their landscape presentation reflects a tradition at Flemington

Element	Values	Comment on significance
Lawn [20] and Members Lawn [21]		dating back to the 1860s, progressively elaborated from the 1870s-1880s. The lawns were extended north-eastwards into the former Carriage Paddock after construction of 1924 Member's Stand, allowing for a separate Members' Lawn and new Mounting Yard. They are of historical and aesthetic significance and are also highly visible elements and areas of the place.
Rose plantings	Historical, social and aesthetic	Extensive rose plantings have been a feature of Flemington since the 1880s. These developed from a tradition of decorative flower beds and annuals at the racecourse from the 1860s, greatly elaborated by Henry Byron Moore from the 1880s who established a plant nursery on the site of today's Members' Nursery car park. Roses became the dominant planting at Flemington from the 1920s. As a characteristic landscape feature and horticultural tradition of the racecourse, the plantings are synonymous with the image and presentation of Flemington Racecourse, particularly during the Melbourne Cup Carnival when the rose displays are at their optimum.
Hill Precinct treeplantings [15]	Historical and aesthetic significance	The extant mature trees in the Hill Precinct are of historical and aesthetic significance as remnants of a late nineteenth century plantation, contributing to an understanding of the landscape character of the racecourse during the late nineteenth century and the aesthetic presentation of the Hill Precinct. The precinct also retains sections of early bluestone wall.
The Elms precinct [16]	Historical and aesthetic	English Elms (<i>Ulmus procera</i>) have been a feature of the area between the west end of the racetrack and the Maribyrnong River since the 1880s, in association with the former Betting Ring and 1887 'Birdcage' saddling paddock. This is a precinct of historical and aesthetic significance that reflects the centre of race day operations between 1860 and 1924. The trees provide an understanding of the longstanding social uses of this area as a part of the spectator precincts, and of the original setting of the betting and parade rings later relocated to the east of the 1924 Members' Grandstand.

2.6.3 Setting, views and vistas

The overall setting of Flemington Racecourse is significant. The racecourse occupies an expansive landscape, with elevated land to the north and the flood plain of the Maribyrnong River to the south, and the principal spectator precincts and facilities concentrated between these in the north-west of the site in vicinity of 'the Hill'. This arrangement and the features of its setting date to the earliest use of the racecourse, although for the first 20 years the finishing straight and temporary stands were along the river side, with the winning post closer to Smithfield Road.

The vantage from the Hill to the racecourse and, from 1860 in line with the Winning Post, with the expansive Maribyrnong River and the Melbourne skyline as a backdrop, has played an important part of the public spectacle and experience of racing at Flemington, and remains a centrepiece of the race day experience and the images that emerge from it on an annual basis.

The most significant views are as follows and indicated on the plan at Figure 6:

- Unimpeded views and lines of sight to the racetrack from viewing areas in the north-west of the racecourse, including the grandstands, and which include as a backdrop the Maribyrnong river lands and the skyline of the Melbourne CBD
- Long linear views along the racetrack straight, including the view from east to west.

There are also significant long-standing public views of the racecourse from outside, including from Footscray Park and the Victoria University Campus to the south and south-west, on the other side of the Maribyrnong River.

2.6.4 *Objects and artwork*

Table 4 below provides a summary of significant objects and artwork at the place. These are indicated (with reference to the letters A-G in the table) on the plan at Figure 6.

Table 4 Significant objects and artwork with their associated values

Element	Values	Comment on significance
Gaunt's chronographic clock (or chronograph), 1876 [A]	Historical	The chronographic clock (or chronograph), a giant stopwatch large enough for public display, is significant as a fine example of nineteenth century clockmaking, and as the most famous work of the Melbourne jeweller Thomas Gaunt. It was originally positioned behind the judge's box, opposite the winning post and housed in an elaborate timber structure and is significant as a feature dating to the development of Flemington following the passage of the <i>Victoria Racing Club Act</i> in 1871. After decommissioning in 1979, it was relocated for display in the VRC Committee Room.
Starting brass bell, 1879 [B]	Historical	The half-tonne brass bell, supplied by Melbourne ironmongers James McEwan and Co., was originally located in a 10 metre tall tower constructed near the winning post. It signalled the start of each race, connected electronically to the chronographic clock (or chronograph). It is significant as a feature dating to the improvement of Flemington following the passage of the <i>Victoria Racing Club Act</i> in 1871.
Carbine's Stall, 1890 (relocated 1990) [C]	Historical and architectural	Carbine's Stall is of historical significance as a timber structure dating to the late nineteenth century and associated with the acclaimed racehorse. The stall's history of relocation suggests that it is more appropriately managed as an object rather than a building.
Statues of Phar Lap, 1998 [D], Bart Cummings, 2000 [E], Makybe Diva, 2008 [F] and Roy Higgins, 2015 [G]	Social	Statuary at Flemington is a recent tradition, beginning in 1988. The statues of Phar Lap and Bart Cummings are by Peter Corlett (Melbourne), Makybe Diva by Philip Blacker (UK) and Roy Higgins by Judith Leman (Melbourne). They are of contemporary social significance to the racecourse and the Victorian racing community at large.
Harold Freedman 'History of Racing Murals', 1988 [H]	Historical and social	Seven large painted murals, 'The History of Racing', were commissioned by the VRC from the former Victorian State Artist, Harold Freedman and studio, and were installed progressively from 1983 to 1988. The project was designated an Australia's bicentenary (1988) project and it generated associated products and publications. The murals were installed on the sloping ceilings of the public interiors of the 1979 Hill Stand, and depict stages in Australia's thoroughbred history in an international

Element	Values	Comment on significance
		context, with Flemington and the Melbourne Cup central to each panel. The murals are of historical and social significance, and their location at Flemington demonstrates the pre-eminence of the racecourse in Australian horse racing.
Fixtures, furnishings, signage and other features and fittings salvaged from the 1924 Members' Grandstand and the 1931 Central Totalizator (known as the Western Tote or 'Colours' Building)	Architectural and historical	Select elements of the 1924 Members Grandstand (1924) and the 1931 Central Totalizator (known as the Western Tote or 'Colours' Building) were identified for salvage as part of the Heritage Victoria permit that allowed their demolition in 2016 and 2019. While not assessed in detail, it is noted that some of the salvaged items may retain a degree of architectural and historical interest.
Country Racing Clubs of Victoria mosaic mural [stored] 1964	Historical	A mosaic mural by prominent Australian artist Charles Bush, commemorating the VRC Centenary and contribution to horse racing in Victoria, this was a gift to the Victoria Racing Club in 1964, on behalf of the Country Racing Clubs of Victoria. It was salvaged prior to demolition of the 1924 Members' Grandstand. It is presently stored and awaiting conservation treatment to repair damage.

2.7 Areas of heritage sensitivity

Areas of greater and lesser heritage sensitivity have been identified based on the assessment in the HMP. These are illustrated in the diagram provided at Figure 7 below. The level of sensitivity has a bearing on the need to consider heritage issues and impacts when change is proposed in these areas (refer to the policies in Chapter 4).

Areas of high, moderate and low sensitivity are defined as follows:

High sensitivity

Areas of high heritage sensitivity contain the majority of the significant heritage elements identified in this HMP, including buildings and structures, landscapes and spatial elements, and objects and artwork. Recognising this area also includes grandstands and other important racecourse facilities which are not of heritage value, there is a notable concentration of heritage elements, and these areas are also important as the historical focus or centre of racecourse activities.

Moderate sensitivity

The area of moderate heritage sensitivity contains car parking and other elements of utility and function which support the running of the racecourse and VRC operations. Generally, there are no elements of heritage value in this area, but it has a high level of public use and public profile, particularly on race days. The ongoing tradition of picnics and Melbourne Cup Carnival entertainment in the Members' Car Park, especially since the World War II, and the progressive beautification of these areas is of aesthetic

and historical interest. The area is also proximate to the area of high heritage sensitivity and is visible from within the racecourse.

Low sensitivity

Areas of low heritage sensitivity are more dispersed throughout the racecourse site. The area in the north-east of the racecourse accommodates the large Racing Victoria office building (former Flemington High School), which addresses Epsom Road. The area in the south-east is dedicated to horse training and preparation, with modern stabling facilities established from the 1960s. Finally, the area in the north-west, at Leonard Crescent, is mostly car parking. These areas do not contain elements of heritage value, and include areas which do not have a high level of public access or public profile. Some are important to the operations of the racecourse, and Racing Victoria, but are not areas with significant historical roles or associations.



Figure 6 Diagram showing significant elements within Flemington Racecourse

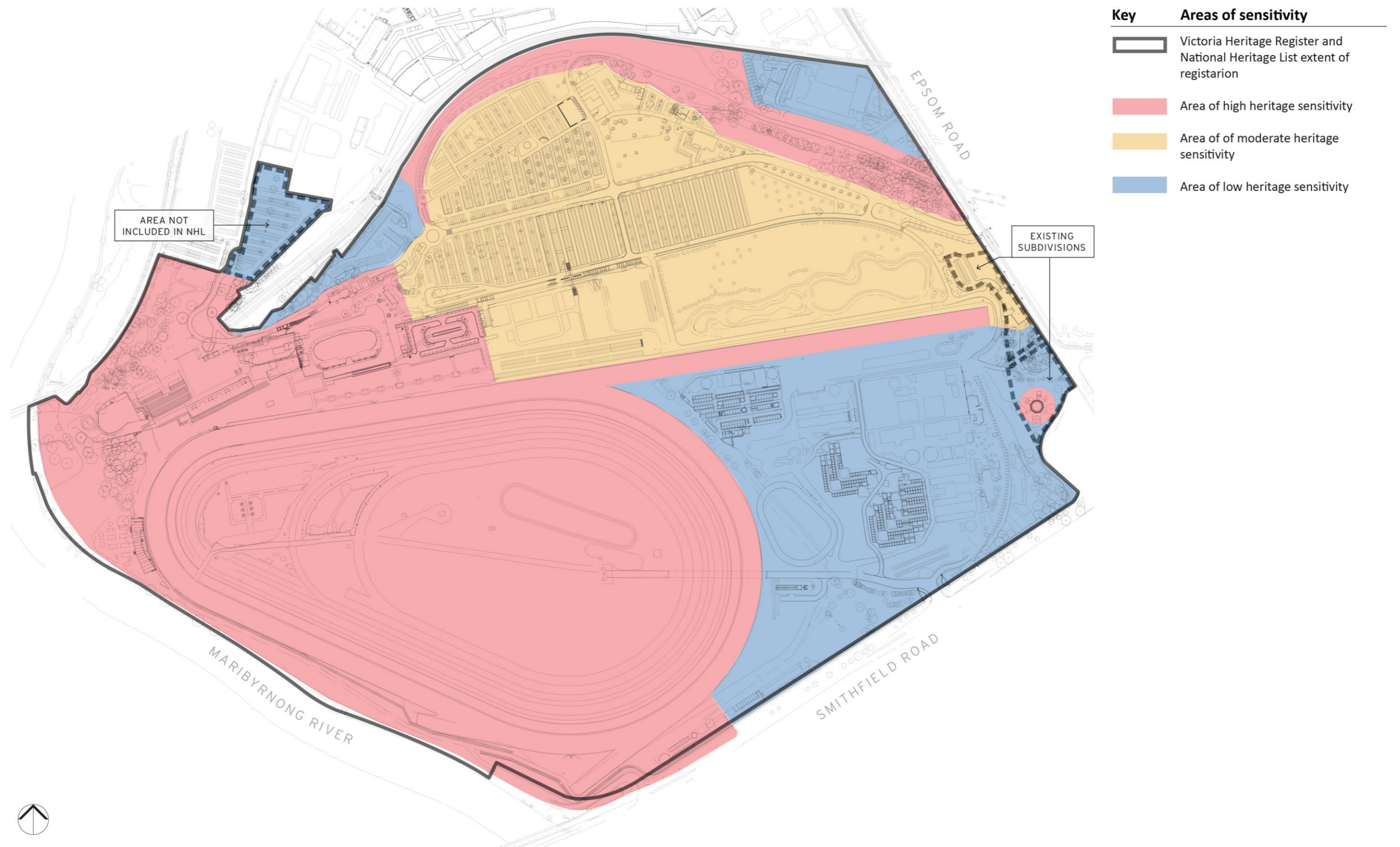


Figure 7 Diagram showing areas of heritage sensitivity within Flemington Racecourse

3.0 OPPORTUNITIES AND CONSTRAINTS

This chapter establishes a framework for the conservation policies and implementation plan provided at Chapter 4. Opportunities and constraints applicable to the management of the place are relevant to the development of policies for the management of heritage values.

These issues include implications arising from the National Heritage values and State-level heritage values of the place, legislative heritage requirements and other statutory controls, the VRC's obligations and aspirations for Flemington Racecourse, the conditions and access to the place, and relevant stakeholders.

3.1 Implications arising from significance

3.1.1 Key aspects, features and elements for conservation

As confirmed in statements of significance at Chapter 2, Flemington Racecourse is a place of National historical and social value. In addition to these historical and social heritage values, it is also of aesthetic and architectural significance to the State of Victoria.

The key implication is that the place should be managed in a way that is consistent with its National and state heritage values. The ongoing use and viability as a premier racecourse are critical aspects of this.

In addition, as related to these values there are key physical aspects, features and elements of the place that should be retained including:

- The setting of the racecourse in an expansive natural landscape with an escarpment to the north and the low-lying flood plain of the Maribyrnong River to the south
- The character of the internal landscape of the place including trees, public areas with formal lawns, extensive rose plantings and landscaped driveways
- The spatial sequences present throughout the site and the values related to sequential experiences at the racecourse, including spectator, racing and operational sequences
- The architectural values of the significant buildings and structures located throughout the site which date from significant phases of the racecourse development.

3.1.2 Opportunities for change

The racecourse has evolved over time to accommodate a diverse range of facilities and structures. Buildings and structures of no or little heritage value are located adjacent to or in proximity of significant buildings and structures. These are generally of recent origin and are sometimes utilitarian in form and fabric. Other areas of the racecourse are used as modern training facilities, car park areas, training tracks, modern administration facilities and the like.

As has occurred throughout its history, change and new development are expected to continue for Flemington Racecourse. Redevelopment of modern or utilitarian buildings and facilities can occur providing any replacement structures or new buildings are designed and sited to have regard to the significant setting, landscape character, spatial sequences and architectural values of the place.

3.2 Statutory heritage frameworks

As a result of the place's inclusion in the NHL and VHR, the VRC has obligations to comply with the following legislation:

- *Environment Protection and Biodiversity Conservation Act 1999 (Australia)*
- *Heritage Act 2017 (Victoria)*
- *Planning and Environment Act 1987 (Victoria).*

In addition, the VRC must comply with the provisions of the *Aboriginal Heritage Act 2006* (Victoria)

3.2.1 *Environment Protection and Biodiversity Conservation Act 1999 (Australia)*

Referrals and approval

The EPBC Act provides a legal framework to protect and manage nationally and internationally important flora, fauna, ecological communities and heritage places. These are collectively defined in the EPBC Act as matters of national environmental significance (MNES).

The EPBC Act also establishes the NHL, which includes natural, historic and indigenous places that are of outstanding national heritage value to Australia. Places included in the NHL are matters of national environmental significance. By law, no-one can take any action that has, will have, or is likely to have, a significant impact on a place listed on the NHL without approval.

Flemington was added to the NHL in November 2006 Racecourse (Place ID: 105922, Place File No. 2/11/033/0682). The extent of the NHL listed area is shown at Figure 3 in Chapter 1, the statement of significance is reproduced in Chapter 2, and the full NHL citation is included at Appendix D.

In reviewing a proposal for works to a National Heritage place, the owner/manager of the site must consider whether the action has the potential to have a significant impact on its National Heritage values. Any action that is likely to have a significant impact on the values of a National Heritage place must be referred to the Australian Minister for the Environment for consideration. The purpose of a 'referral' is to obtain a decision on whether the proposed action will need formal assessment and approval under the EPBC Act.

An action is likely to have a significant impact on the National Heritage values of a National Heritage place if there is a real chance or possibility that it will cause:

- One or more of the National Heritage values to be lost
- One or more of the National Heritage values to be degraded or damaged, or
- One or more of the National Heritage values to be notably altered, modified, obscured or diminished

If the Minister determines that the action is likely to have a significant impact, then the action requires approval under the EPBC Act (known as a 'controlled action'). An environmental assessment of the action must be carried out for the Minister to decide whether to approve the action, and what conditions (if any) to impose on the approval.

Actions which may have the potential to have a significant impact on the National Heritage values of Flemington Racecourse relate to works or development which have the potential to impact on, detract from or otherwise diminish the historical and social significance of the place.

Actions that are less likely to have the potential for a significant impact on the National Heritage values of Flemington Racecourse include works which help maintain and sustain these values. These could include physical works such as upgrades of facilities for racegoers, or development which is associated with public access to and enjoyment of racing and maintaining racing operations.

It should be noted that works/actions in this category still require approval from Heritage Victoria because of the permit requirements of the Heritage Act 2017 (see discussion below at Section 3.2.2).

3.2.2 *Heritage Act 2017 (Victoria)*

The Heritage Act 2017 provides a legislative framework for the protection and conservation of places and objects of cultural heritage significance in Victoria. The Act identifies and protects heritage places and objects that are of significance to Victoria, including:

- historic archaeological sites and artefacts
- historic buildings, structures and precincts
- gardens, trees and cemeteries
- cultural landscapes
- shipwrecks and relics
- significant objects.

The Act also establishes the VHR (for state-significant places and objects) and the VHI (for historical archaeology).

Known historical (non-Aboriginal) archaeological sites in Victoria are included in the VHI and are also protected under the Heritage Act. Note that even if not listed in the VHI, all archaeological sites are automatically protected under the Heritage Act providing they:

- are 75 or more years old
- provide evidence of past activity in the State
- require archaeological methods to reveal information and
- are not associated only with Aboriginal occupation of a place.

Implications of VHR-registration

Permits are required from Heritage Victoria for works which change or modify buildings, structures and landscape elements as included in the extent of registration; as well as new buildings, subdivision, etc. This includes any physical intervention, action or development that will result in a change to the character, appearance or physical nature of the registered place.

The Executive Director of Heritage Victoria, in determining a permit to undertake works to a registered place, must consider the extent to which the proposal, if approved, would affect the cultural heritage significance of the place. In cases where the proposal would have an adverse impact on the heritage significance of the place, the Executive Director must also, under Section 101 (2) (b) of the Heritage Act, consider the extent to which the application, if refused, would affect the 'reasonable or economic use' of the registered place.

At Flemington Racecourse, works which require permit approval from Heritage Victoria would include:

- introducing new permanent elements such as buildings, structures, pathways, roads, fencing, seating, statues, etc;
- demolition or relocation of existing buildings, structures and elements (non-significant buildings can be demolished without a permit, but not replaced or externally modified, see 'Permit exemptions' below);
- altering or extending existing buildings and structures, and also public spaces, pathways and roadways;
- modifying existing elements such as re-surfacing (where it involves a change in materials) public spaces and landscaped areas, pathways, roadways, etc;
- removing plantings and landscaping, and introducing new plantings or plantings in new locations (other than where permit exempt); and
- introducing temporary structures other than where these are permit exempt.

Permit exemptions

The VHR citation for Flemington Racecourse includes a lengthy permit policy and a suite of permit exemptions (these are reproduced in Appendix B). As noted in the permit policy:

- The extent of registration protects the whole site. The buildings, features and objects of heritage value are listed in the Extent of Registration, and any works to these is subject to permit applications. All works to non-registered buildings, including demolition and internal modification but excluding exterior additions or replacement, are permit exempt. The addition of new buildings to the site may impact upon the cultural heritage significance of the place and requires a permit. The purpose of this requirement is not to prevent any further development on this site, but to enable the management of possible adverse impacts on heritage significance during that process.

An exemption may be given for routine maintenance and repairs which do not change the appearance of the heritage place, where the repairs or maintenance involve replacing 'like for like'. The racecourse also has a suite of standing permit exemptions, meaning some works are exempt from the requirement to obtain approval from Heritage Victoria. These are reproduced in full at Appendix B and discussed below. A heritage practitioner can provide advice/clarification on works which require a Heritage Victoria permit.

Exempt works identified in the permit policy include erection of temporary structures associated with racing events; works to and replacement of the 1930s Tote buildings associated with the Betting Ring; the distance post; and the various art works and objects.

If the proposed works are minor in nature and/or do not affect areas of heritage significance, it may be possible to apply for a permit exemption under Section 92(3) of the Heritage Act 2017. The works are generally required to be assessed as not causing harm to the cultural heritage significance. Detailed information and documentation is still lodged with Heritage Victoria to enable the proposal to be assessed.

Permit process and requirements

For most permit applications, documents to be lodged/submitted to Heritage Victoria include a completed permit application form (or online equivalent), application fee, plans, and reports or other supporting documentation including heritage impact assessment, the latter typically prepared by a heritage practitioner.

It is recommended that a pre-application meeting be held with Heritage Victoria officers prior to lodgement.

All applications are referred to the responsible authority (Council/Minister for Planning) for comment.

Permits are normally processed within 60 calendar days, although the statutory clock stops for public advertising, if required, and where requests for further Information are made. As a result, permit timeframes can be far in excess of 60 days, particularly for major applications. In addition, the 60 days can be extended by the Heritage Council if required.

Variables affecting the timing of the Heritage Victoria permit process include the length of time required pre-application, the complexity of the application itself, and any involvement by third parties.

What happens when the permit is obtained?

Once the permit is issued by the Executive Director, Heritage Victoria, any conditions attached to the permit should be reviewed. Such conditions may include a requirement for recording and/or interpretation of the heritage place, or the provision of greater detail in relation to landscaping, conservation works to the heritage elements, or new structures.

Permit conditions can only be amended either via an appeal to the Heritage Council (if within 60 days of the permit issue, see below) or through a formal permit amendment process under the Heritage Act.

Review requests to the Heritage Council

In the event that the permit application is refused, the applicant or owner can request a review of the Executive Director's determination. The review request is made to the Heritage Council of Victoria and must be lodged within 60 days of refusal of the permit or issue of a permit (in the case of a conditions appeal). Note there are no review rights against a decision by the Executive Director to grant a permit but third parties may be involved in a review process if the review is triggered by the applicant or owner.

The Heritage Council has the power to:

- affirm the determination under review
- vary the determination under review
- set aside the determination under review and make another in substitution for it.

The Heritage Council is required to consider the same matters as for the Executive Director, these are set out at s. 101(2) of the Heritage Act.

Depending on whether a hearing is required, the review process can take up to six months (to a decision of the Heritage Council).

Once an appeal has been lodged but before it has been determined by the Heritage Council, the Minister for Planning has the power to call in the review and determine it. Alternatively, subject to certain requirements, the Minister also has the power to refer the appeal to the Victorian Civil and Administrative Tribunal for determination. However, the latter situations rarely occur.

Historical archaeology

As noted earlier, note that even if not listed in the VHI, all non-Aboriginal archaeological sites are automatically protected under the Heritage Act providing they:

- are 75 or more years old
- provide evidence of past activity in the State
- require archaeological methods to reveal information and

Flemington Racecourse has been in constant use since the 1840s, has had development occurring since that time, including earlier buildings and structures, and has accommodated a range of activities and uses in various areas of the site. Accordingly, while there are no currently identified archaeological sites within the racecourse and the site is not located in the VHI, there is the potential for the broader site to have archaeological remains or artefacts.

Section 132 of the Heritage Act specifies that it is an offence to disturb an archaeological site or artefact unless approval (by way of consent) has been obtained from the Executive Director of Heritage Victoria. The Heritage Act also includes review rights for consent to disturb an archaeological site.

Any works which disturb an archaeological site must immediately cease and Heritage Victoria be contacted immediately. In order to determine the potential for archaeological remains within a site where ground disturbance is proposed (regardless of inclusion on the VHI), a predictive archaeological assessment is typically undertaken. This assessment would generally comprise historical research to establish the progressive development and evolution of the site over time, as well as an assessment of the current site conditions. This assessment would identify areas of the site which have been subject to disturbance, and consequently areas of greater or lesser archaeological potential. This predictive

assessment assists to ensure that all archaeological remains are appropriately managed. If the site is included on the VHI, or if the assessment determines that there is archaeological potential, the predictive archaeological assessment would form part of an application to Heritage Victoria for consent to carry out work and would also inform future works on the site.

3.2.3 *Planning and Environment Act 1987 (Victoria)*

Flemington Racecourse is identified as HO272 in the Schedule to the HO of the Melbourne Planning Scheme. This listing in the HO reflects the inclusion of the place on the VHR.

No permits are required under the Melbourne Planning Scheme pursuant to the HO provisions. This is with the exception of subdivision.

However, other local planning provisions and considerations may apply in regard to works.

Note that the Minister for Planning is the Responsible Authority for permits within Flemington Racecourse.

3.2.4 *Aboriginal Heritage Act 2006 (Victoria)*

The Aboriginal Heritage Act 2006 and Aboriginal Heritage Regulations 2018 (the Regulations) provide protection and management for Victoria's Aboriginal heritage with streamlined processes linked to the Victorian planning system. The legislation provides protection for all Aboriginal places, objects and ancestral remains regardless of their inclusion on the Victorian Aboriginal Heritage Register or if they are located on public or private land.

The Act also provides guidance to planners and developers about when, and how, Aboriginal cultural heritage needs to be considered, in some situations other approvals cannot be granted and work cannot proceed until compliance is met. Large developments and other high impact activities in culturally sensitive landscapes can cause significant harm to Aboriginal cultural heritage. In these situations, the Act may require the preparation of a Cultural Heritage Management Plan (CHMP) or the planner or developer may need to obtain a Cultural Heritage Permit.¹

In order to mitigate potential harm, a CHMP may assess an area to determine the nature of any Aboriginal cultural heritage present in the area and recommend measures to manage and protect the identified cultural heritage. Consultation with traditional owners, in this case the Wurundjeri people, would occur as part of these processes, noting that the Wurundjeri Woi wurrung Cultural Heritage Aboriginal Corporation is the Registered Aboriginal Party under the Act.

This is an important issue for Flemington Racecourse, recognising and part of the racecourse land along the Maribyrnong River is identified as an area of Aboriginal cultural heritage sensitivity.

All significant projects should consider any requirements under the Aboriginal Heritage Act and obtain advice from an appropriately qualified cultural heritage advisor.

3.3 **Relevant codes and statutory compliance standards**

The VRC is responsible for abiding by the statutory requirements of the following codes and standards applicable in Australia:

- National Construction Code
- Building Code of Australia
- Disability Discrimination Act 1992
- Occupational Health and Safety Act and Regulations 2004

3.3.1 National Construction Code and Building Code of Australia

The National Construction Code addresses all building compliance requirements as related to specified classes of buildings. In Victoria the NCC operates in conjunction with the *Victorian Building Regulations 2018* and under the provisions of the *Building Act 1993*. In its formulation and reference to relevant construction standards the NCC has necessarily been developed for new construction. In this regard the application, wholesale to the refurbishment or redevelopment of a heritage building has the potential to have significant impacts, particularly if a ‘full compliance’ with the code is triggered.

Addressing this issue, the Victorian *Building Regulations, 2018*, provide for some flexibility where alterations are proposed to existing buildings, under Part 16, Regulation 233.

This regulation states as follows:

233 Alteration to existing building

- (1) Building work to alter an existing building must comply with these Regulations.
- (2) Subject to regulations 234 and 236, if the proposed alterations to an existing building, together with any other alterations completed or permitted within the previous 3 years, relate to more than half the original volume of the building, the entire building must be brought into conformity with these Regulations.
- (3) Despite subregulations (1) and (2) and subject to subregulation (6), the relevant building surveyor may consent to partial compliance of building work or an existing building with subregulation (1) or (2).
- (4) In determining whether to consent to partial compliance with subregulation (1) or (2) in respect of any alteration to a building, the relevant building surveyor must take into account—
 - (a) the structural adequacy of the building; and
 - (b) the requirements necessary to make reasonable provision for—
 - (i) the amenity of the building and the safety and health of people using the building; and
 - (ii) avoiding the spread of fire to or from any adjoining building.
- (5) Any consent to partial compliance under subregulation (3) must be in the form of Form 18.
- (6) If any part of the alteration is an extension to an existing building, the relevant building surveyor may only consent to partial compliance in respect of the extension if the floor area of the extension is not greater than the lesser of—
 - (a) 25% of the floor area of the existing building; and
 - (b) 1 000 m².

In addition, the *Building Act 1993* provides for further consideration of dispensation to compliance requirements in the case of buildings included on the VHR. The relevant section states:

28 Historic buildings and special buildings

- (1) Despite section 24, the relevant building surveyor may issue a building permit for the carrying out of building work that does not comply with the building regulations if the work is to be carried out on, or in connection with—

- (a) a building included on the Heritage Register established under the Heritage Act 2017.
- (2) The building permit may be issued to enable the carrying out of work appropriate to the style, manner of construction and materials of the building.
- (3) In deciding an application for a building permit in respect of a building to which subsection (1) applies, the relevant building surveyor must take into account—
 - (a) the structural adequacy of the building; and
 - (b) the requirements necessary to make reasonable provision for the amenity of the building and the safety and health of people using the building.
- (4) The consent and report of the Executive Director under the Heritage Act 2017 must be obtained to an application to demolish or alter a building which is on a register established under that Act.

In formulating a response to building regulatory requirements a third factor to consider is that of the opportunity to develop 'Performance Solutions' to the NCC 'Performance Requirement' as opposed to applying 'Deemed-to-Satisfy' solutions. In adopting such an approach there may be scope to demonstrate that traditional construction practice as supported by relevant expert advice can meet the performance requirements of the NCC, albeit not compliant with current new construction standards.

Having regard to the above considerations in developing a design response to conservation and new works, careful consideration needs to be given to the actions which might trigger full code compliance obligations and if this is the case, the nature of dispensations which might be sought.

3.3.2 *Disability Discrimination Act 1992*

Access for people with a disability is addressed under the Disability Discrimination Act (DDA), 1992, and also under the NCC and the Australian Human Rights Commission 'Premises Standards'. The 'access to buildings component' of the DDA is applied only to buildings that are available for the public to enter and use, as employees, patrons, customers, etc. This clearly is of relevance to the racecourse. Accordingly, landowners/managers of buildings with a level of public access are bound to meet these objectives as far as possible.

While the DDA sets out compliance requirements it is a document which also provisions for complaints where these requirements are not met. In the case of the NCC, the requirements under Part D3 are express requirements which must be met under the Deemed to Satisfy provisions or by way of a Performance Solution. Additionally, the Premises Standards provide guidance on both new works and works to existing buildings to meet access requirements.

3.3.3 *Implications of NCC, BCA and DDA*

Accepting the above and recognizing that the primary emphasis of the code requirements is ensuring safe and equitable access for users of new and existing properties, the challenge with heritage buildings and places is to minimise impacts on significant areas and fabric. It may be possible to apply for dispensations to the code requirements, or to investigate alternative approaches to the resolution of functional, safety or BCA requirements. Generally, works undertaken to meet compliance with codes should also:

- be informed by the level of significance and particular heritage values of the structure or building, and the recommendations relating to the management and conservation of significant fabric included in this report, and

- have regard, where possible, for avoiding or limiting physical and/or visual impacts on significant buildings by undertaking access-related works in less visible or sensitive areas; or in non-original or already altered or modified parts of buildings; or by designing such works to have a minimum level of physical change and intervention into the heritage building.

3.3.4 *Occupational Health and Safety Act and Regulations 2004*

Flemington Racecourse is a workplace and there is a need for a safe work environment to be maintained.

In the event of issues of workplace safety arising at the place, the same approach should be taken. Where mitigation or management of issues of workplace safety have implications for significant fabric and elements, the advice and input of a heritage practitioner should be sought.

3.4 **Management context and aspirations**

3.4.1 *The VRC masterplan*

A master plan for the Flemington Racecourse site was developed in 2009 ('VRC master plan 2025') which establishes two main objectives for the racecourse:

- Improving the racecourse facilities for all patrons, increasing attendance and realising the full potential of the venue as a world-renowned racing, entertainment and event function centre, and
- Generating future income streams through the development of under-utilised non-core land and open space areas within the site.

The master plan aims to enhance the range of experiences taking place around the core racing experience at Flemington Racecourse. This would involve a broader range of settings, venues and meeting places for private clients and corporates, with a focus on track side exposure. Key secondary functions of the racecourse would centre around catering/hospitality, leisure and sporting to attract additional non race day activity. This would involve the creation of a greater variety of catering and hospitality venues throughout the site, and making use of open spaces for outdoor events, concerts, and garden shows. The master plan also expresses a desire for improving public access to the site and maximising the integration of stand facilities.

Since the preparation of the VRC master plan 2025, the aspiration for a new stand has been achieved with the demolition of the Members Grandstand (1924) and the construction of a new contemporary Club Stand. Some of the Totes buildings located in the western section of the Betting Ring have also been replaced by new facilities and access stairs. Additionally, a section of the site located along the north-eastern boundary with Epsom Road has been approved for tower development, to be centred around the historic former Jockeys' Convalescent Lodge.

Whilst aspirations of the master plan have been achieved since its implementation in 2009, some of its objectives no longer reflect the current priorities of the VRC. The masterplan is currently under review and it is expected that it will be updated in the next few years.

By way of context, it is interesting to note that all, all four major metropolitan racecourses in Victoria are currently in the midst of significant redevelopment projects that intend to create mixed-use sites that combine sporting, residential, commercial, entertainment and community spaces and activities. Such works support a trend in racecourse diversification in Australia and internationally.

3.4.2 **Condition, access and amenity**

Based on the 2025 master plan and a current review of this document by the VRC, the following priorities and near future projects have been identified:

- Upgrade of the Hill Stand
- Redevelopment of the Lawn Stand
- A precinct strategy
- Utility upgrades
- A second racing track
- A Racing Museum

Hill Stand Upgrade

As part of the 2025 master plan, it is proposed to undertake upgrade works to the Hill Stand in order to bring the existing building up to statutory compliance standards. As with the 1924 Members' Grandstand, the Hill Stand does not currently provide racegoers with the experience they expect in a world class facility. The building was constructed in 1977-79 and much of its interior suffers from a lack of natural light. Its internal spaces are also not adaptable and are difficult to utilise outside of race days. On race days, the interior spaces (aside from the Terrace Restaurant) are visually disconnected from the track side activities.

The upgrade would seek to reuse the existing structure to create multipurpose areas for conference venues offering flexibility of use in a wide range of spatial configurations. On the track side, a section of the external tiered seating would possibly be replaced with a terrace to improve internal lighting and enhance views towards the track and the Melbourne skyline.

Lawn Stand redevelopment

The Lawn Stand currently only provides open air seating on its upper level. The ground floor level of the Lawn stand, recently renovated as "Saintly Place" offers undercover seating and facilities, behind glass, but offers compromised views of the track itself on race days. Given its site location and in particular its position overlooking the winning post, it is currently very poorly utilised and has no other uses outside of race days.

An upgrade of the Lawn Stand would be carried out as a two-stage redevelopment. The first proposes a new enclosed corporate dining facility, and the second stage a further expansion to include further entertaining areas and a new Flemington Club.

Precinct strategy

The precinct strategy seeks to better integrate and facilitate access to and from Flemington Racecourse, the adjacent Royal Agricultural Showgrounds (VHR H1329), located on the north side of the site, and Victoria University to the south-west, across the Maribyrnong River. The railway track runs in between Flemington Racecourse and the Showgrounds and there is opportunity for development connecting those two sites that would allow for better movements between the venues. This would involve an improved shared rail access and related infrastructure, and potential park and ride facilities via the racecourse.

Utility upgrades and sustainability

The VRC is currently implementing sustainability measures in view for the site to become self-sufficient in relation to electricity and water. The VRC is currently working with the water authorities to save potable water with its own sewer mining facility supplemented by a Victorian "world first" scheme known as in situ-desalination. The master plan 2025 is also guided by objectives to improve existing

transport infrastructure, give access to a range of public transport options, and redevelop existing buildings to maximise sustainable design measures.

Second racing track

The VRC is investigating the introduction of a second racetrack in the site to increase its useability and provide community assets. The racetrack would create opportunities for education on landscaping and promote community and sporting activities such as soccer or polo.

Racing Museum

The VRC wishes to incorporate a Racing Museum within the site in addition to the existing Heritage Centre at Flemington Racecourse and the Australian Racing Museum & Hall of Fame library and collection storage facilities which are located within the former the Racing Victoria offices at 400 Epsom Road.

3.5 Stakeholders

The following table lists a series of potential stakeholders for Flemington Racecourse as related to its heritage and the management of the heritage values of the racecourse:

Stakeholder	Interest
Department of Agriculture, Water and the Environment (Australian Government), Minister for the Environment	Approvals under the EPBC Act
Heritage Victoria (Victorian Government)	Approvals under the Heritage Act
Department of Environment, Land, Water and Planning (Minister for Planning)	Responsible authority for the Melbourne Planning Scheme
Melbourne City Council	Local Government Authority
Aboriginal Victoria and Wurundjeri Woiwurrung Cultural Heritage Aboriginal Corporation	Aboriginal Heritage Act, Aboriginal cultural heritage
Land Victoria, State Government of Victoria	Crown land managers
Racing Victoria	Industry governing body, interest in management and development of the course
VRC members and other racegoers	Interest in management and experience of the place, race day facilities, history
Racing industry (owners, trainers etc)	Interest in management and facilities, potential interest in heritage
Local residents	Interest in management, change and heritage values

4.0 CONSERVATION POLICIES AND IMPLEMENTATION PLAN

The conservation policies and management plan contained in this chapter are based on the heritage significance assessment for Flemington Racecourse provided in Chapter 2 as well as an understanding of existing opportunities and constraints at the place summarised in Chapter 3.

The intention of the policies and management plan is to provide direction, guidance and strategies for on the conservation of the heritage values of Flemington Racecourse.

They have been developed with an understanding of:

- the National Heritage values and state heritage values of Flemington Racecourse
- the contribution of significant buildings, structures, landscape elements and objects to those values
- the need to maintain the operation of the racecourse, which goes directly to retaining and conserving its National and state historical and social heritage values
- the relevant statutory considerations including the applicable heritage legislation
- VRC's aspirations for the site and its use requirements
- relevant stakeholders.

Conservation policies are included below together with discussion of issues in relation to each policy.

Recommendations for implementation are included at 4.18

4.1 General conservation policies

The following policies provide a general framework for the implementation of this HMP and the management of heritage values of the place.

4.1.1 *Significance as the basis for future conservation and management*

Policy

The NHL and VHR statements of significance included in this HMP should be the basis for future management and conservation of the National and state heritage values of Flemington Racecourse.

Discussion/rationale

Having regard to the nature and level of significance of Flemington Racecourse the conservation policies in the HMP are framed with the following overarching objectives:

- To ensure that future works to significant elements of Flemington Racecourse are undertaken having appropriate regard to Burra Charter principles and in accordance with statutory heritage considerations
- To guide the future management of Flemington Racecourse so that the cultural heritage significance of the place is acknowledged and conserved
- To guide the retention and enhancement of the historical values and character of Flemington Racecourse in a manner which harmonizes with its contemporary identity, and
- To facilitate its continued use as a racecourse of national repute and as the home of the famous Melbourne Cup and Melbourne Cup Carnival.

4.1.2 *Burra Charter*

Policy

All conservation and other works which affect elements of significance should be carried out having regard for the principles of the *Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*, 2013.

Discussion/rationale

When assessing the suitability of proposed works to the significant elements and fabric at Flemington Racecourse, the principles of the Burra Charter (refer Appendix D) and its practice notes should be referenced. These principles provide high level guidance on the conservation and adaptation of significant places and elements, with more specific guidance provided in the relevant conservation policy or policies included here.

4.1.3 *Use of the place*

Policy

Continue the use of the place as a racecourse of national and international renown and the home of the Melbourne Cup and a key part of Melbourne's Spring Racing Carnival. Works and development which support this use, including maintaining the viability of the place as a racecourse, should be supported.

Ancillary and secondary uses within the place could be incorporated providing they support and complement the primary use of Flemington Racecourse as a racecourse of national repute, and do not detract from its established heritage values and conform with the *Victoria Racing Club Act 2006*.

Public access to the place should be maintained as associated with the racecourse use.

Discussion/rationale

The ongoing use of the place as a racecourse of national and international renown is fundamental to its National and state heritage values. Ancillary and additional uses can continue or be introduced providing they do not detract from the values and the racecourse use retains its primacy. Continued public access to and experience of the place on race days is also important to the social and historical values and should be maintained as part of the racecourse use.

4.1.4 *Professional input & expertise*

Policy

All work on structures and elements of significance, save for routine maintenance, should be undertaken by suitably qualified or skilled practitioners, and where necessary under appropriate supervision.

Discussion/rationale

Utilising the input and expertise of suitably experienced practitioners, where works are proposed (other than routine maintenance), will assist in proper conservation and management of significant fabric and compliance with statutory heritage requirements.

Appropriately qualified practitioners who possess the necessary experience, skills, knowledge and understanding of the type of buildings and structures involved, including their construction and materials should also be involved in cyclical maintenance surveys of significant buildings and structures in particular. Generally, this would be a conservation practitioner, but may also be an appropriately qualified architect, structural engineer, tradesperson or materials specialist.

Any works to stonework should be undertaken by stonework experts, as should all repairs and making good works.

4.1.5 *Maintenance and repair (buildings and structures)*

Policy

An approach of preventative maintenance should be adopted. A regular cyclical maintenance programme to prevent and retard the deterioration of historic fabric should be implemented for significant buildings and structures.

All future maintenance and repairs to significant buildings and elements should be carried out with regard to the principles established in the Burra Charter and in a manner consistent with the assessed significance of the place and its individual elements, and the conservation policies of the HMP.

Discussion/rationale

In general, significant buildings and elements at the racecourse have been maintained to a high standard. Future repairs and maintenance to significant buildings and elements at the racecourse should continue to be planned and carried out with reference to the principles of the *Burra Charter*.

Generally, a cyclical inspection and maintenance schedule for a heritage building or structure, to ensure it is kept in good physical condition and that significant fabric is not jeopardised, would entail:

- A yearly inspection and repair of the roof structure, roof covering, parapets, gutters, downpipes, drains and surface drainage, damp-proof course, security and fire systems, plumbing, electrical services and appliances, external windows and doors, paving, ceilings/soffits, floors and floor coverings, and general safety
- A 4 to 5-year inspection and repair of external and internal walls, and internal joinery.

Specifications for conservation works to significant buildings and structures have recently been prepared and works implemented, and these should inform ongoing maintenance of those elements.

4.1.6 *Maintenance (landscape)*

Policy

Maintenance of the trees and horticultural features of Flemington Racecourse should continue in general accordance with the traditions of the place, including the prominent use of roses and exotic trees.

Annual inspection of all soft landscape elements (including roses, trees and formal lawn areas) should be carried out to determine the extent to which maintenance standards are being met and to identify any damage, required repairs, tree removals or pruning.

Tree care should involve the management and monitoring of the health of trees at Flemington Racecourse, including regular maintenance.

Discussion/rationale

As with the significant buildings and elements at the racecourse, which are generally maintained to a high standard, the same applies to the soft landscape elements. The objective of this policy is to ensure the significant soft landscape elements of the racecourse continue to be maintained. This is necessary to retain the traditions of landscaping at the place and its significant landscape qualities and character.

The mature trees and plantings of the racecourse are also significant elements. Ongoing monitoring of tree health is critical to the retention and survival of mature vegetation. Tree care includes, but is not limited to: soil condition; irrigation or other supplementary watering programs; insect, pathogen and pest control; tree nutrition; mulching; tree works such as pruning, deadwood removal and response to tree injury. Tree care should be pro-active rather than re-active with the objective being the

preservation of tree health, extension of safe, useful life expectancies and sustaining the site's mature trees while replacement planting becomes established.

Refer also to the policies at 4.4.5 and 4.4.6 (tree replacement and landscape diversity).

4.2 Significant elements

Policy

Significant elements at Flemington Racecourse – buildings and structures; landscapes and spatial elements; setting, views and vistas; and objects and art works – should be retained and conserved in accordance with the guidance and strategies contained in this HMP.

This includes consideration of their individually identified heritage values as provided in Chapter 2 and Appendix C.

Discussion/rationale

Many significant buildings, structures, objects and spatial/landscape elements at the place are predominantly intact to their original external form and fabric, and/or are particularly important for their association with, and are demonstrative of, a significant phase of historical development at the racecourse. They are all of historical significance, with some also of social, architectural and aesthetic significance. Many are critical to the operation of the racecourse, and are used by the VRC members and guests, and the general public.

The significant landscapes and spatial elements/areas include formal lawns and decorative plantings, tree plantings that are associated with historic landscaping at the racecourse, and functional elements such as public viewing areas, the Betting Ring and the horse Mounting Yard.

The objects and art works include individual items of historical significance, and also some of social significance, as well as more recent items of contemporary value and importance to the racecourse and the VRC.

Elements not identified as significant in this HMP include those which were originally minor in nature, contributing little to the heritage significance of the place; those which have been so altered that they have lost any significance they might have otherwise had; and later developments and facilities. Generally, these elements can be altered, adapted or removed as required, subject to guidelines and recommendations provided elsewhere in this chapter.

Specific policies follow and provide guidance for each type of element. Elements which are not of heritage significance are not included in the tables.

The following policies address the management of significant elements within the site generally. The significant elements are grouped as follows:

- buildings and structures
- landscape and spatial elements
- setting, views and vistas
- objects and artworks.

4.3 Significant buildings and structures

4.3.1 Adaptation and alterations

Policy

Adaptation of, and alterations to, significant buildings and structures should involve the minimum amount of change necessary to achieve the requirements of the proposed use. The adaptation should also support the ongoing operation and development of the racecourse.

Discussion/rationale

Future management of Flemington Racecourse may require, from time to time, alterations to the significant buildings and structures.

In seeking to introduce a new use or uses to existing heritage elements, it is reasonable to expect buildings and structures to require a level of adaptation and alteration to accommodate the new use, although a new use should generally be compatible and a reasonably comfortable ‘fit’ in terms of the physical constraints of the structure or element. Ideally, a compatible new use is one which can be accommodated through the refurbishment and restoration of existing buildings or structures and can generally fit within the physical constraints of form, fabric and architectural character, requiring limited change or change which is ultimately reversible. Works should also have regard for the particular heritage values of the structures concerned. For instance, elements which are predominantly of historical significance may be able to accommodate more physical change than elements which are predominantly of architectural value.

External works to significant buildings and structures, such as extensions and additions, should seek to minimise visual impacts, including impacts on principal features such as facades and roof forms. This can be achieved through adopting a respectful scale to the addition; locating an addition to the rear; separating the addition by a link; or setting the addition back at a respectful distance from the principal facade/front building component. Additions/new works should also be distinguished from the old in terms of fabric.

Elements of no significance, which form the bulk of elements at Flemington, can generally be altered, adapted or removed, with few or no heritage impacts. Where elements of no significance are removed, there is the potential to introduce new elements to support the ongoing viability of the racecourse both from a heritage and economic perspective.

4.3.2 Specific policies for significant buildings and structures

Specific policy guidance for significant buildings and structures at the racecourse is provided in Table 5, noting these should be read in conjunction with the assessment of significance in Chapter 2 and other general policies in this HMP.

Note that the various elements appear in the table based on their date of construction.

Table 5 Specific policies for significant buildings and structures

Element	Policy
Remnants of the bluestone stand, 1873 [10]	The remnants of the bluestone stand are among the earliest structures at Flemington, and recalls the earliest phase of development at the site following the passage of the <i>Victoria Racing Club Act</i> in 1871. The stand remnants should be generally retained and conserved.

Element	Policy
Sections of bluestone walling and embankments, including tethering rings [11]; the Leonard Crescent bluestone gate entrance and bluestone wall; and remnant painted signage, 1880s [12]	<p>The bluestone walls and embankments should be retained and conserved and their existing presentation maintained. The remnant painted signage and horse tethering rings should be retained, and the bluestone remain unpainted.</p> <p>Minor new openings to the walls may be possible if required for operational purposes.</p>
Jockeys' Convalescent Lodge, and associated landscape enclosure, 1893 [33]	<p>The specific values of the former Jockeys' Convalescent Lodge, combined with the high level of intactness of the building, make its adaptation challenging. This is while recognising that the identification of a compatible adaptive reuse would be beneficial.</p> <p>No new use should be contemplated which involves substantial change to the plan and form of the building, including internally. The building should retain its free-standing octagonal form, including its roof form, roof lantern and chimneys. An addition or extension may be possible, including to the rear (south) side, but should be linked to or set off from the building. Minor internal works may be possible with the objective to retain the overall internal planning and layout, including the central octagonal hall below the lantern.</p> <p>Any alterations should ensure the octagonal plan of the building, the symmetry of its design internally, and ornamental external and internal features are conserved in their original form as closely as possible.</p> <p>New uses that would require extensive mechanical and other services or intrusive fitout works are discouraged.</p> <p>The circular garden setting, while not original in terms of plantings, echoes the building's octagonal plan, and further distinguishes the building in the racecourse context. This overall approach to landscaping around the building should be maintained; there is only very limited potential for new development within the circular garden setting.</p> <p>Conservation works for the lodge should be implemented and specifications for maintenance used on a cyclical basis to ensure the long-term conservation of the building.</p> <p>Any new use should incorporate an element of interpretation, including in and around the building, to convey the heritage values of the building to the users and public.</p>
Scratchings Frame / 'Semaphore' building, 1920s-30s [25], the 1924 Betting Ring (Bernborough) Bar, [26] and the 1924 Gents WC, near Betting Ring [27]	<p>Buildings to the northern perimeter of the Betting Ring (including the Betting Ring (Bernborough) Bar, Scratchings Frame building and the men's toilet block are of historical and architectural significance.</p> <p>Works to these buildings should generally be undertaken in sympathy with their interwar character. The buildings should also retain their visual connection with the Betting Ring.</p>

Element	Policy
	<p>In the case of the Betting Ring (Bernborough) Bar and men’s toilet buildings, these should retain their overall form and appearance as seen from the Betting Ring, including their low scale. Additions to these buildings should be located to the rear of the buildings to limit visual impacts.</p> <p>Works within the western area of the betting ring were undertaken in 2019 with the construction of new toilets and access stairs. These new buildings could potentially be replaced although any new works should ensure the historic scale and proportion of buildings in the Betting Ring is maintained not adversely impact on the presentation of the adjacent interwar structures.</p>

4.4 Significant landscape and spatial features

4.4.1 Overview comment

Beginning with the improvements begun under the VRC and its inaugural club secretary Robert Cooper Bagot in the 1860s, the landscaped setting of Flemington Racecourse became a subject of intentional enhancement and amplification, works that evolved through the 1870s and 1880s with the establishment of the Members Drive and the rose planting tradition that now characterises the site’s spectator precincts. This cultivated setting provides the backdrop for the spectacle, events, and society functions of each race meeting, and the principal link to the place’s nineteenth century origins. Although only a small and diminishing portion of the trees on the site are original plantings of the periods of development under Bagot and his successor Henry Byron Moore, the character of the treed landscape and the horticultural traditions of management embodied in the rose plantings and the Members Drive are of enduring significance.

Also of significance are the major exterior spaces that ground the spectator precincts and provide a site for the activities and spectacle of race day. A number of these spaces date to the 1920s reconfiguration of the spectator precincts, and although upgraded and altered remain reflective of the continuity and traditional activities of race days, including social events, wagering and viewing of the pre-race preparations and the parade of horses to the track in advance of each race. These spaces are of considerable significance, however their necessary and ongoing evolution and limited extent of original fabric presents challenges for standard approaches to heritage management that focus on fabric.

In the area known as ‘The Elms’ and in the Hill Precinct, there are also remnant spaces that remain reflective of the original sites and settings for these activities. In these places, the management challenge is one typical of remnant and diminishing original fabric; however, opportunities to reinvest in these landscapes in support of their continued legibility as historical settings for race day experiences should be identified and pursued.

4.4.2 Significant trees and landscapes

Policy

The significant elements of the Flemington Racecourse landscape, including significant plantings and planting traditions as well as significant exterior spaces, should be retained and conserved in accordance with the guidance and strategies of this HMP; in consideration of their individually identified heritage values; and as per the statutory constraints of the NHL and VHR.

Discussion/rationale

Significant landscape elements have been identified in Chapter 2 of the HMP on the basis of their high integrity (in fabric and character) and/or their particular association with significant phases of historical development at the racecourse and its growing social significance to Australia and Victoria. They are all of historical significance, with some elements also of social and aesthetic significance. Many of these elements form a critical setting to the operation of the racecourse, and particularly to the experience and spectacle of the Melbourne Cup Carnival.

These elements include ornamental plantations that are associated with the historic landscaping of the racecourse as a heightened site of social recreation. They also include functional elements and spaces of long standing, such as the Public and Members Lawns and the Betting Ring. Some elements are largely intact to their nineteenth or early twentieth century form and character, while others continue to evolve in their footprint and presentation. Some of the landscape elements identified as significant, such as The Elms and the Hill Precinct, no longer host the same functions as they did in the nineteenth century, in these cases they provide important evidence of the historical origins and character of these activities and the continuity of use and traditions within the place today.

Identified elements also include broader planting traditions that have long been associated with the maintenance of the Flemington grounds and their preparation for the Melbourne Cup Carnival, most specifically the rose planting tradition. The significance of roses at Flemington is not embedded in a defined extent of original fabric (indeed most of the plants on the site would be expected to be much more recent material), but in the ongoing use of roses as a setting and envelope for the lawns and the pre-race parade sequence, and for Flemington's other ceremonial and formal landscapes.

The maintenance of the Members Drive as an ornamental landscape of the highest quality and ambition is also a longstanding tradition that has served to extend its values beyond the lifespan of the original plantings (although some of these remain). Where original and remarkable tree specimens remain from the nineteenth century plantings, these should continue to be identified and managed as elements of significance, while also recognising that the value and significance of the Drive and its landscape derives in large part from its ongoing cultivation and regeneration by the VRC as part of its stewardship of the place.

Elements not identified as significant include those which were originally minor in nature, contributing little to the heritage significance of the place; those which have been so altered that they have lost any significance they might have otherwise had; and later developments and facilities. Generally, these elements can be altered, adapted or removed as required, subject to guidelines and recommendations provided elsewhere in this HMP.

4.4.3 *Significant spatial patterns and relationships*

Policy

The significant experiential sequences of the race day, including within the spectator and racing precincts, should be conserved and their functions perpetuated. The fabric and spatial placement of these elements can continue to evolve, so long as the relationships and interfaces between the identified elements of the racing sequence are maintained. These spaces should be managed in accordance with their role and function in the racing sequence, in consideration of any individually identified heritage element or fabric, and as per the statutory constraints of their VHR and NHL designations.

Discussion/rationale

The performance and spectacle of racing at Flemington is delivered through a linked series of physical spaces and interfaces. Many of the most significant spaces at Flemington Racecourse contain little if any significant fabric, and their significance rather resides in their function, location and setting in the race meetings and events, and the way they interface with other spaces to create experiential sequences for the viewer. These include spectator activities, pre-race preparations, the race and the post-race celebrations.

Major spaces in this category include the Betting Ring, the Parade Ring, and the Mounting Yard and Horse Walk; some of these have and continue to be assessed as having individually significant values, while the Parade Ring for instance is of recent origin but embodies and updates the longstanding tradition of the saddling paddock and pre-race parade.

These relationships and their enactment in physical spaces and facilities have evolved over time and can be expected to continue to do so; they are nevertheless central to the significance of Flemington both at the state level and nationally.

4.4.4 Specific policies for significant landscape and spatial elements

Policy

Specific policy guidance for managing and changing significant landscape and spatial elements is provided in Table 6, noting these should be read in conjunction with other general policies in this HMP.

Discussion/rationale

Where significant individual landscape elements, features and spaces have been identified, these should be managed in accordance with their identified functions and values (refer to Chapter 2) and with the general policies provided above, and in support of their ongoing use and contribution to the overall heritage significance of the racecourse, the Melbourne Cup Carnival and the Melbourne Cup.

Where landscape elements contain living materials (eg. significant trees and horticultural plantings), conservation requires investment in proactive and ongoing regeneration, including replacement and succession plantings and periodic adoption of new horticultural selections and planting techniques.

Where landscape and spatial elements are of significance primarily for their contribution to the setting, spatial arrangements and experience of racing days, rather than for their specific historical location or fabric, further change and evolution in these features may be accepted provided the values stemming from their arrangement and relationships are maintained.

Specific policy guidance for significant landscape elements at the racecourse is provided in Table 6, noting these should be read in conjunction with the discussion of values in Chapter 2 and other general policies in this HMP.

Table 6 Specific policies for significant landscape elements

Element	Policy
The racetrack [5]	<p>While the fabric <i>per se</i> is not significant, the overall form and placement of the track, its general alignment, its relationship to the stands and viewing areas, and its role as the central visual focus of the course, are all important elements for retention.</p> <p>Some realignment of the track, as a part of a future development or to maintain the operation of the racecourse, is likely to be</p>

Element	Policy
	<p>accommodated and consistent with much of the significance ascribed to it. However, key values such as the visual relationship between the course and the Hill (and the stands that now occupy it) and the location of the Winning Post should be conserved in any reconfiguration of the track.</p>
Distance Post [6]	<p>The Distance Post is of historical significance. While acknowledging its position is part of that significance, the VHR permit policy notes that the post has been moved in the past and accordingly could be moved (with permit approval) if required associated with any future realignment of the track and changes to the finishing post.</p> <p>If significant change to the distance post is considered, the provenance of the current physical marker should be investigated.</p>
<p>Betting Ring [24] (see below for policies relating to tree management)</p>	<p>The Betting Ring, created as part of the 1922-24 redevelopment of the racecourse, should be retained as an open space surrounded to all sides by buildings. This area has since its creation contained facilities for betting, including for the members who have exclusive access to one side, while the general public can access the other side. The retention of the betting use and focus on this area is recommended consistent with this historical use. Elements such as bookmakers' stands, canopies, umbrellas and the like can be altered, removed, replaced, as required. Any new buildings or developments in this area generally should retain and support the Betting Ring use, and maintain its overall form as a roughly triangular open space formed to the north and east by modest related structures and to the south by the grandstands. The Elms should be retained as part of the environs and reinforced if the opportunity arises.</p>
<p>Members Drive and entrance attendant's box [14] (See below for additional policies relating to tree management)</p>	<p>The alignment of the Members Drive is of long standing, but the fabric of the drive per se is not significant. The overall alignment of the drive should be retained, as should a formal entrance reflecting members' use and status. The access gate and general entrance arrangement from Epsom Road can also be altered or removed if required, although retention of a formal entrance is recommended in this location. Similarly, the entrance attendant's box could be replaced if required, although retaining evidence of an attendant's box in this general location is important.</p> <p>The tree plantation should continue to be managed in accordance with its present and historical character, including the presence of a diversity of exotic and native species reflective of the ambitions of the original planted feature and of Melbourne's position in domestic and international networks of botanical exchange. Specimens of rare and interesting species in the current plantation should be maintained through the establishment of replacement and succession plantings; specimens of new species and varieties which are of interest today can also be accommodated.</p>

Element	Policy
<p>Parade Ring [1], Mounting yard [3] and Horse Walk [4]</p>	<p>The Parade Ring, Mounting Yard and Horse Walk to the track are variously of social historical and aesthetic significance. The significance of these areas relates to their general locations, their role in race day activities, including the spectator experience, their continuity of use, and their formal presentation. They are highly visible areas of the racecourse, including from the stands and public viewing areas. The current fabric is modern (1990s-2000s), and is not of heritage value per se. On this basis, the parade ring, mounting yard and horse walk preferably should be retained in their general locations and sequence, and particularly with respect to their visual relationship and interface with the grandstands and public viewing areas; within that envelope functional improvements and evolving use of these spaces pre- and post-race would be expected to continue.</p>
<p>Formal lawns and public areas to the south of the stands including the public lawn [20] and members lawn [21]</p>	<p>The significance of the formal lawns and public areas to the south of the stands relates to their general locations, continuity of use since the nineteenth century and their formal presentation. The fabric is modern (1990s-2000s), and not of heritage value per se. These elements, or functions, should be retained in their general locations, although as large areas there is scope for change.</p> <p>Note in relation to the ‘Birdcage,’ this term originally referred to a defined precinct of race day stalls, trainers’ stand and parade ring - since demolished and replaced by the 2007 Horse Stalls and Parade Ring. The Birdcage had since the 1960s lent its name to the adjacent section of the Members’ Car Park, allocated for picnic use during Melbourne Cup Carnivals. In 2003 this section of the car park was reallocated as a precinct for Melbourne Cup Carnival corporate and sponsors’ temporary ‘chalet’ marquees adjacent to the Members’ Car Park Rails Reserve. Current usage at the racecourse is for this marquee area alone to be called the Birdcage, and there are no permanent structures.</p> <p>This Birdcage area has not been identified as a significant element. Modern in form and uses, this area can be understood as an evolution of the various social, entertainment and refreshment uses previously associated with other parts of the racecourse. The Birdcage does not is an area which can continue to be modified to keep pace with the evolving social and commercial environment of the Melbourne Cup Carnival.</p>
<p>Hill Precinct plantings [15] (See below for additional policies relating to tree management)</p>	<p>The Hill Precinct contains extant mature trees of historical and aesthetic significance, as well as remnant built fabric (bluestone walls and gateways see [11] and [12]). These features contribute to an understanding of the landscape character of the racecourse during the late nineteenth century and to the general presentation and setting of the course.</p> <p>Twentieth and early twenty-first century developments have contributed to an erosion of the integrity and legibility of the Hill</p>

Element	Policy
	<p>Precinct. Future functional improvements to the road system, car park, railway station entrances and gateways in this area should be used as an opportunity to correct these issues and restore a sense of the Hill Precinct as an original nineteenth century pleasure garden setting to race days.</p> <p>Regenerative tree plantings should be employed to maintain a diverse tree plantation in the precinct that is reflective of its nineteenth century origins.</p>
<p>The Elms precinct [16] (See below for additional policies relating to tree management)</p>	<p>The Elms Precinct is a remnant of the original Betting Ring and Saddling Paddock established to the south-west of the Hill in the nineteenth century and improved by Robert Cooper Bagot.</p> <p>As a result of developments from the 1920s, this precinct is no longer central to most experiences on racing days, and the English Elm plantation here has progressively diminished. The plantation should be reinforced, and opportunities to improve the precinct's legibility and relationship to the spectator experience of racing days should be explored.</p>

4.4.5 *Tree replacement*

Policy

A Tree Replacement Plan for Flemington Racecourse should be prepared and implemented, including proactive establishment of successional plantings, with the aim of establishing a mixed-age tree population based on known historic species.

Trees should be monitored by an appropriately qualified and experienced arborist to determine when removal is required. Arboricultural information should be maintained in a database or inventory (including trees removed) in order to guide future management decisions.

Discussion/rationale

An active tree replacement strategy is recommended for Flemington Racecourse, as a means of managing and retaining the significant landscape values and aesthetic significance. In general, extant tree groupings dating to the nineteenth and twentieth century are over mature. They are also significantly reduced in number. The tree replacement plan should consider, but not be limited to:

- staged removal and replacement of senescent trees, and
- ultimate removal and replacement of current healthy trees, over a 20-30 year program.

All works should be undertaken by qualified arborists to AS 4373-1996 and should aim at maintaining the existing vegetation until new planting is established.

It is critical that a carefully considered tree removal and replacement program is maintained to keep and reinforce the contribution of trees to the site. Such a program should be developed by VRC grounds staff, with assistance from specialist arboriculture and heritage practitioners to address components such as heritage species/cultivar selections and make-up, climate change vulnerability, and new technical maintenance approaches.

Trees deemed to be senescent or structurally unsound (and therefore unsafe) by the arborist, are recommended to be removed. Trees have a finite life expectancy and a common mistake is to retain trees past the point where their contribution to the landscape is offset by their cost of management, and where they pose an ever increasing risk to people and property through limb drop or complete failure. At the same time, pruning of mature and over-mature trees should be conservative in nature and avoid overly extensive uplifting or weight reduction wherever possible. Arboricultural works should respond to the risk environment of the tree. Tree specimens in lower traffic areas may be retained longer than those in the major spectator precincts of the racecourse as they pose a lesser risk.

In some cases, the creation of exclusion areas through ground mulching or ornamental fencing may provide a temporary alternative to tree removal.

Arboricultural information should be entered into a formal database or inventory and tracked. Details of trees removed should also be retained, particularly in cases where significant mature / over-mature trees are removed, in order to inform future management and replanting decisions.

The knowledge and experiences of VRC gardeners, grounds staff and other personnel is recognised as an important resource to the ongoing management of the Flemington landscape. To ensure continuity and inform the ongoing management of the place, staff knowledge should be captured in formal inventories and planning documents, including within a Tree Replacement Plan.

4.4.6 *Landscape diversity*

Policy

The existing single-species Elm groupings in the Elms precinct and the Betting Ring should be maintained and regenerated. Greater diversity should be maintained in the Hill Precinct and in the Members Drive plantation through ongoing regenerative plantings and management.

Discussion/rationale

English Elms (*Ulmus procera*) were a dominant historical tree selection at Flemington Racecourse. In some precincts (the Elms and the Betting Ring), these Elms may originally have been used as a dominant or exclusive planting, and are the sole extant trees, lending a formal character to these spaces that is legible both in historical photographs and on the contemporary site. This approach should be maintained in these key precincts.

Consistent with Victorian-era planting selections, a greater diversity of plantings should be maintained in the Hill Precinct and the Members Drive plantation through regenerative plantings. Selections in these areas should consist predominantly of known historical species, although contemporary and emerging selections can be accommodated within these diverse plantations.

Where existing selections in the Members Drive plantation are rare or not commonly available from nursery sources, successor plant stock should be grown from harvested seed or cuttings, or may be sourced from botanical institutions.

There is some scope to change the relative use of individual species within the Members Drive, provided the overall character of a nineteenth century ornamental landscape of high ambition is maintained. For instance, there may be reason to consider a reduction in the number of Elms in parts of the Members Drive plantation in order to manage its exposure to climate change and pest impacts. Such changes should be informed and guided by heritage advice and a soundly developed Tree Replacement Plan, and reinforce the historical character and known complement of the plantation as a whole.

4.5 Setting, views and vistas

The following policies have regard to the management of the significant setting of the racecourse as well as views and vistas within and towards it.

4.5.1 Setting

Policy

The setting of Flemington Racecourse is an important aspect of the aesthetic significance of the heritage place and should be retained and conserved.

Discussion/rationale

The overall setting of Flemington Racecourse is significant. The racecourse occupies an expansive landscape, with elevated land to the north and the flood plain of the Maribyrnong River to the south. The buildings and elements of significance are concentrated in the north-west of the site, save for the course proper and individual elements including the Jockeys' Convalescent Lodge and the Members Drive and entrance. The trees, formal lawns and extensive rose plantings also contribute to the setting. The general arrangement, with race viewing areas in the north-west ('the Hill') overlooking the course to the south and south-west, also dates to the earliest use of the racecourse, particularly after relocation of the winning post from the river side to its current position in 1860, being a pragmatic response to topographic conditions. Race viewing areas have gradually extended further east. Areas of high heritage sensitivity as marked on the plan at Section 2.7 of this HMP includes elements of historic, architectural, aesthetic and/or social significance, and altogether comprise the significant setting of the racecourse.

Other elements of the broader setting, such as the facilities in the south-east of the racecourse (car parks, training tracks, modern administration facilities and the Bund wall), are important to the ongoing operation of the racecourse, and its functions, but are modern and/or utilitarian elements of no heritage value. Within the broader land area of the racecourse outside the significant setting of the racecourse, or its area of high heritage sensitivity, are areas of moderate and low heritage sensitivity. Guidance related to development within these areas is provided below at 4.7.2.

4.5.2 Views and vistas

Policy

Significant views and vistas which support an understanding of the site's historical, social, aesthetic and architectural significance should be retained and conserved.

The siting and scale of new work, including new buildings, should avoid impacts on identified significant views.

New viewing structures, such as grandstands, should aim to enhance the appreciation of historic and significant views.

Discussion/rationale

The diagram provided at Section 2.7 illustrates a number of views and vistas at Flemington Racecourse. These are identified as significant because they are of long standing, and include:

- views which have historically been associated with race watching at the course, such as those from elevated areas in the north-west of the site ('The Hill') or associated with grandstands
- views of key elements of the site such as the view of the track from the east, down the straight, or

- views into the racecourse from vantage points outside along the south-west boundary.

The most significant views are:

- Unimpeded views and lines of sight to the racetrack from viewing areas in the north-west of the racecourse, including the grandstands.
- Long linear views along the racetrack straight, including the view from east to west.

There are also significant long-standing public views of the racecourse from outside, including from Footscray Park and the Victoria University Campus to the south and south-west on the other side of the Maribyrnong River, and from Epsom Road near Flemington Drive. In addition, there are views from the grandstands over the racecourse towards the Melbourne CBD.

In terms of managing and protecting these views, within the confines of the racecourse, it is important to consider the placement of new works, including buildings, to avoid impacts on the views. New viewing structures, such as grandstands, can also take advantage, and enhance the appreciation of, significant views.

4.6 Objects and artwork

The following policies address both the management of significant objects and artwork and the introduction of new objects and artwork.

4.6.1 Significant objects and artworks

Policy

All objects and artworks original to Flemington Racecourse should be retained at the racecourse. Relocation of significant objects and art works is discouraged for elements with an historical connection to a particular site/location at the racecourse.

Discussion/rationale

Significant elements that have previously been relocated at the racecourse include the Distance Post, brass starting bell, Carbine’s Stall and the 1876 chronographic clock (or chronograph). Relocating these elements again can be considered, subject to the individual proposal being against their potential heritage impacts. However, as a general guide, the following is recommended:

- elements associated with a particular historical function should in preference be retained at or near that function, so that their association with the function continues to be recognised
- elements located in public areas, such as the statues, should be maintained in areas with public access, and
- elements which have been removed from their original location, and association, such as Carbine’s Stall, should be interpreted, so that their original function and purpose is explained to the observer.

4.6.2 Specific policies for significant objects and artwork

Specific policy guidance for managing significant objects and artwork is provided in Table 7 Table 6, noting these should be read in conjunction with other general policies in this HMP.

Table 7 Specific policies for significant objects and artwork

Element	Policy
Gaunt’s Chronograph [A]	The 1876 chronographic clock (or chronograph) is currently located in the Committee Room. Given its historical significance, consideration should be given to providing a more suitable mount for the clock and potentially relocating it to a

	secure public area so that it can be displayed and interpreted to a wider audience. If enough of its working parts remain, consideration could also be given to making it operable to demonstrate its technology and use.
Brass starting bell [B]	The 1879 brass bell was decommissioned in 1979 and is currently located adjacent to the Heritage Centre. In recognition of its historical significance, the bell should be retained in a publicly accessible location within the racecourse, and its original function and use (and importance) interpreted. It should also be kept in a secure location, and its condition maintained (this may require advice of a metals conservator).
Carbine's Stall, 1890s [C]	Carbine's Stall is of historical significance and architectural interest. The small modest structure is more in the way of an object in its non-original location, and reasonably can continue this role. While there is scope for limited alteration and adaptation, to maintain some use for the building, key elements such as the stable door should be retained. Relocation of the stall within the site is also possible, given it was relocated here from outside the racecourse in 1990. Given its historical value, retaining the structure within a publicly accessible area is also preferred.
Statues of Phar Lap, 1998 [D], Bart Cummings, 200 [E], Makybe Diva, 2008 [F] and Roy Higgins, 2015 [G]	The Phar Lap, Bart Cummings, Makybe Diva and Roy Higgins statues are of social significance and should be retained within publicly accessible areas of the racecourse. As noted in the VHR permit policy, the location of the statues does not contribute in a fundamental way to their significance and hence relocation within the site is possible, subject to them being publicly accessible and visible.
Harold Freedman 'History of Racing Murals', 1983-88 [H]	The murals are of historical and social significance, and were painted for display in the Hill Stand. In preference, they should remain <i>in situ</i> . However, as noted in the VHR permit policy, relocation of the murals within the racecourse is an action that could be contemplated, subject to a suitable location being identified.
Country Racing Clubs of Victoria mosaic mural [stored] 1964	As evidence of the changing institutional arrangements supporting and governing horseracing in Victoria, this mural is of historical significance. It was originally installed in the 1924 Members' Grandstand, above an entrance that led at the time to the VRC Committee Room. The mural was salvaged prior to the 2017 demolition of the stand; it is currently stored and awaiting conservation work to repair damage. Given its historical value, a suitable location to remount the mural should be identified within the spectator complex.
Fixtures, furnishings, signage and other features and fittings salvaged from the 1924 Members' Stand and the Central Totalizator ('Colours')	Select elements of the 1924 Members' Grandstand and the 1931 Central Totalizator Building (the 'Colours' building) were identified for salvage as part of the heritage permit that allowed their demolition in 2016 and 2019. These elements were interpreted as follows: <ul style="list-style-type: none"> • Original brass door handles were reused within the Club Stand • The mosaic mural was removed and is currently in storage • The bronze plaques have been installed on the columns of the under-croft area of the Grandstand • The timber VRC notice board and two credenzas are in currently in storage • The salvaged directional signage is currently displayed in the Club Stand Members Bar

Building), and later	<ul style="list-style-type: none"> The external 'colours' panels and items from the Western Tote Building have been interpreted in the Betting Ring precinct.
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4.6.3 *New objects and artworks*

Policy

All new objects and art works introduced to Flemington Racecourse should relate to the history and operation of the racecourse or racing in Victoria.

Discussion/rationale

The racecourse has a history of commissioning and acquiring objects and art works for the racecourse. Any new such elements introduced to the site, such as additional statues, should have a direct relevance/historical association with the racecourse and racing activities.

4.7 Site use and development

The following policies have regard to the management of new development at the site and provide guidance on change in areas of the racecourse site based on their sensitivity as well as recommendation on appropriate uses. These policies are particularly relevant in the implementation of the VRC's aspirations for the site as discussed in Chapter 3.

4.7.1 *Specific uses and activities*

Policy

There is scope to relocate specific uses and activities as required to support the operations of the racecourse, with a preference for the maintenance of historical associations where feasible.

Discussion/rationale

Flemington Racecourse currently supports a diverse range of related uses which collectively maintain its ongoing operations and yearly calendar of racing related events and activities. The uses are accommodated in dedicated areas of the racecourse, and include VRC administration, training facilities, the racetrack, members and public facilities, betting areas, race viewing areas, dining and drinking spaces, media spaces, car parking, etc. Some of these uses have particular historical connections to structures or areas of the site; the use of the elevated Hill Precinct as a race viewing area is a case in point. Other dedicated areas and uses of the site, are more recent, such as the VRC administration in the east of the site.

Over the history of the racecourse, uses have been relocated and moved around the broader site, and this can continue. While from a heritage perspective, the chief objective is to maintain the operation of the racecourse, where feasible, to retain historical associations with the purpose-built structures and dedicated spaces/areas.

4.7.2 *Areas of heritage sensitivity*

Policy

The identified areas (high, moderate and low) of heritage sensitivity at Flemington Racecourse should be managed in accordance with their specific values and characteristics.

Discussion/rationale

Areas of high heritage sensitivity identified at Section 2.7 include elements of historical, architectural, aesthetic and/or social significance, and comprise the most significant areas of the racecourse. While

they also include grandstands and other important racecourse facilities which are not of heritage value, areas of high heritage sensitivity contain the majority of the significant heritage elements identified in this HMP, including buildings and structures, landscapes and spatial elements, and objects and artwork. New development/change is not precluded in heritage terms, but needs to be approached with care.

In areas of moderate heritage sensitivity, development and change in this area is reasonably subject to less constraint than in areas of high heritage sensitivity, as there is less limited potential to adversely impact on significance. New development in these areas is possible provided the potential for heritage impacts is considered and development is not overly visually dominant. This is noting that the area is proximate to the area of high heritage sensitivity and is visible from within the racecourse.

The areas of low heritage sensitivity are more dispersed throughout the racecourse site. The area in the north-east of the racecourse accommodates the large Racing Victoria office building (former Flemington High School), at 400 Epsom Road, although its grounds do abut the Members Drive which is of high heritage sensitivity. The area in the south-east is dedicated to horse training and preparation, with modern stabling facilities and the like, while the one in the north-west at Leonard Crescent is mostly car parking. New development and change in these areas generally have limited potential to impact detrimentally on the significance of the racecourse.

4.7.3 *New work*

Policy

New works and development required to support the ongoing operation of Flemington Racecourse should be sympathetic and responsive to the heritage values and significant elements identified in this HMP.

The siting, scale and placement of new works should also have regard for the character, scale, setting and curtilage of significant elements and structures, and where relevant the historical pattern of development on the site.

New structures need not replicate a traditional design or use traditional material and may be contemporary so long as their siting, scale and function is complementary to the heritage values of the site.

Discussion/rationale

A key issue to consider in relation to future development at Flemington Racecourse is the location of works as related to the areas of high, moderate and low heritage sensitivity and elements of significance as identified in the HMP.

Consideration should also be given to the historical pattern of development. Flemington Racecourse has an existing diversity of buildings from different periods, and diverse building forms in terms of height, scale and materials. It is not a heritage place with a consistent heritage character, or consistent building scale and form. Accepting this, there are patterns to development, including placing large structures – such as grandstands and members facilities - on the higher ground in the north-west of the racecourse, and lined up along the north side of the course proper. In general terms, new buildings or structures which are proposed to be placed in this area, including adjacent to a significant element, should generally maintain this approach. They should also not negatively impact on the presentation and appearance of any adjacent heritage element. This may require consideration of the setback and height relationship with the heritage element, while noting the current situation with the grandstands on the north side of the course is one where there is an existing contrast in scale.

There is also an established visual and historical relationship between the public and members stands in the north-west of the racecourse, as these share a focus on the racing track, finishing post, public lawn, mounting yard, horse walk, etc. These are relationships and patterns which should continue to be retained and maintained with new development.

As has occurred already at the racecourse, the adoption of a contemporary design approach for new buildings and structures is both appropriate and desirable. There is no heritage imperative for new buildings associated with this place to adopt a faux historic form. Similarly, there is no identified significant suite of materials to draw on or follow.

4.7.4 Interpretation

Policy

Interpretation of Flemington Racecourse should ensure that the history and significant values of the place are clearly articulated to the public.

Interpretation at the place should be reviewed and monitored on a cyclical basis to ensure the appropriateness and relevance of the contents and media.

Discussion/rationale

Interpretation uses various means and methods to present and deliver information. It introduces visitors to the place, gets key messages across, and assists in developing an understanding and appreciation of the history and significance of the place. The information can be presented in a readable format, through objects and artefacts, buildings and structures, research, art works and landscape elements. Additional supporting information can also be made available, including brochures, pamphlets, books and websites.

In the case of Flemington Racecourse, history and heritage are prominent themes in the experience and enjoyment of the place and this has long been recognised. The VRC has undertaken significant work in this area, with the Heritage Centre and Heritage Trail both delivering high quality interpretation. The commissioning of statues and artworks is another important means through which the history and heritage of the place is celebrated. Recent interpretation initiatives include the re-use of artwork and objects from the demolished 1924 Members' Stand.

Flemington Racecourse provides an outstanding opportunity for innovative interpretation for visitors and users of the site and it is recommended the VRC continue to review the existing interpretation and explore different means of celebrating these traditions and significant historical events. The continued use of objects and artworks is encouraged.

Based on the findings of the HMP, some interpretation of the landscape and spatial elements at the racecourse could also be considered. There is also potential to further explore the Aboriginal history of the site.

4.8 Archaeology

Policy

In planning future projects involving substantial subsurface disturbance, consideration should be given to the potential for historical archaeology to be present and to be affected by works.

Heritage Victoria should be consulted in relation to the issue of historical archaeology on a project basis.

Discussion/rationale

While Flemington Racecourse is not included in the VHI under the Heritage Act, the Act provides blanket protection for historical (non-Aboriginal) archaeological sites including those that are unknown and not included in the VHI. Significant archaeological sites which are more than 75 years old (this includes all archaeological sites other than those which are determined to be of low archaeological value), as well as all approved sites of archaeological value which are less than 75 years old, are also protected by the Heritage Act.

Section 132 specifies that it is an offence to disturb an archaeological site or artefact unless approval (by way of consent) has been obtained by a suitably qualified archaeologist from the Executive Director of Heritage Victoria.

In the case of the Members Stand redevelopment, an archaeological assessment was required by Heritage Victoria and was prepared for areas impacted by the works (ArchLink Pty Ltd).

Depending on the location of works, it may be appropriate to undertake further predictive archaeological investigations for future projects.

4.9 Aboriginal cultural heritage*Policy*

As part of the management of the place, consideration should be given to the potential Aboriginal heritage values of the racecourse site, including the identified area of cultural heritage sensitivity located along the Maribyrnong River and broader values.

Further assessment of the potential Aboriginal heritage values of the site, including its archaeological potential, should be undertaken and a management plan prepared to supplement the policies in this HMP. The work should be undertaken by a qualified Heritage Advisor (see <https://www.aboriginalvictoria.vic.gov.au/choose-heritage-advisor>) and the process should include consultation with the Wurundjeri people and Aboriginal Victoria.

In addition, specialist advice should be sought from a Heritage Advisor in relation to the requirements applicable to the site under the *Aboriginal Heritage Act 2006* prior to any subsurface works taking place. Confirmation should be sought on an as-needed basis as to whether a Cultural Heritage Management Plan (CHMP) is required for works proposals.

Discussion/rationale

Consideration in this HMP of Aboriginal cultural heritage within Flemington Racecourse has been limited to a preliminary overview of the Aboriginal history of the place. The HMP does not provide an assessment of Aboriginal heritage values but does reflect on the potential for these to exist.

Based on this work, it is recommended that the Aboriginal heritage values be further investigated to support an appropriate level of awareness and recognition of the values in managing the place. This should include the development of a management plan to ensure the VRC complies with the requirements of the Aboriginal Heritage Act. The values assessment and development of the management plan should include consultation with the Wurundjeri people and Aboriginal Victoria. The management plan would outline legal requirements, indicate areas of identified cultural heritage sensitivity and previous archaeological finds within and in proximity of the site as well as any other cultural heritage values.

The management plan would not obviate the need to comply with the requirements of the Aboriginal Heritage Act but would provide the VRC with a clear framework to address these.

Based on the values investigation, there is potential for the Aboriginal history of the place to be incorporated into future interpretation strategies.

4.10 Social value

Policy

A formal social values assessment of Flemington Racecourse should be undertaken to clarify and better understand public sentiment about and attachment to the place at a state and national level.

Discussion/rationale

Flemington Racecourse has been a major racing venue in Victoria and Australia since the 1840s, for a period of more than 180 years. It is a place with a high public profile that commands a level of affection and attention on the part of Melburnians and Australians at large, as demonstrated in the yearly attendance and watching of the Melbourne Cup and Melbourne Cup Carnival.

On this basis, the place has been assessed as meeting the threshold for social value at both a National and State level.

Accepting this, it would be desirable to undertake a formal social values assessment of the place to better understand public sentiment and attachment to the place.

Questions in a survey form could be used to facilitate this process as a starting point, followed by community consultation if required. This assessment should be developed with input from a heritage specialist qualified in social values appraisals.

4.11 Recording

Policy

An archival record should be created and maintained for all significant interventions and changes to Flemington Racecourse.

Discussion/rationale

A database record of major works and interventions to Flemington Racecourse should be established and maintained by VRC. Each record should include copies of architectural drawings and photographs of affected areas before and after the works. This record would assist in the future management of the place.

4.12 Statutory compliance

The following sections provide guidance and a framework to ensure appropriate planning and approval processes are integrated into project planning and development.

4.12.1 Project planning and timing

Where statutory approvals are required for heritage reasons, provision should be made in the initial project planning stages for the time involved in the approvals process.

For significant projects the advice of a heritage practitioner should be sought. This can assist in determining an appropriate path including undertaking a self-assessment or other assessment and approvals requirements under the EPBC Act if required, and the processes under the Heritage Act.

For all significant projects a suitably qualified Heritage Advisor should also be engaged to advise on any requirements under the Aboriginal Heritage Act and its regulations. The Aboriginal Victoria website

provides more details <https://www.aboriginalvictoria.vic.gov.au/choose-heritage-advisor>. See also the policies at 4.8 above.

The majority of projects typically will require approval from Heritage Victoria under the Heritage Act and summary information about time-frames for particular processes with Heritage Victoria is set out at in Table 8 below.

In the case of the EPBC Act, time frames depend on the processes. As a general guide, for any referral process allow three months for a non-controlled action; and 6-12 months for a controlled action.

Table 8 Timing considerations per application type, Heritage Victoria

Type of application	Pre-application phase	Statutory timeframe for processing application	Post-application phase
Request for minor works approval (exempt works)	Allow 2-3 weeks for advice and preparation of documentation.	No statutory period. Allow 3-4 weeks from lodgement.	Generally none.
Permit application (minor permit application)	Allow 3-4 weeks pre-application for advice and preparation of supporting documentation.	Maximum of 60 calendar days, plus an additional 21 days for advertising if required. Can be less for straightforward applications.	Additional time post-approval may be required to satisfy permit conditions for recording, investigations or further design detail.
VHR permit application (major/complex permit application)	Allow 6-8 weeks pre-application for advice and preparation of supporting documentation.	Minimum 60 days plus 4 weeks for advertising. Allow for an additional 4 weeks to respond to requests for further information. Potential extension to 120 days in the case of very complex applications.	Additional time post-approval likely to be required to satisfy recording, investigation or further detail conditions.

4.12.2 Integrating heritage to decision-making and project planning

Policies

Decision-making and project planning should be undertaken in a manner which has appropriate regard for the heritage values of the place and the specific policies in the HMP. It is of critical importance that any proposed change to the place be approach in this context. It is also important that the statutory requirements are understood and met, including appropriate time-frames for approval processes.

Discussion/rationale

The following steps are suggested as a reference point for project champions, planners and managers. They are aimed at helping to navigate heritage processes to achieve successful project outcomes for all projects. The various steps set out below would be more or less relevant depending on the scale and the complexity of the project.

It is important to document decisions made in the process.

Step 1 Confirm heritage values and sensitivities and review relevant HMP policies

1. Review the HMP and confirm the heritage values and sensitivities relevant to the project.
2. Identify relevant HMP policies and their application to the project.
3. Establish a checklist of key heritage issues and opportunities to be developed in the project brief.

Step 2 Obtain specialist heritage advice if required

1. Advice from qualified heritage practitioners may be required in scoping, advising on, documenting and undertaking works, other than day-to-day repair and maintenance works.
2. Specialist heritage advice would be required where there is any significant interface with or intervention into significant fabric or areas of heritage sensitivity at the place, including landscape elements.
3. Repairs to significant fabric should, in preference, be subject to advice from qualified heritage practitioners and may need to be carried out by appropriately skilled staff or contractors.
4. For any planned works or development that are not identified as exempt in the Heritage Victoria permit exemptions, a heritage specialist can also confirm relevant statutory requirements under the EPBC Act and the Heritage Act, and advise on likely approvals time frames.

Step 3 Confirm approval requirements

5. Undertake a preliminary review of approval requirements including a preliminary self-assessment under the EPBC Act and an assessment against the VHR permit exemptions.
6. For minor and temporary works not covered by an exemption, consultation with Heritage Victoria may be appropriate to confirm whether works are permit-exempt or could be approved by an exemption.
7. Consider the time frames for approvals processes including consultation with the Department of Agriculture, Water and the Environment and Heritage Victoria as relevant.

Step 4 Ask how does the proposal respond to and support the heritage values of the place

8. Assess and document the response to heritage values.
9. Consider amendments or refinements to project proposal to achieve heritage objectives consistent with the heritage values (particularly the World Heritage and National Heritage values) and HMP policies and to avoid or mitigate adverse impacts.

Step 5 Ask whether the project includes additional good practice or 'value-add' processes and outcomes

10. Consider opportunities for the following:
 - Active physical conservation works
 - Research and investigation
 - Interpretation and education
 - Promotion of history and heritage

- Community engagement.

Step 6 Confirm approval requirements under the EPBC Act and Heritage Act and proceed consistent with these

11. Revisit the preliminary EPBC Act self-assessment and confirm any requirements.
12. Confirm approval requirements under the Heritage Act.

Note that consistent with Heritage Victoria's requirements, a heritage impact statement will be required for all permit applications and this should include an assessment against the policies in this HMP.

4.13 Statements of significance

Policy

The VHR entry for Flemington Racecourse should be amended to reflect the findings of the HMP and recent changes to the place.

The amendment of the VHR should include additional exemptions from the requirement for a permit where works do not have an impact on significance.

This should include updating elements included in the registration (buildings and structures, landscape and objects) as well as the history, description and VHR statement of significance.

Consideration could also be given to updating the NHL entry for Flemington Racecourse. This should include an update of the NHL statement of significance as well as the history and description of the place as contained in this HMP.

In the future any significant changes to the place should be followed by a similar process of values re-assessment and registration amendment to ensure statutory tools are appropriate in managing the heritage values of the place at any given point in time.

Discussion/rationale

The VHR listing should be amended to reflect the findings of this HMP. This should include an update of the history, description, registered structures, VHR statement of significance and the state criteria assessment as provided in this HMP.

This is recommended to ensure the citation reflects the latest site conditions, research and values assessment for the place.

This is consistent with the requirements of Condition 5 on Heritage Victoria permit P18542, which requires an application to amend the VHR registration be made to the Executive Director following the completion of works authorized by that permit.

Consideration should also be given to updating the NHL documentation for the place.

4.14 Permit exemptions under the Heritage Act

Policy

The suite of permit exemptions for Flemington Racecourse as part of the VHR listing should be reviewed and expanded to include works that can be undertaken without the requirement for permit. These should include additional exemptions for the elements identified in this HMP as not being of heritage value and areas of lower heritage sensitivity.

Discussion and rationale

Section 92(1) of the Heritage Act allows for the Heritage Council, on the recommendation of the Executive Director, Heritage Victoria, to determine categories of works or activities that can be undertaken without a permit. Such exemptions must not include works or activities that may harm the cultural heritage significance of the registered place or registered object.

Currently, the VHR citation for Flemington Racecourse includes a lengthy permit policy, and some permit exemptions (see Appendix D).

Exempt works identified in the permit policy include erection of temporary structures associated with racing events which do not have an adverse impact on significance, works to non-registered buildings (but not additions or replacement) and a range of basic landscape maintenance works.

The permit policy provides additional guidance, including referencing particular actions, albeit these are still in some cases subject to permit controls. Note, the permit policy refers to some uses and location of objects which have since changed. Likewise, the former totalizer building has been demolished.

The purpose of the Permit Policy is to assist when considering or making decisions regarding works to the place. It is recommended that any proposed works be discussed with an officer of Heritage Victoria prior to a permit application. Discussing any proposed works will assist in answering any questions the owner may have and aid any decisions regarding works to the place. It is recommended that the Conservation Management Plan by Lovell Chen, now in draft form, be completed to assist with the future management of the cultural heritage significance of the place, particularly with regard to the staging of events at the course.

The significance of the place lies in its importance as one of Australia's great racecourses, which has undergone continual development and change since its inception in 1840. The extent of registration protects the whole site. The buildings, features and objects of heritage value are listed in the Extent of Registration, and any works to these is subject to permit applications. All works to non-registered buildings, including demolition and internal modification but excluding exterior additions or replacement, are permit exempt. The addition of new buildings to the site may impact upon the cultural heritage significance of the place and requires a permit. The purpose of this requirement is not to prevent any further development on this site, but to enable the management of possible adverse impacts on heritage significance during that process.

The erection of temporary structures, such as marquees, moveable barriers and signage associated with racing events, which do not adversely impact physically on the heritage place, are exempt from permit.

The former Convalescent Jockeys' Lodge is believed to be unique in Victoria. It is an octagonal timber-clad brick building now used as a residence, and is largely intact externally and internally. Internally it retains its original room layout, with the rooms opening off a central hall, and the rooms retain original features such as fire places and surrounds, corner wardrobes, timber floors, doors and door furniture. The kitchen retains its original fuel stove, and the pantry has its original shelving.

The former 1930s tote buildings which form the northern boundary of the betting ring have been extensively altered both externally and internally, and it is thought that no original internal features survive. However they have historical significance and also demonstrate the scale and form of the original tote buildings on the site. It

is preferred that any new building in this area should respect the low scale of the existing buildings.

The series of seven Harold Freedman murals in the Hill Stand were designed specifically for that stand, and while it is preferred that they remain in their present position, it would be possible for them to be relocated, with a permit, to another suitable location on the course.

The chronographic clock was originally located in a specially-designed structure opposite the finishing line, but is currently hanging on the wall in the Committee Room. This could be relocated on the site with a permit. The brass bell currently located near the Racecourse Manager's Office, and the statues of Phar Lap, Makybe Diva and Bart Cummings could also be relocated within the site subject to permits.

The distance post is thought to be the oldest element at the course, and has been moved in the past in association with changes in the position of the finishing post. It could be moved again, subject to permit, in any future realignments of the track.

It is recommended that a further detailed review be undertaken in consultation with the VRC with the objective of identifying additional permit exemptions to support the ongoing management of the place as well as a revision of the existing permit policy.

These could potentially include the following:

- Conservation and maintenance works to registered buildings and structures
- Specific internal works (types and areas)
- New development in areas of low heritage sensitivity.

4.15 Risk preparedness

Policy

A risk management strategy for heritage should be integrated into the management of Flemington Racecourse.

Discussion and rationale

The racecourse is open to the public and during ticketed events and associated bump-in and bump-out. Access to the site gives rise to risk in terms of managing heritage elements of the racecourse. To identify and manage these risks to physical fabric, a strategy should be developed (or updated regularly if one already exists) and implemented.

Table 9 below provides an overview of some of the issues that the strategy would address with a focus on significant buildings and elements. Risks to buildings and elements can be categorised into two principal areas: risks from natural events and man-made risks. The most likely risks caused by natural events include storm damage, particularly wind and rain but possibly hail and lightning. The most likely man-made disasters are flooding, due to blocked, burst or leaking rainwater goods and plumbing, fire caused by electrical faults and equipment or smoking. It is understood that there is an approved disaster plan prepared for Flemington Racecourse.

Table 9 Risk preparedness analysis - buildings and elements

Threat	Probability	Preparation/Response
Fire	Always present	Maintain appropriate fire services as existing. Comply with all current guidelines and evacuation procedures. Take particular care with timber structures.
Water ingress	Always present	Maintain and keep clear all rainwater goods to buildings (gutters, downpipes, sumps), and regularly inspect and maintain roofs, windows, doors, etc.
Storm damage	Always present	There is always a risk from storm damage and from wind, rain, hail and lightning strike. Maintain roofs and awnings in good order; inspect fixings; inspect and maintain windows and doors in good order. Review tree health on a regular basis to identify potential risk from storms or strong winds
Flood damage	High	Given the proximity of the Maribyrnong River and past history of flooding, there is a reasonable risk of flooding, albeit the bund wall should be an effective barrier.
Civil damage, theft and vandalism, terrorism	Low	Continue to ensure the site is well secured against these threats. This includes significant objects and artworks.
Repairs, maintenance, housekeeping	Low-Moderate	All works should be undertaken with conservation aims, objectives and practices in mind to ensure that the fabric does not deteriorate through neglect, poor or inappropriate work or handling.

4.16 Stakeholder engagement

Policy

On matters affecting the heritage values of Flemington Racecourse, the VRC should seek to consult with the stakeholders identified at Chapter 3 (Section 3.5) and other parties or individuals as relevant.

Discussion/rationale

Where possible, the VRC should seek to engage and/or liaise with relevant stakeholders – individuals and organisations with a particular interest in Flemington Racecourse – on proposals relating to physical change at the place. The scope and extent of appropriate interaction will vary depending on the nature of stakeholder interests and other factors.

4.17 Monitoring and review

Policy

Consistent with best practice and the requirements of the EPBC Act, the HMP should be monitored and reviewed within five years (by 2026).

Discussion/rationale

A review of this HMP should incorporate any new information that comes to light, particularly where there is potential for the new information to result in a reassessment of heritage values. It should also include consideration of its effectiveness as a management document.

Potential triggers for the review of the HMP include:

- Major physical change to the place as a result of development
- Major changes as a result of an accident or misadventure (i.e. vandalism or fire)
- This HMP is found to be out of date with regard to significance
- Approaches to conservation practice change, with implications in the way the significance values, fabric and landscape of the place are managed
- Major changes in management structures or use.

4.18 Adoption and implementation*Policy*

This HMP should be adopted and implemented by Victoria Racing Club and incorporated into the planning and management framework of Flemington Racecourse.

Discussion/rationale

Implementation of the conservation policy is a means of ensuring that future management and development of the racecourse, including master planning and the delivery of new works and upgraded facilities, does not undermine management and conservation of the heritage values.

Recommended strategies to implement this policy include:

- Incorporation of heritage and related statutory processes into project planning
- Promotion of the content and implications of this HMP to VRC staff through staff training and induction
- Preparation of a summary of key policies and recommendations to provide to capital works planners, site managers and contractors including 'dos and don'ts' from a heritage perspective.

In addition, Table 10 below provides a series of key actions and recommended timeframes for these.

Table 10 Implementation

Policy issue	Action	Recommended timeframe
<i>Promotion of the HMP</i>	Adoption of the HMP Staff and contractor training and induction	Within 12 months
<i>NHL and VHR registrations and citations</i>	Submit registration amendment applications to Heritage Victoria and the Department of the Environment and Energy	VHR– within 12 months of completion of works (P18542) NHL– within 6 months of completion of Policy 33
<i>VHR permit exemptions</i>	Submit a registration amendment application to Heritage Victoria to update existing permit exemptions	Within 24 months

<i>Risk preparedness</i>	Prepare or review the Risk Management Strategy	Within 24 months
<i>Tree management</i>	Prepare and implement a Tree management plan	Within 24 months
<i>Aboriginal cultural heritage</i>	Undertake an assessment of the potential Aboriginal cultural heritage values and archaeological potential and prepare a management plan	Within 24 months
Policy issue	Action	Recommended timeframe
<i>Social values</i>	Prepare a formal social values assessment	Within 36 months
<i>Monitoring and review</i>	Review the HMP and its use and application and update if required	Within 5 years

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- 5 Ecology & Heritage Partners, 'Aboriginal and Historical Heritage Assessment, Rezoning and Development of The Hill, Fisher Parade, Flemington, Victoria', prepared for the Victoria Racing Club, February 2012, p33.
- 1 Aboriginal Victoria, 'Cultural Heritage Management in Victoria, <https://achris.vic.gov.au/#/dashboard>, accessed on 2 August 2019.

APPENDIX A UNDERSTANDING THE PLACE'S HISTORY

APPENDIX A UNDERSTANDING THE PLACE'S HISTORY

This appendix provides a summary history of Flemington Racecourse. Section A.1 provides an overview Aboriginal occupation of the land prior to colonisation and is supplementary to the 2012 Conservation Management Plan (CMP). Section A.2 examines the site during and post-colonisation, from the 1830s to the present. The research undertaken relied largely on secondary source material, a desktop analysis; no consultation has been undertaken with Wurundjeri for the overview of Aboriginal history. Section A.2.12 has been updated and expanded to reflect the recent history of the site.

A.1 Aboriginal history

A.1.1 *Traditional settlements and way of life*

The traditional owners of land that is today's Flemington Racecourse are from the Woi Wurrung language group of the Eastern Kulin lands (Figure 1). They formed one of the five clans of the Eastern Kulin peoples and each clan was responsible for a tract of land. The Woi Wurrung territory extended approximately from the Mordialloc Creek in the south to the Great Dividing Range in the north, and from the Werribee River in the west to just beyond Warburton in the east. While each clan was autonomous, language groups mixed for trading, matrimonial or ceremonial purposes and were connected by marriage, language and religious ties.

The Woi Wurrung were divided into four sub clans depending on their location, with the Wurundjeri balluk people generally occupying the country surrounding much of present-day Melbourne. The Wurundjeri balluk were further divided along patriline, the Wurundjeri willam and the Baluk willam.¹ The Wurundjeri-willam occupied the subject site. Evidence uncovered in the terraced river banks of the Maribyrnong River in present-day Keilor suggests the Wurundjeri-willam have occupied the landscape for at least 40,000 years.² For daily living and activities, the Wurundjeri-willam and those from other clans organised themselves into smaller groups or bands, often arranged according to familial lines of 20 or so people.³

Aboriginal society was largely democratic with clan leaders and elders exercising influence, rather than autocratic control.⁴ Aboriginal people lived a semi-nomadic, hunter-gatherer existence with women providing the bulk of food through their gathering activities. Communities traversed their lands according to cyclical or seasonal activities, thereby taking full advantage of the patterns of seasons, animals and plants, as well as social gatherings and other important cultural, religious and trade events (Figure 2).

The basalt plains on the western side of the Maribyrnong River provided the Wurundjeri willam with a plentiful supply of flora and fauna to eat. The open grasslands, however, were not inhabited all year round since they offered little protection from the elements, particularly the wind and rain in winter and the scorching sun in summer. Nor were firewood and material for shelters readily available.⁵ The land was subject to flooding in the winter months, at which time communities would reside further north, returning to the southern areas when the environment was more conducive to their needs.⁶ The brackish water of some of the Maribyrnong may have also limited the use of some areas.

The Maribyrnong River was an important source of food and material for the Wurundjeri-willam. It provided mussels and seafood, waterbirds and edible plants, as well as plants and rushes to weave into bags and other vessels. Eels and fish were caught in woven fishing pots and weirs or traps were constructed in shallow or narrow stretches of the river. Evidence of a fish trap made from basalt boulders is today located at Solomons Ford, near Avondale Heights, some five and a half kilometres from Flemington Racecourse (Figure 3).⁷

The open grasslands surrounding the Maribyrnong River were maintained and shaped by the Indigenous peoples. For example, women regularly turned over mounds where Murnong, the Yam daisy, grew, thereby aerating the soil and upending the tubers which were a popular food source. Fire was utilised to promote the growth of food sources, to recondition the soil with ash, thin out vegetation and assist with hunting practices.⁸ One historian contends that tracts of land were regularly set alight every three to five years as 'part of the practice of caring for their country'.⁹

Archaeological and other cultural heritage investigations of the general area have uncovered evidence of its Aboriginal history. For example, 31 archaeological sites containing Aboriginal artefacts were discovered along the Moonee Ponds Creek in the municipality of Moonee Valley in 1991, 25 sites were formally identified (including a scarred tree, burial grounds and stone quarries) at Brimbank Park in East Keilor, 30 recorded quarries have been listed along the Maribyrnong River and a midden and camping site has been discovered at Steele's Creek.¹⁰ No sites have yet been identified pertaining to Flemington Racecourse.



Ian Clark 2005 Reconstruction of language areas is based on the information available at time of printing. Not suitable for use in Native Title and other land claims.

Figure 1 A map of the Kulin Nations
Source: <https://www.ewb.org.au/images/uploads/misc/mapsforuse/Vic%20language%20map.pdf>



Figure 2 'Aboriginal Australian shelter in bushland' as painted by Daniel Rutter Long, 1850s
Source: H2003.91/52, State Library of Victoria



Figure 3 Evidence of a fish trap at Solomons Ford, Avondale Heights
Source John T Collins, 1976, H90.100/534, State Library of Victoria

A.1.2 *Early post-contact Aboriginal history*

Within years of colonisation, European appropriation of the landscape ended the traditional way of life of the Wurundjeri-willam. The introduced notion of private property and its associated fences prevented them from traversing their lands while European settlement and introduced animals disrupted traditional food supplies. New illnesses, such as smallpox, sexually transmitted diseases, influenza and dysentery, decimated Aboriginal communities, as well as violent interactions resulting in the deaths of unknown numbers of Aboriginal people.¹¹ The rapid decline of Aboriginal populations disrupted traditional ties and bonds with other clans, and resulted in the loss of customs, language and stories.

In the early period of colonisation, the European settlers were not indifferent to the situation of Aboriginal people. To both control and 'civilise' the Aboriginal population according to Christian principles, the Woi Wurrung and other language groups were encouraged to reside in mission stations or reserves. The first such station was established in 1837 by the Church of England at a site near the Yarra River at the present-day Royal Botanic Gardens. In 1839, the mission was closed after little success and a new government initiative was established, the Port Phillip Aboriginal Protectorate. Similar to the earlier mission, the Protectorate was largely unsuccessful as few people voluntarily resided on their stations and the scheme was abandoned in 1849. Soon, six mission stations in regional Victoria were established by the paternalistic Central Board for Aborigines, including Ebenezer (1859), Lake Tyers (1861), Ramahyuck (1862) Coranderrk (1863), Framlingham (1966) and Lake Condah (1869) (Figure 5). There Aboriginal people were supplied with their daily needs, educated in the Christian way, and taught farming techniques.¹² The mission system resulted in many Wurundjeri-willam and other peoples moving off their traditional lands as their former way of life could no longer be continued.

Notably, however, even amidst the alienation and separation from country, the Wurundjeri and other Kulin people who were at Coranderrk Aboriginal Reserve at Healesville were able to claim and maintain a level of autonomy and self determination which supported retention of kinship relationships and cultural practices. Coranderrk is a place of great significance and was added to the National Heritage List in 2011.¹³



Figure 4 A group of Aboriginal men posing for the camera wearing a mix of traditional animal skins and European blankets
 Source: Richard Daintree, 'Group of Aboriginal Australian Men, Vic', c.1859, H92.101/102, State Library of Victoria



Figure 5 An Aboriginal couple pose for a photograph at the front of a cottage at Coranderrk with two men looking on, late 1800s.
 Source: H141255, State Library of Victoria

A.2 Early Colonial period history and development: 1810s-1870s

A.2.1 Early race meetings in Victoria

The first official horse race in Australia took place at Hyde Park in Sydney in 1810. Three years later, Tasmania (then known as Van Diemen's Land) became the second Australian colony to introduce horse racing.¹⁴ There are reports of informal races in Melbourne on a small scale as early as 1837, location not known, two years after the European settlement of the town. Organised horse racing in Victoria began in Melbourne in 1838, on 6 and 7 March, and the stakes to be competed for were the 'Town Plate' – 25 sovs. at a distance of 2 miles (3.2km); the 'Ladies' Purse' – 20 sovs. at a distance of one mile (1.6 kilometres); and on the second day 'The Hunter Stakes' – 15 sovs., one mile and a distance, with five leaps of four feet (1.2 metres) in height. The first racecourse in Melbourne was on a site just north-west of Batman's Hill, where Southern Cross (formerly Spencer Street) railway station now stands. The starting post was close to the location of the present North Melbourne railway station, and the run was semi-circular and then straight to the north-western ascent of the Hill. A grandstand was formed by roping together a couple of large bullock drays, and the race day was well attended by several hundred colonists.¹⁵ In a contemporary Melbourne newspaper account, the race meeting and course were praised as:

... a race ground [which] can scarcely be matched, taking it all in all; the course is on a level plain of large extent, and for about one third of its circle is surrounded by a gentle acclivity of some 20 to 50 feet, and it will thus afford a clear open view of the whole race to 50,000 people... the view afforded from this favourable spot is most delightful; several booths of capacious size, and teeming with the usual refreshment, ornamented the course and diversified the scene.

It has scarcely ever in the colonies been our lot to witness a more orderly assemblage; joy beamed in every face and few accidents intervened to mar the harmony of the assembled people.¹⁶

In February 1839, a two-day race meeting was arranged for the 15 and 16 March. Annually elected committees organised these race meetings.¹⁷ This time, the racecourse was described as circular, with a platform erected on Batman's Hill to serve as a viewing point. The committee conducted the meeting under the rules of England's Jockey Club. The site of these races was never formally set aside as a racecourse, and had no security of tenure.¹⁸

A.2.2 Establishment of the Melbourne Racecourse and the Port Phillip Turf Club

Preparations for the 1840 race meeting commenced at a public meeting held in October 1839. It was decided that the races should take place on 3-5 March 1840, under the same rules as those of the 1839 meeting. The organising committee was charged with the task of finding a suitable new racecourse. A site on the river flats on the bank of the Salt Water (now Maribyrnong) River in the area now known as Flemington was selected, north-west of the city's centre, although the superiority of this site as a racecourse was not initially debated.¹⁹

A few weeks prior to the first race meeting, the *Port Phillip Gazette* argued that:

... the new course is totally unfit for the purpose. Its form, from the frequent angularities it presents, being of the worst description; while its distance from town and the want of favourable declivity for the use of spectators are much against it.²⁰

Although the means were limited, the new racecourse, initially known as the Melbourne Racecourse, was established for its first official meeting. The home straight was along the river side, with the winning post close to today's Smithfield Road. Temporary viewing accommodation associated with

publicans' booths was positioned between the racecourse and the river, and proceeds from liquor licences were used to engage special constables to maintain order.²¹

The meeting attracted a large attendance, although the distance from Melbourne and inconvenience of the new location were lamented in some quarters.²² Some travelled to the racecourse by boat up the river, while most came on horseback or rode in dogcarts or bullock drays, or simply walked. Although the distance presented an opportunity for further criticism, on 4 March, the *Port Phillip Gazette* conceded that:

The new course, although subject to the very great objection of being too distant from town, is on the whole better adapted for the purpose intended than was the old one, being less angular and presenting a more easy sweep in its outline.²³

Less than a year after the inaugural race meeting at Melbourne Racecourse, Port Phillip District established its first racing club, although it would last for only two years. A public meeting was called on 12 December 1840, 'for the purpose of establishing Annual Race Meetings', where it was resolved:

- 1st That a Committee be formed, to be called 'The Committee of the Port Phillip Turf Club', and that to them and the Stewards be confided the entire management and arrangement of the races
- 2nd That the races take place annually, at such time or times as the Committee shall appoint, and that the first meeting be held on the 13th, 14th and 15th April next
- 3rd That the Committee do take for their guidance and direction the rules of the Newmarket Jockey Club, as far as the same are applicable to the circumstances of the colony
- 4th That annual subscriptions and donations be received, and that a book be opened for that purpose forthwith
- 5th That all subscriptions and donations be under the direct and entire control of the Stewards, whose decision in all cases of dispute shall be final.²⁴

Six men were appointed as Committee Members, three of whom were requested to act as stewards at the ensuing races.²⁵ The first members were elected in a ballot on 2 January 1841.

The Port Phillip Turf Club was criticised for the snobbery and exclusivity of its membership with an entrance fee of five guineas and an annual payment of £2 2s.²⁶ However, the Turf Club was disbanded after only two years following an economic depression, and the races again reverted to the control of annually elected committees.²⁷

A.2.3 *Melbourne Racecourse in the 1840s and 1850s*

By 1841, the superiority of the Melbourne Racecourse was undeniable. Race meetings at the course continued to gain in popularity, and despite the distance from Melbourne, the racecourse became an important venue for public recreation.²⁸ During the 1840s, the principal race, held annually in either March or April, was the Town Plate.²⁹

In 1848, following an application to the Government to authorise official occupation of the site, the Governor of New South Wales vested 352 acres (142ha) of land at the site for the purposes of a public racecourse and appointed six men as trustees.³⁰ During this year, the racecourse was partially fenced, and a grandstand was erected in proximity to the Maribyrnong River.

By 1850, an entrance gate was constructed by the river. The gold rushes of the 1850s brought immense wealth and an enormous population increase in Victoria, and as a result of this, 'in just one decade

racing developed from an amateur enthusiasm and a rustic sport into a flourishing industry.³¹ In 1852, the Victoria Turf Club (VTC) was established and organized the annual races. The quality of the racing itself gradually improved, and although successful race meetings were held elsewhere throughout Victoria, the Melbourne gathering was generally accepted as the unrivalled event of the racing calendar. By 1854, the growing population and increasing number of horses provided the catalyst for the introduction of a spring race meeting, although the autumn race meeting remained more important at this time.³²

In 1856, the Victoria Jockey Club (VJC) was formed in part because of dissatisfaction with the exclusivity of the VTC. The VJC held its first race meeting in February 1857. This was after a lengthy battle with the trustees of the racecourse who were unwilling to let the club race at the Melbourne Racecourse, then beginning to be known as 'Flemington Racecourse'.³³

Despite fierce rivalry between the two clubs, both co-existed and ran autumn and spring races until 1864, when they dissolved to form the longstanding Victoria Racing Club (VRC).³⁴

By 1859, in time for the first running of the 'Australian Champion Sweepstakes' which attracted entries and interest from the other Australian colonies, extra stands had been built along the river at the racecourse, but many spectators viewed the racing from the flat on the infield of the racecourse, or from the Hill to the north-west of the racecourse. However, members of the crowd were not the only people interested in the racing results, and with government permission, an electric telegraph was installed at the course providing direct communication with Sydney, Adelaide and, very briefly until the cable broke, with Tasmania.³⁵

Profits provided the trustees of the racecourse with the means to make some significant improvements in 1860. The major outcome was relocating the finishing post from the river to near the base of the Hill in the north-east. A new grandstand was constructed at the base of the Hill, but sufficiently low to allow the public on the Hill to view the racing over the top of it (Figure 6).³⁶ The stand, of timber construction with stone foundations, was described soon after its completion:

The ground floor will be used for weighing room, jockeys' room, refreshments, etc., whilst a broad flight of steps from the road-way leads to the second floor, or covered portion, two-thirds of which will contain a slope of seats, and the hinder part consists of private rooms for the Governor, ladies, stewards and so forth. At the extreme back, a staircase will conduct one to a sloping platform roof. By-the-by, part of the hill has been cut away so as to let the stand, as it were, into it.³⁷

The early 1860s improvements also included the construction of a new saddling paddock, and a new entrance to the north-west of the site from Epsom Road, with tracks leading to the grandstand and the Hill to keep the public off the track. The shape of the racecourse remained relatively unchanged, except for the former half-mile stretch, which became the home straight. These improvements to the course were completed in time for the spring races of the VJC in October 1860 (Figure 7).³⁸ In 1861 the Melbourne and Essendon Railway Company opened a branch line directly into the racecourse in time for VJC races on 1 and 2 March.³⁹

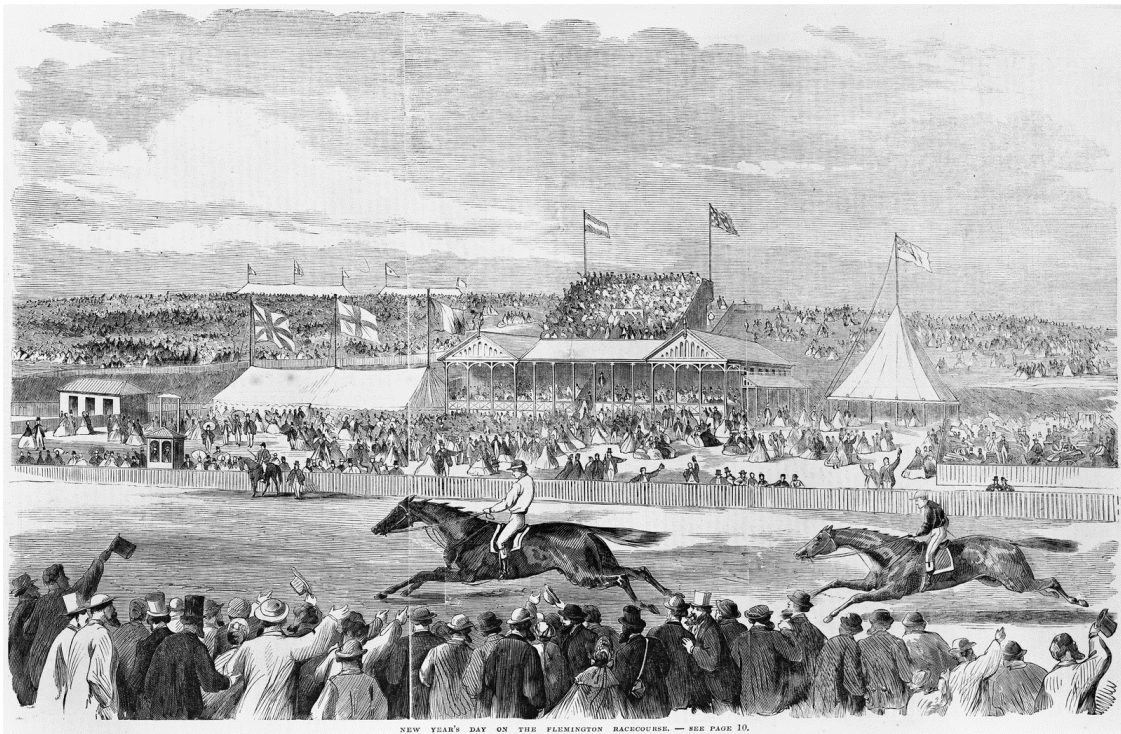


Figure 6 Flemington Racecourse, New Year's Day 1867: the 1860 grandstand is in the centre of the picture, with the elevated hill area behind
 Source: IMP24/01/67/9, State Library of Victoria Pictures Collection



Figure 7 View looking west along the straight at the base of the Hill, with the 1860 grandstand pictured on the right
 Source: H6705, State Library of Victoria

A.2.4 *The First Melbourne Cup*

In 1861, the VTC, in an attempt to overshadow its rival VJC, introduced a new race which they called the Melbourne Cup. On 4 February 1861, the Victoria Turf Club met and agreed to offer a large stake for a two mile handicap sweepstake, the Melbourne Cup, at its spring meeting.⁴⁰

The first Melbourne Cup was held on Thursday 7 November 1861 as the feature of the opening day of a three day meeting, and the following day, the *Argus* reported:

The attendance on the part of the general public was much larger than we remember to have seen on the ground on any day for the last two years past, with the single exception of the occasion of the Two Thousand Guineas Stakes being run for. The weather was especially favourable to the enjoyment of the visitors, and the turf being throughout in excellent order, was in the best form to ensure to horses of the best class the full measure of advantage due to their intrinsic superiority.

The total number present may be estimated at about 4,000 persons [and] the refreshment booths drove a thriving trade throughout the day.⁴¹

After one false start, the race was won in a time of almost four minutes by the New South Wales horse, Archer, who received the total stake money of £930. No prize was given to the second and third placed horses, Mormon and Prince.⁴²

The following year, attendance at the Melbourne Cup had almost doubled, with an estimated 7,000 people attending the meeting. The race was again won by Archer, with Mormon finishing second for the second year in a row.⁴³

A.2.5 *Establishment of the Victoria Racing Club and development of the racecourse*

The inception of the VRC dates from a meeting on 9 March 1864, when members of the VTC and VJC convened to determine the best management of racing in the colony. Although both clubs had previously run their own separate race meetings at Flemington, the long-standing competition had left both clubs in debt. It was the decision of those gathered that the VTC and VJC should be disbanded, and the VRC formed instead.⁴⁴ The VRC took over all the liabilities of the VTC and the VJC, which amounted to £1,364. In order to provide the necessary funds to commence operations, 25 gentlemen agreed to advance an aggregate sum of £1,800. On 18 March 1864, Robert Cooper Bagot, an Irish civil engineer and surveyor, was appointed secretary of the newly formed VRC, a position he held for 17 years.⁴⁵

The VRC took over the Melbourne Cup in 1864, and far from the disappointing field of the previous year, the official entries numbered 38. Despite the wet weather of the first day of racing, the Melbourne Cup was attended by 6,000 people. In 1865, the Cup was more successful again, drawing an estimated crowd of 13,000 people. By then the lawn area at the front of the Stand had been re-graded, with additional seating provided for racegoers, while the Hill above the grandstand was well patronised.⁴⁶ By the time it had run its next Melbourne Cup in 1865, the VRC was firmly established with 300 members. The committee of the club had successfully erased the outstanding debt of both the VTC and the VJC, as well as its own initial advancement. Its success was due in large part to the efforts of Robert Cooper Bagot to improve the facilities at the racecourse.⁴⁷

Robert Cooper Bagot was born in County Kildare in 1828 and migrated to Australia in his youth. He established a professional reputation in Victoria from the mid-1850s and in 1861 the committee of the Melbourne Cricket Club appointed him to redesign the ground, for which he was made a life member. Despite limited knowledge about horse racing, Bagot was employed to survey Flemington Racecourse in 1864, shortly before his appointment as secretary of the VRC.⁴⁸

Bagot's role in the development of the racecourse stemmed from his foresight regarding the potential for the site. He improved the appearance and operation of the racecourse. He drained the often soggy ground in the centre of the course and made it into 'the Flat', which became a picnic ground for generations of racegoers, and he replaced the coarse grass on the track to provide a smooth and even course. He promoted an egalitarian character for the racecourse, insisting that it should be welcoming to the ordinary citizen. To that end, he decided that viewing the races from 'the Flat' should be free of charge, and that the charge for 'the Hill' should be cheaper than 'the Paddock' and not exceed a shilling.⁴⁹

Increasing attendances at the races every year made the provision of more facilities at Flemington a necessity. In 1872, steps were taken for the erection of a grandstand, measuring 137 metres long (450 feet) by 9 metres deep (30 feet), at a cost of £13,000 (Figure 8).⁵⁰ The new grandstand replaced the 1860 building at the foot of the Hill and opened in 1873. Housing 3,000 spectators in more comfort than had previously been available at Flemington, the new stand was nevertheless referred to as 'Bagot's Cowshed' among racegoers, because of the utilitarian appearance of the long, low structure.⁵¹ For many years the 'Cowshed' was the preserve of VRC members, and members of the public prepared to pay for admittance to the Paddock Reserve. A personal account of attendance at the 1876 race meeting and Melbourne Cup describes the 1873 grandstand as follows:

[The Grandstand] is a fine stand, and you can see all round the Course from its lowest seats, but the low roof makes the atmosphere close and stifling. Many times yesterday I was glad to escape on to the Hill for a breath of fresh air, where I got more than I wanted, mixed with dust. The cemented walk in front of the Stand... was, between races, crowded with promenaders; the general practice being to take a turn in front of the vice-regal box before going on to the lawn.⁵²

In the 1880s, 'Bagot's Cowshed' was modified and extended, including the addition of two bays to the east end, and an extensive open-decked upper stand added behind the building to the entire length.⁵³ In 1877, an open timber stand was erected on the saddling paddock, close to and overlooking the turn out of the straight. When upgraded in 1889 it was called the Tattersall's Stand (replaced in 1913).



Figure 8 'Bagot's Cowshed,' 1873
Source: State Library of Victoria Pictures Collection

A.2.6 Access and amenity

Travel to the racecourse took a variety of forms in the late nineteenth century. Despite its riverside location, few racegoers came by boat. The road was always filled to capacity on race days with the private carriages of the wealthier colonists sharing the road with cabs, omnibuses, vans and carts.⁵⁴ From 1859, an alternative form of transport was also made available, as trains were run on the Footscray line 'as far as a special temporary platform of the Melbourne side' of the Maribyrnong River,

near today's South Kensington Railway Station.⁵⁵ The rail service did not extend to the gateway on Smithfield Road and race-goers had to walk the remaining 800 metres.⁵⁶ After the 1860 reconfiguration of the racecourse layout, the Melbourne and Essendon Railway Company opened a branch line into the racecourse in early 1861, but following the financial collapse of the company, the line closed in mid-1864. The Footscray line and temporary platform was again used from 1864 to 1866. The colonial government purchased and re-opened the former Essendon company's branch line in 1867.⁵⁷ A new Flemington Racecourse Railway Station was constructed in 1871.⁵⁸

The *Victoria Racing Club Act of 1871* vested control of the racecourse in the Chairman of the Committee of the VRC, on the condition that it be maintained and used as a public racecourse. A 99-year Crown land lease was granted on 8 January 1872, this being reissued for a further 99 years on 19 August 1958.⁵⁹

A personal account of attendance at the 1876 race meeting and Melbourne Cup describes the travel to, and attendance and facilities at Flemington:

It was my first visit to Flemington, and I enjoyed the drive, although there is nothing particularly striking in the country en route. Arrived at the crest of the Hill, we looked down on the natural amphitheatre which has been formed into the racecourse and training grounds of the Victoria Racing Club. Art has supplemented nature in making this one of the most perfect courses in the world. But why, oh! why was such a hideous Grand Stand erected? It may well be called a cowshed.

Scattered about the ground, watching the performances on the different tracks of sand, tan and cinder (a most excellent arrangement) were other groups of touts. Stop-watch in hand, reporters and trainers carefully timed the moment of starting and finishing the round of the track, criticizing the performances as the horses passed, afterwards comparing notes as to the time.

The gathering and festivities in honour of the Melbourne Cup are totally unlike anything else I have seen in the world... the "Cup" festival takes hold of every part, and nearly every inhabitant of Melbourne. [On Melbourne Cup day] I went down to Flemington by the first train, getting through without much crushing. The rail seems highly popular with many fine ladies, as they thereby escape the dust nuisance on the road. The railway arrangements in connexion with the Hill and Grand Stand are very good, and the Course itself fulfils the mission for which nature evidently intended it. Representatives of all Australia and its aristocracy were present, the "vice-regal party" arriving in carriages drawn by four horses and preceded by outriders...

I was informed there were over 20,000 people on the Stand and Paddock. I took several walks on the Hill, which is a far better stand for viewing the races than the "cowshed" below. On the Hill there is the same wonderful provision for supplying a thirsty public. The crush here was enormous. On the slope, people at first picniced [sic] on the grass, with umbrellas shielding them from dust and wind; but, as the day wore on, there was barely enough standing room for those in front, and locomotion became everywhere difficult.⁶⁰

Melbourne Cup Day was moved to a Tuesday (9 November) for the first time in 1875 to coincide with the Prince of Wales's Birthday holiday. From 1876 it was proclaimed as its own public holiday in Melbourne. This was the first Tuesday in November, a tradition that has continued since, with few exceptions. The size of the crowds continued to grow.⁶¹

In 1876, a new timing device was installed at Flemington, designed to automatically time races to the quarter second. The 'immense chronograph', a giant stop watch, made and installed by Melbourne

jeweller Thomas Gaunt, was connected by electric wire to rows of poles stretching around the course.⁶² It was originally housed in proximity to the winning post, in an elaborate classically designed pedimented structure set on a plinth with engaged pilasters, readily visible to the public (Figure 9).

Also in the late 1870s, a new scratching and semaphore building, displaying racing information, was constructed in the saddling paddock. It included a wooden tower for a half-ton (500 kilogram) bell, presented to the club by hardware company James McEwan & Co. The bell was electronically operated and was rung to summon jockeys to the scale and horses to the post, and the start of each race.⁶³ In May 1882, an advertisement in the *Argus* called for tenders for the erection of a bluestone rubble wall and gate piers for the VRC for the extended Hill Reserve. The VRC Minute Books record that the following month, a tender of £1,475 was accepted.⁶⁴ In January of the following year further tenders were called for the construction of luncheon and other rooms at the racecourse as part of the new grandstand, and in February, James Moore's tender for stonework of £19,937 was accepted.⁶⁵

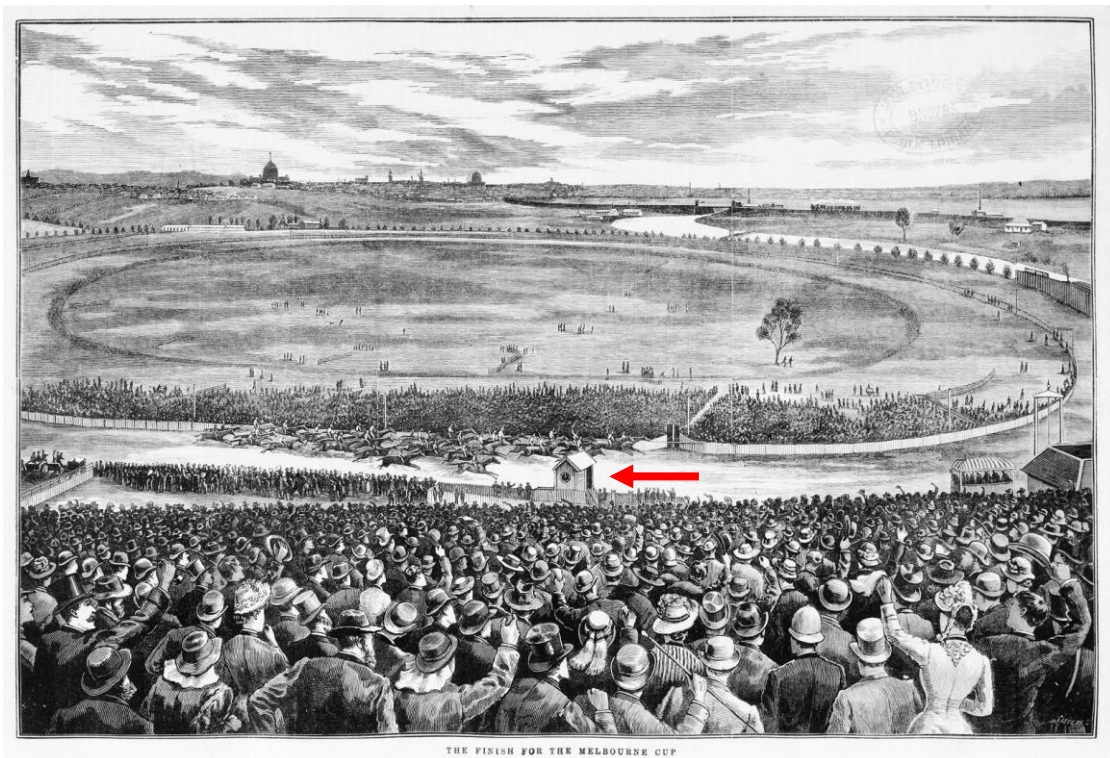


Figure 9 The finish of the Melbourne Cup at Flemington Racecourse from the Hill in 1885. The location of the chronographic clock (or chronograph) is indicated. Source: State Library of Victoria Pictures Collection.



Figure 10 Flemington Racecourse c. 1910s; note the carefully tended lawns.
Source: State Library of Victoria Pictures Collection.

A.3 Late nineteenth and twentieth century development

A.3.1 *Development from the 1880s*

Robert Cooper Bagot was responsible for the management of Flemington Racecourse until his death, at age 53 in April 1881.⁶⁶ His successor, Henry Byron Moore, then held the position of secretary of the VRC for 44 years. Moore was born in England in 1839 and migrated to Australia in 1852. At the age of 14, he became a field-clerk and draftsman in the Survey Department at Geelong, and from 1863, worked for the Lands Department, becoming assistant Surveyor General. After leaving government employ in 1878, he became a surveyor, financial and land agent, broker, and entrepreneur, continuing some of these activities after becoming VRC Secretary. His knowledge of surveying was a great asset to the racecourse, as in his long time in office he helped the Club to achieve a succession of major developments and improvements. These included expansion of the Hill Reserve; construction of the bluestone stands behind Bagot's Cowshed, incorporating elaborate facilities for racegoers; construction of the extensive Hill Reserve grandstand shelters, the Maribyrnong and Carriage Paddock Stands and the rebuilding of the Tattersall's Stand; and ultimately the reconfiguration of the racecourse in 1922-24 including the 1924 Members' Stand. He oversaw the introduction of machinery for starting races by strand barriers in the 1890s. A skilled gardener in his own right, he established a plant nursery and oversaw significant enhancement of the appearance and amenity of the racecourse (Figure 10). Today the roses and manicured lawns remain a signature of the racecourse. Like Bagot, Moore was not a racing enthusiast, but as an administrator he enhanced the status of the VRC as Victoria's principal racing club, overseeing in the early 1880s the systematic licensing of jockeys, trainers and bookmakers.⁶⁷

The following summary of developments during the 1880s is included in the *Flemington Masterplan Strategic Review* of November 2011, prepared by Turnberry Consulting (Paul Roberts):

In 1887 the 'Birdcage' was created by fencing off the lower portion of the saddling paddock. It was designed to restrict the numbers of people crowding around the

horse stalls and cost an additional five shillings to go in. In 1889 new jockeys' and weighing rooms were built near the saddling paddock; the same year, an unsightly water tank was transformed into a Chinese-style 'temperance pagoda' serving tea. There followed a new Oyster House, a Swiss House, kiosks and picnic grounds. Great care was also accorded to set these facilities within an immaculately landscaped, verdant setting.⁶⁸

Published in 1902, *The Cyclopaedia of Victoria* also listed many of the developments at Flemington Racecourse from this time:

Added to Flemington Racecourse were: a leaning rail around the course, a luncheon table seating 2,000 persons under the vinery in the stabling paddock, the excavation of 40,000 cubic feet of rock in front of the Hill, and the erection of the upper-grandstand, containing a suite of rooms 600 feet long for the vice-regal visitors and their suite, ladies' retiring rooms, refreshment and Press rooms. The next improvements effected were the perfecting of the starting gate now in use; the building of the Tattersall's stand and members' luncheon rooms; the formation of the present saddling paddocks, with the names of the horses inscribed over their respective stalls; the establishment of a directory board, indicating where they are stalled; and the erection of luncheon and tea rooms for members at the Maribyrnong stand. A mathematically computed turn was next laid out at 'the turn,' which has increased the safety of the course, a 4-inch drain was laid round the course, and a one mile training track inside; 500 loose boxes were built for members' carriage horses; the upper stand was renewed for 500 feet in steel; and a large number board stationed in front of the grandstand. For the beautification of the lawn, a rosary has been established, in which have been brought together as many as 400 varieties.⁶⁹

The general character of the racecourse by the early 1890s was also defined by the decorative suite of predominantly low-scale, timber structures for official purposes introduced during the 1880s (Figure 11 to Figure 14).

One of the improvements attributed to Moore was a convalescent home for injured jockeys, funded by the Benevolent Fund 'for racing men in necessitous circumstance' which had been founded by Bagot.⁷⁰ The Jockey's Convalescent Lodge was located on elevated ground on the east of the racecourse, adjacent to Epsom Road (Figure 15).⁷¹ Its elevated and isolated location is believed to have been for the benefit of convalescing jockeys. The convalescent home was designed by William Salway, a noted architect of the day who was also responsible for the Alexandra Club on Collins Street (1875) and the Australian Church, in Flinders Street (1887).⁷² The single-storey octagonal structure was completed in August 1893 and provided accommodation for seven jockeys in rooms located around a central octagonal hall.

The distinctive Victorian *cottage orné* style of the Jockey's Convalescent Lodge survives today and has a high level of intactness to its original form, including its central lantern, slate roof area and wide eaves supported on deep brackets. The picturesque appearance of the building is evocative of the character of Flemington Racecourse during the later years of the nineteenth century.

Another change to the racecourse during this time provoked a degree of public consternation. The racecourse had been public space since its earliest days in the 1840s, and there was little conflict between public use of the area and the VRC until 1894, when fences were built around the course resulting in the immediate closure of Flemington as a recreation reserve. Despite public appeals and representations by local councillors, Flemington Racecourse remained closed to the public except on race days.⁷³ Today the public can enter parts of the racecourse more or less at any time, although some areas are not always accessible.

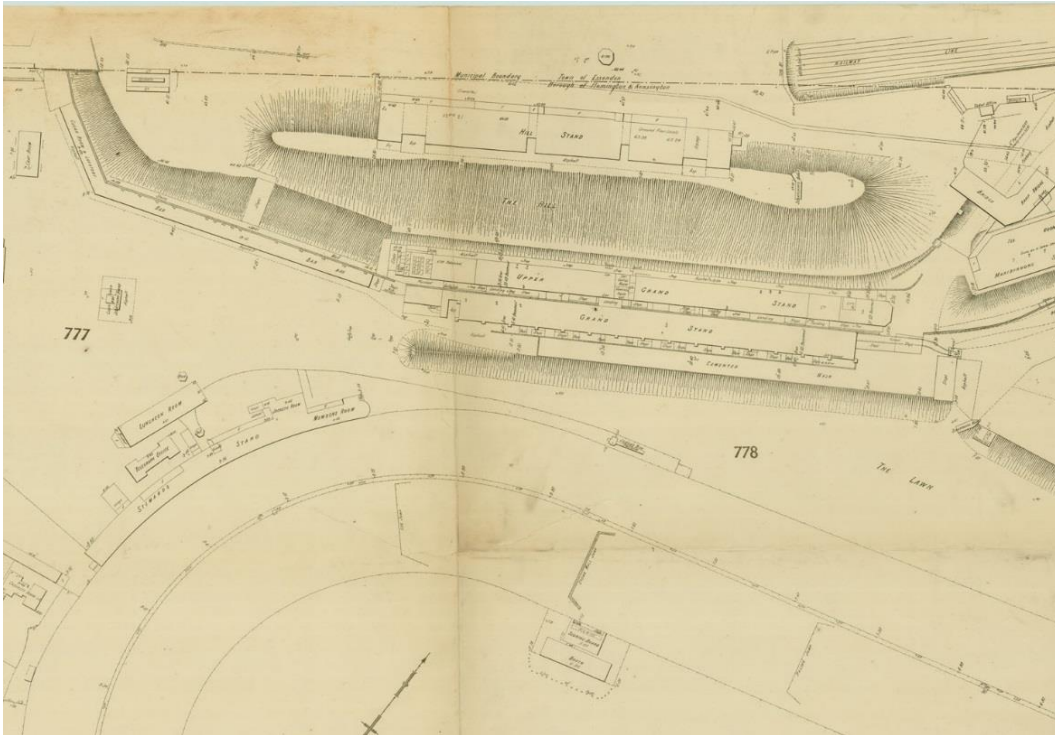


Figure 11 MMBW plans for the Borough of Flemington and Kensington, 1905, parts of detail plans nos. 777, 778, 779 and 804. This shows the 1873 Grandstand, 1880s upper level stand above ('Upper Grandstand') and (the then) Hill Stand at top of image. The 'Cemented Walk' is also shown in front of the 1873 stand
Source: State Library of Victoria

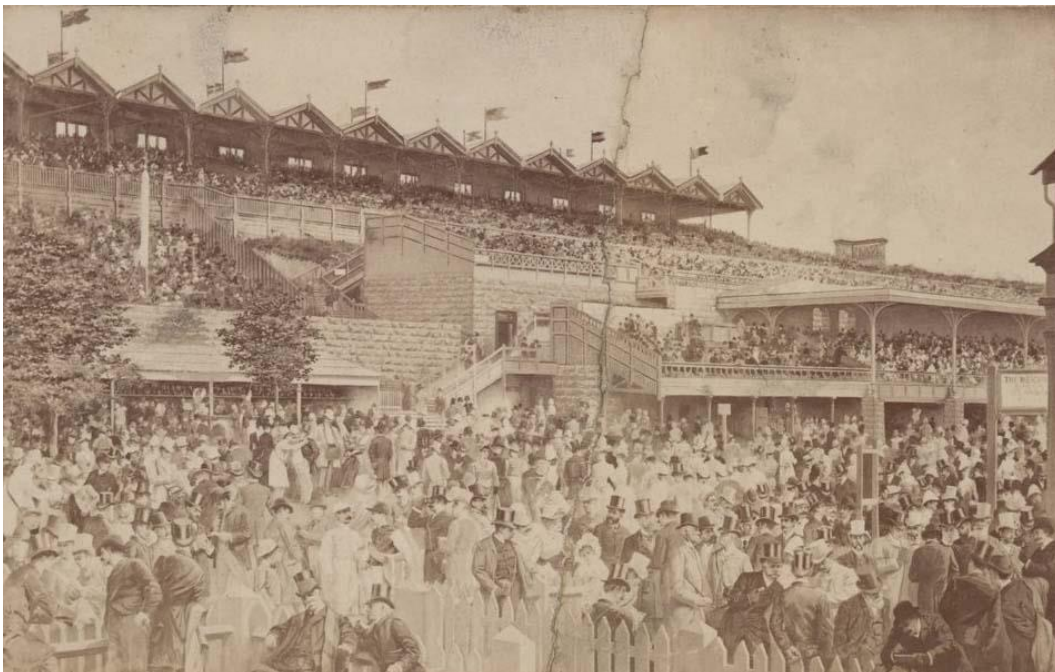


Figure 12 Carl Kahler, 'The Betting Ring at Flemington', 1890 depicting the Hill Reserve Stand (top) and 'Bagot's Cowshed' (bottom). This image also shows the Upper Grand Stand behind the 1873 stand, as added in the 1880s
Source: State Library of Victoria Pictures Collection

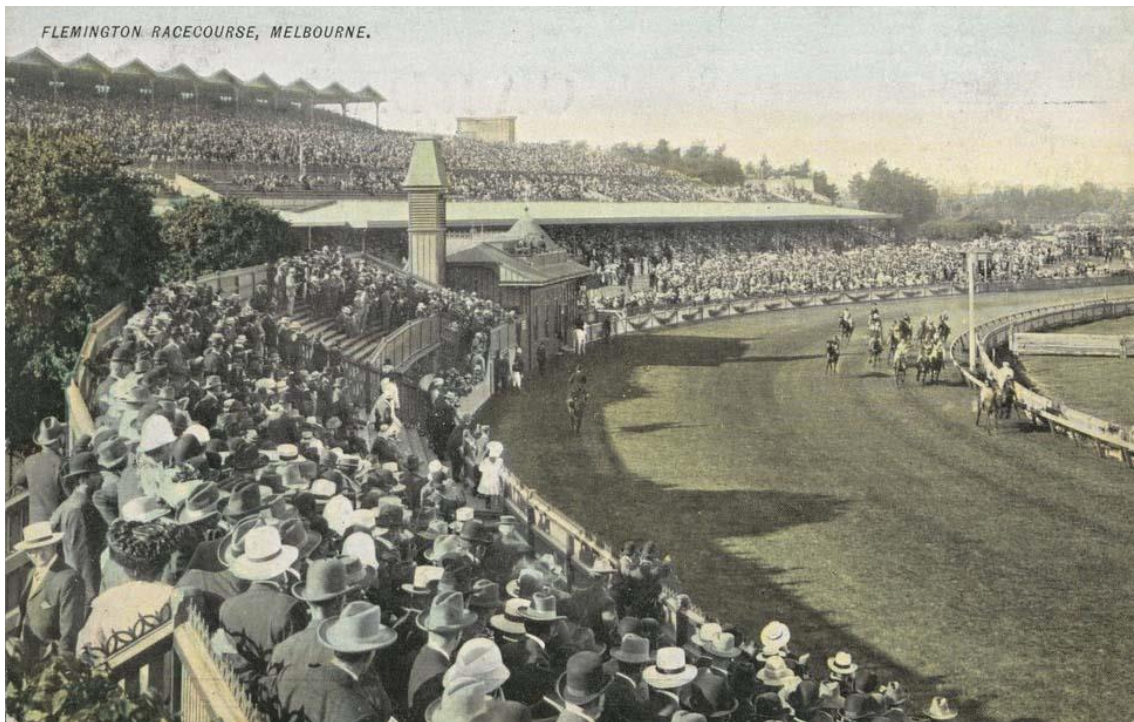


Figure 13 A c. 1902 view from the open-decked Tattersall's Stand, towards towards the stands from the south-west, showing the Hill Reserve Stand (top left) and 'Bagot's Cowshed' with the Upper Grand Stand (centre of image)
Source: State Library of Victoria Pictures Collection



Figure 14 Stands at Flemington in the early 1920s. From left, Bagot's Cowshed, the Upper Grand Stand, the Hill Terrace and the Hill Reserve Stand
Source: Public Record Office Victoria

FLEMINGTON RACECOURSE

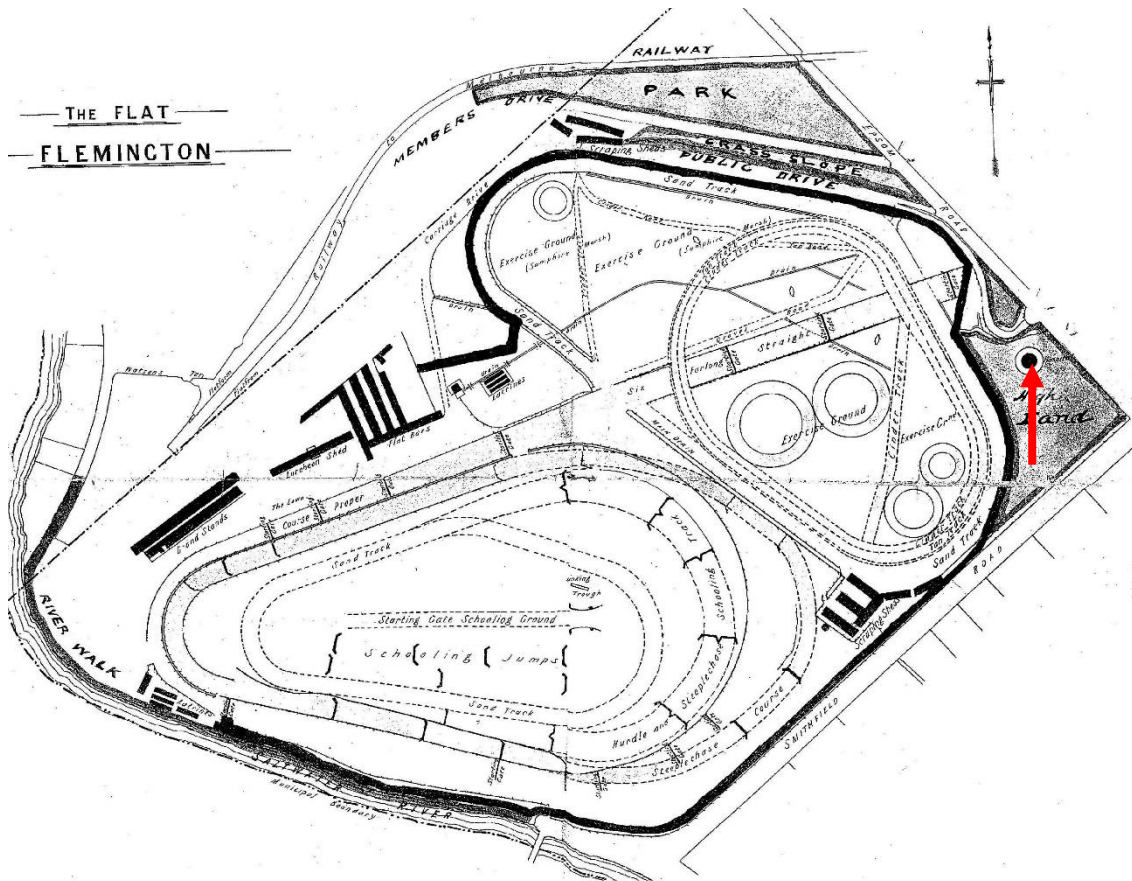


Figure 15 Site plan of Flemington Racecourse, c. 1910. The jockeys' convalescent lodge is indicated by the arrow
 Source: VRC By-Laws File, VRC Archives



Figure 16 Undated view of the racecourse from Footscray Park, south of the Maribyrnong River in the late nineteenth century. The incomplete Hill Reserve Stand indicates the photograph was taken in c. 1886-88
 Source: Photographs of Melbourne & Suburbs by C B Walker, Melbourne

A.3.2 *Flemington Racecourse in the early twentieth century*

By the early twentieth century, the development of the racecourse under the management of Bagot and Moore had completely changed the site from that of the early days of racing. In October 1912, the *Argus* reported:

[Fifty years ago,] it was a very different Flemington from the Flemington of today. In every way save in its natural advantages – and they are being turned to their best account – Flemington is completely changed since the days which immediately preceded the establishment of the Melbourne Cup in 1861. Everything is done on a grander scale, from betting to dressing, yet veteran racing men who can look down the years and tick off the wonderful improvements, glory as much in the past as they do in the present.⁷⁴

The attendance at race meetings continued to increase, and from the turn of the century, a new mode of transportation to Flemington Racecourse had been introduced. Motor cars had become a part of the long procession of vehicles on the road to Flemington, although their presence caused some concern for the horses drawing carriages and carts to the racecourse.⁷⁵

Despite additions which were made to the stands at the racecourse in 1902 and 1903,⁷⁶ it became necessary to provide more accommodation for racegoers. In 1912, a Notice of Intent to Build was lodged with the Melbourne City Council for the construction of a new grandstand. As with the new VRC offices in the city constructed in 1910 at a cost of £7,200, the grandstand was designed by noted architect William Pitt. Constructed by John W Atkinson, the new double-storey stand was described as ‘most attractive in appearance, with balustrade and friezes of artistic wrought-iron work’, and was designed to seat 10,000 people.⁷⁷ Pitt also designed a large grandstand at Victoria Park, Abbotsford, the then home of the Collingwood Football Club, in the early 1900s. The new stand was opened in 1912.

In 1913, the VRC made another unpopular announcement when it decided, for the first time, to charge an admittance fee for ‘the Flat’. In addition to the popular viewing location from the Hill Reserve, another viewing area was located across the river, then known as ‘Footscray Hill’ (Figure 16). This vantage point was outside the racecourse boundaries and became more popular than ever following the introduction of an entry fee to the Flat.⁷⁸

Following the outbreak of World War I, it was speculated that racing in Victoria would be curtailed in much the same way as it had been in England. However, the VRC argued that any suspension of racing would result needlessly in unemployment and pledged its entire profits towards patriotic funds for the duration of the War. The decision was made that although racing at Flemington and Caulfield racecourses would remain unchanged, racing would be cut back at many of the private racecourses.⁷⁹

In 1916, for only the second time in its history, the Melbourne Cup was postponed because of bad weather. In 1870, the race had been postponed for a week because of rain, and in 1916, the race was delayed for four days because of flooding which caused damage amounting to £2,000 to the course.⁸⁰ The main concern with the postponement of the race, however, was the manner in which the public would be informed before race day in an era before radio or television news broadcasts. Newspapers printed posters and full page news sheets which were rushed through the city and Melbourne suburbs.⁸¹ It would be another eight years before radio transmissions began in Melbourne and Sydney.

After WWI, attendances at Flemington again increased, and it became evident that further accommodation was necessary. The existing locations of the stands, saddling paddock and Birdcage (where the horses were stabled while awaiting their races) did not provide sufficient scope for expansion, and in 1922, the VRC adopted a radical plan for redeveloping the course, which took almost 18 months to complete and was estimated to cost a staggering £250,000. The 1922-24 redevelopment

involved an almost unprecedented reconfiguration of the racecourse, unseen at Flemington since the relocation of the finishing post in 1860. It was undertaken on the expectation that the totalizator might be legalized in Victoria in the near future and to relieve overcrowding on race days.⁸²

In October 1921, the *Argus* reported that a scheme for the redevelopment had been designed (Figure 17 and Figure 18). It was proposed to demolish the 1912 stand 'under which the public have luncheon' and 'build in its place a more extensive stand, commencing from the western point of the present structure and extending eastwards for a considerable distance'.⁸³ This new stand would house race day offices and committee rooms for the VRC, as well as seating accommodation for members and 'their lady friends'.⁸⁴ The article also noted plans to seat members of the public in parts of the new Members' Stand:

There will also be a members' reserve, on lines similar to that now in existence. Underneath the new stand there will be a weighing room and a room for the stewards. The saddling paddock will be at the east end of the new stand. The ring is to be removed from its present position to an extensive area at the rear of the new grand-stand. The present situation of the betting ring had been the subject of complaint for many years. ... So far as can be learned, the stand in front of the hill is to remain, but the building at the turn out of the straight, now used as a stand for members and the public, is to be remodelled and used as a totalisator house.⁸⁵

In March 1922, an application was lodged with the City of Melbourne Building Surveyors Office for the erection of a grandstand, at a cost of £131,000, approval for which was not granted until June the following year.⁸⁶ The 1884 Maribyrnong Stand and the 1912 brick stand in the carriage paddock were demolished to make way for the new three-story members' grandstand, which was designed by Harry Wagstaff for Sydney-based architects Robertson and Marks, who had previously designed a number of racecourse buildings in New South Wales, including notably at Randwick Racecourse (Figure 19 and Figure 20). The architects lodged the designs with the Public Health Department on the 31 March 1922 and the application was approved the following month.⁸⁷

A key component of Robertson and Marks' plans was the extension of the lawn through to the Race Day Stalls (the new 'Birdcage') and Parade Ring.⁸⁸ Between the Race Day Stalls and Parade Ring and the new Members' Stand a promenade, or horse walk, was planned. After criticism following the 1924 Melbourne Cup, Robertson and Marks substantially reduced the size of the new mounting yard and the Members' lawn, giving what the *Advertiser* reported to be 'an extra 180 feet for the public lawn'.⁸⁹ The lawn sloped down from the first floor of the new stand to the racetrack.⁹⁰

The 1924 Members' Grandstand (1924) included a stewards' room, jockeys' room, weighing area, and members' bar and luncheon room on the first level; members' and ladies' luncheon rooms and committee room with appointed suite for Vice-Regal parties on the second level; and seating for spectators on the second and third levels (Figure 21 and Figure 22).⁹¹ Correspondence from the VRC to the Public Health Department indicated that it was anticipated that construction would begin on the stand following the 1922 Cup meeting, and in October the following year, although construction was not complete, permission was given to the VRC to use part of the stand (ground floor and first floor deck) for the 1923 Cup meeting.⁹² Seating that was not required by members was to be available to the public – and a separate public entrance was included to the top floor of the stand.⁹³ The Members' Stand was demolished in 2017.

Other 1922-24 alterations to the racecourse included the removal of many of the 1880s timber structures near the winning post, and the relocation of the betting ring (with new elms planted), Birdcage to the east, and the mounting yard in front of the new stand, as well as new car parks near the river, created through the conversion of the old Birdcage area. This new layout quickly became central

to the operation of the racecourse. The former betting ring under the elms was converted into a 'delightful luncheon vinery',⁹⁴ and two new training tracks, one of grass and the other of sand, were laid inside the course proper but avoiding the Flat reserve. These alterations changed much of the previous character of the racecourse,⁹⁵ and the VRC Committee reported to its members during 1924 that the new stand and other improvements were 'progressing satisfactorily and would be completed in time for the next Cup meeting.'⁹⁶ The changes also resulted in a new pre-race sequence, where horses moved from the Race Day Stalls (the new Birdcage) and Parade Ring to the Mounting Yard in front of the Members' Stand. From here, the horses and jockeys proceeded along a new Horse Walk next to the track, past the other public viewing areas, finally reaching the track close to the finishing post.

The Trainers and Jockeys' Stand (demolished 2007), also designed by Robertson and Marks to relate in style to the new Members Stand, was constructed in 1925 at a cost of £5,700,⁹⁷ and the 1873 Grandstand (Bagot's Cowshed) which had previously been in use as a members' stand, was converted for public use. This caused great consternation among some VRC members as the location of the new Members' Stand did not allow as direct a view of the finishing line. A number of members complained to the Committee, and for many years requested that the finishing post be relocated to afford them a better view from the new stand. This request was steadfastly refused by the VRC. The total cost of the 1922-1924 redevelopment of the racecourse amounted to more than £250,000, and as a result, the cost of admission to the course on race days rose, and VRC members' subscription costs doubled.⁹⁸

This redevelopment of the racecourse occurred at the end of Moore's term as Secretary of the VRC, as he retired in 1925 and died only a few weeks later. He was replaced by Arthur V Kewney who had previously been Secretary of the South Australia Jockey Club for six years.⁹⁹

Following on from the 1922-24 redevelopment of the racecourse was the introduction of totalizator machines in 1931, another significant change (Figure 23). The totalizator is a mechanical system which runs 'parimutuel' betting, where all bets of a particular type are placed together in a pool, taxes and the operator's take are deducted, and payouts are calculated by sharing the pool among all successful bets. The odds are displayed progressively, based on incoming bets.¹⁰⁰ The system had been established in France in the 1860s, and it was first introduced in Australia at Randwick, New South Wales in 1879. It was South Australia, rather than New South Wales, however, that was the first colony to legalize the use of the machine on the racecourse. In contrast, the Victorian government prohibited its use for a further 50 years.¹⁰¹

In 1880, a *Betting Prevention Bill* was proposed in Victoria to legalise the totalizator. This was the first of a series of bills proposed over the next 16 years, each designed to regulate or suppress gambling in Victoria.¹⁰² Opposition to the bill came from bookmakers, fearing competition, and those who believed the tote would normalise and increase gambling. Many people at the time questioned the morality of gambling.¹⁰³ The VRC committee generally supported the introduction of the totalizator, and in 1922 reported that, 'no effort was being spared trying to push the Bill forward'.¹⁰⁴ Despite fierce opposition by church groups and intense community and political debate, the *Totalizator Act* was finally passed in 1930, with Victoria the last Australian state to legalize the totalizator. This legislation allowed the major city racecourses to install automatic totalizators.¹⁰⁵ The VRC Committee, in response to the legalization of the machines, met frequently throughout late 1930 with Sir George Julius, inventor of the world's first automatic electric totalizator.

Mechanical engineer and inventor, Sir George Alfred Julius was born in England in 1873, and migrated as a child to Victoria in 1884, and subsequently to New Zealand in 1890. Educated at Melbourne Church of England Grammar School, he then enrolled in a Bachelor of Science. (Mechanical Engineering) at Canterbury College, University of New Zealand. Julius began his career as an assistant engineer with the Western Australian railways in 1896-1907, and in 1907, moved to Sydney as consulting engineer to Allen

Taylor & Co. Ltd.¹⁰⁶ Throughout this time, Julius worked on a design for an automatic totalizator and, with the help of two of his sons, built a prototype. Although it was originally designed as a mechanical vote-counting machine, Julius adapted it for use as a racecourse totalizator after the Government rejected the voting machine. The first installation of the Julius totalizator was in Auckland in 1913.¹⁰⁷

In 1914, Julius was joined in partnership by William Poole, and in 1922 by A J Gibson. He also served as a member of a number of associations and committees, including president of the Engineering Association of New South Wales, and as a founding member of the Institution of Engineers, Australia, and was knighted in 1929.¹⁰⁸

By July of 1930, Julius had submitted plans to the VRC showing proposed positions of totalizator buildings, including the number of selling and paying windows at the racecourse. In August and again in early September, Julius submitted further plans for the locations of the totalizator buildings, and the VRC Committee requested new plans locating the buildings and machines according to its recommendations. Throughout the rest of the year, the Committee continued to negotiate the locations of the buildings, machines and indicators. VRC Secretary Arthur Kewney had been sent abroad to study the latest totalizator technology and following his recommendation in favour of the Julius totalizator, the Committee voted unanimously that Julius machines be installed 'providing satisfactory arrangements [be made] regarding price, cost and conditions of running.'¹⁰⁹

By November 1930 and following further discussion about the proposed position of the totalizator within the betting ring, the Committee of the VRC accepted Sir George Julius' quote and requested the immediate start of machine manufacture. In February 1931, it was resolved that tenders be called for all the buildings in accordance with the plans submitted by Robertson and Marks, and by March, the VRC resolved to adopt the tender of J E Shillabeer & Sons of £17,775.15.9 for the erection of the buildings.¹¹⁰

Accordingly, in March 1931, an application was lodged with the City of Melbourne Building Surveyors Office for the erection of five totalizator buildings at a cost of £18,000. The main building would be in the paddock at the rear of the betting ring, and another building between the Members' Stand and the Saddling Paddock or Birdcage (buildings A and B). Building C was to be located within the ground floor of the Members Stand, building D at the rear of the Hill Stand and building E within the flat. The unit of betting was to be five shillings.¹¹¹

The totalizators at Flemington were first operated at the October race meeting in 1931, and the VRC Committee reported to its members their conviction that they could not have positioned the buildings any better. Despite the decreasing attendances at race meetings due to the economic depression of the early 1930s, by 1932 the VRC Committee reported that the public were becoming accustomed to betting in this way, and that the totalizators were growing in popularity on all racecourses. So true was this that by December of 1933, the VRC decided to add further selling windows at Flemington as the capacity of the existing layout had already been reached.¹¹²

By 1935, the improved finances of the VRC, together with the growing realization of the lack of adequate wet weather shelter at the racecourse prompted the VRC Committee to construct a new grandstand in the public reserve to accommodate 2,000 people, as well as a totalizator for ladies at the eastern end of the in the Members' Stand. The new stand was to be situated to the west of the Members' Stand.¹¹³ In April 1936, an application was lodged with the City of Melbourne for the erection of the members' ladies totalizator sub-station and a public grandstand and luncheon room at a cost of £38,000. The application was approved on 9 October the same year, and the VRC Committee reported on these additions the following year. The new stand was completed in 1936, and was replaced in 1985 by the Prince of Wales Stand. The VRC also spent £6,000 spent on improvements on the Flat.¹¹⁴

Two years later the VRC Committee announced the installation of additional horse stalls at the Smithfield Road training sheds as well as water supply extensions and underground telephone cables. World War II commenced in 1939, and it had a profound effect not only on the development of Flemington Racecourse, but also more broadly on horse racing in Victoria.

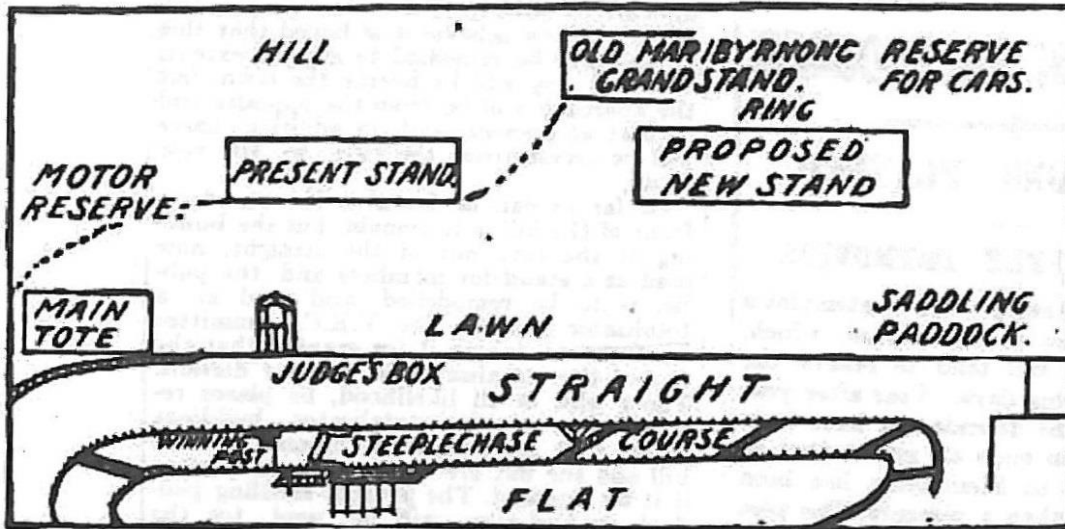


Figure 17 Plan showing proposed alterations to the Flemington Racecourse
Source: *The Argus*, 27 October 1921, p. 7

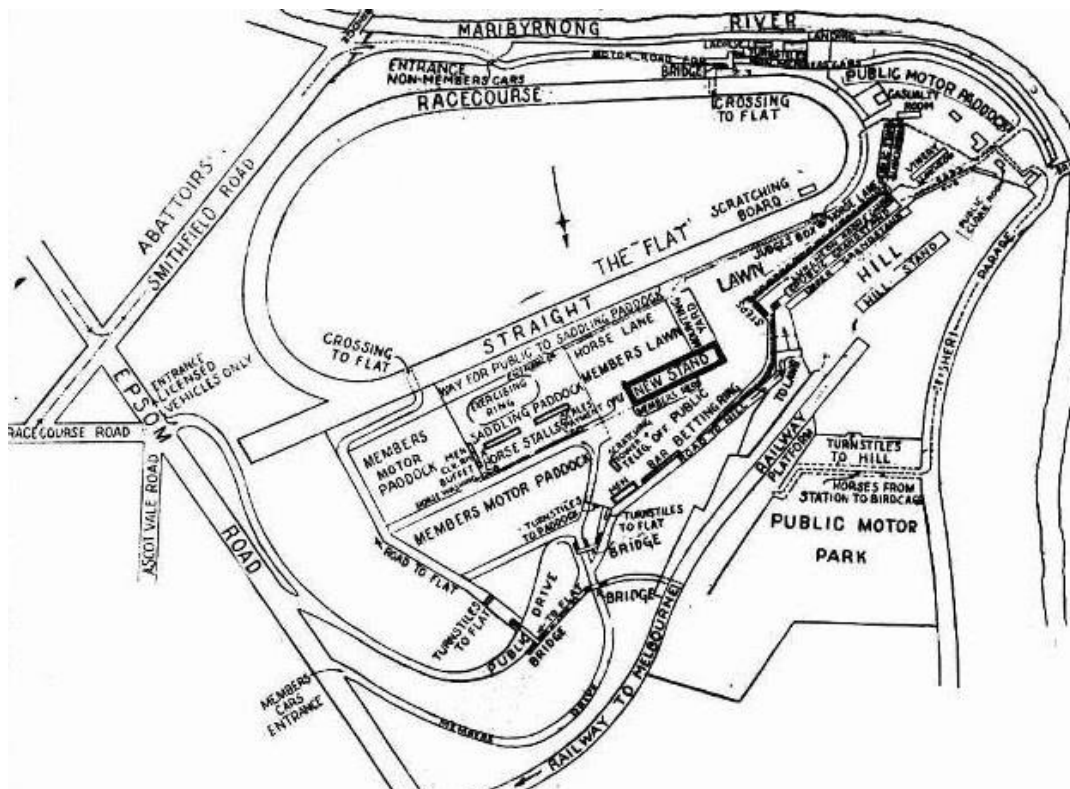


Figure 18 Plan showing 1922-24 improvements at Flemington racecourse. North is at bottom
Source: *The Argus*, 1 November 1924, p. 25

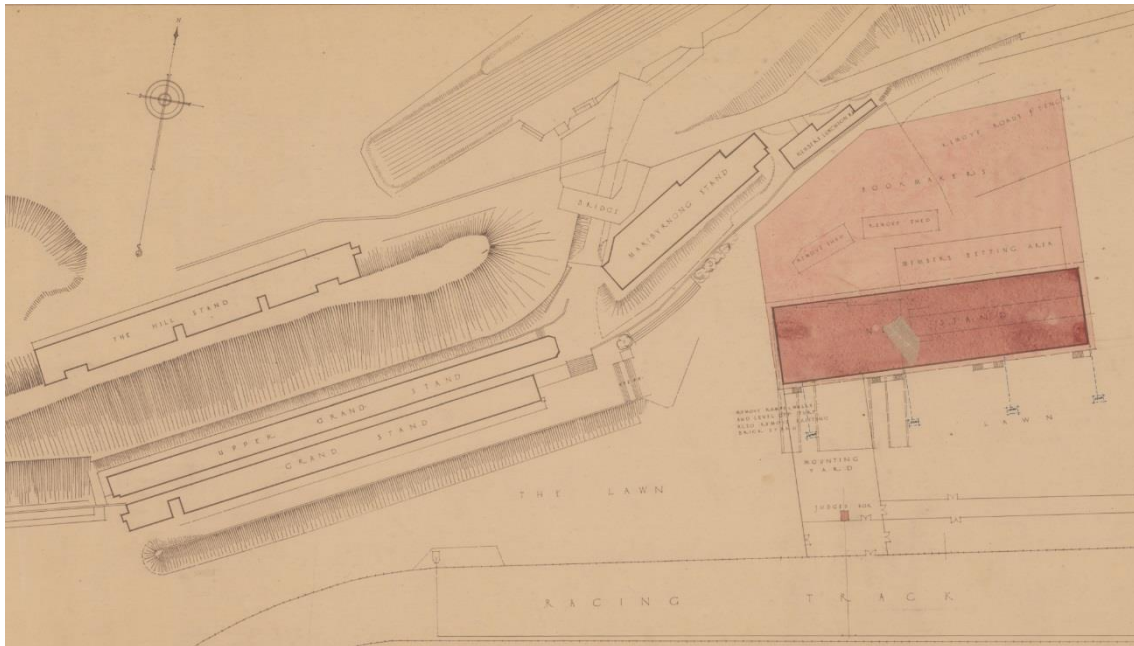


Figure 19 Flemington Racecourse site plan showing the location (in red) of the new Members' Stand and Betting Ring, Robertson and Marks, 1922
Source: Public Record Office Victoria

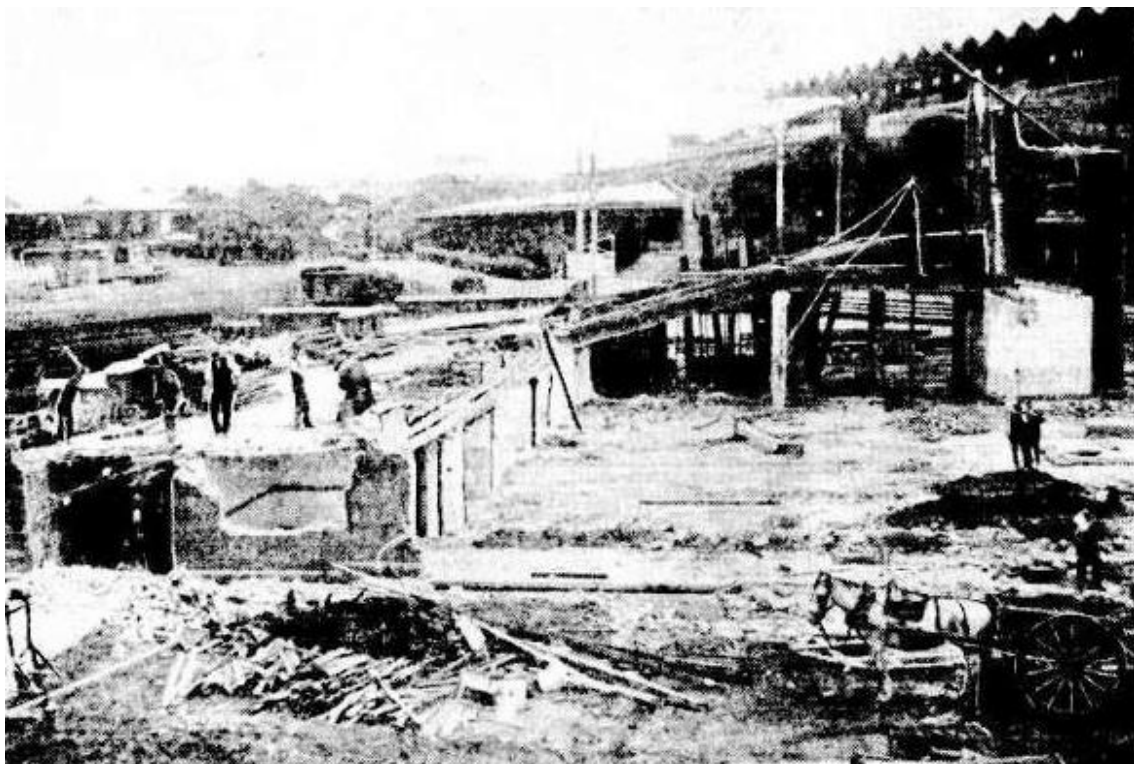


Figure 20 Demolition of the 1912 William Pitt brick grandstand to make way for the Robertson and Marks' new Members' Stand
Source: *The Argus*, 26 January 1923, p. 7

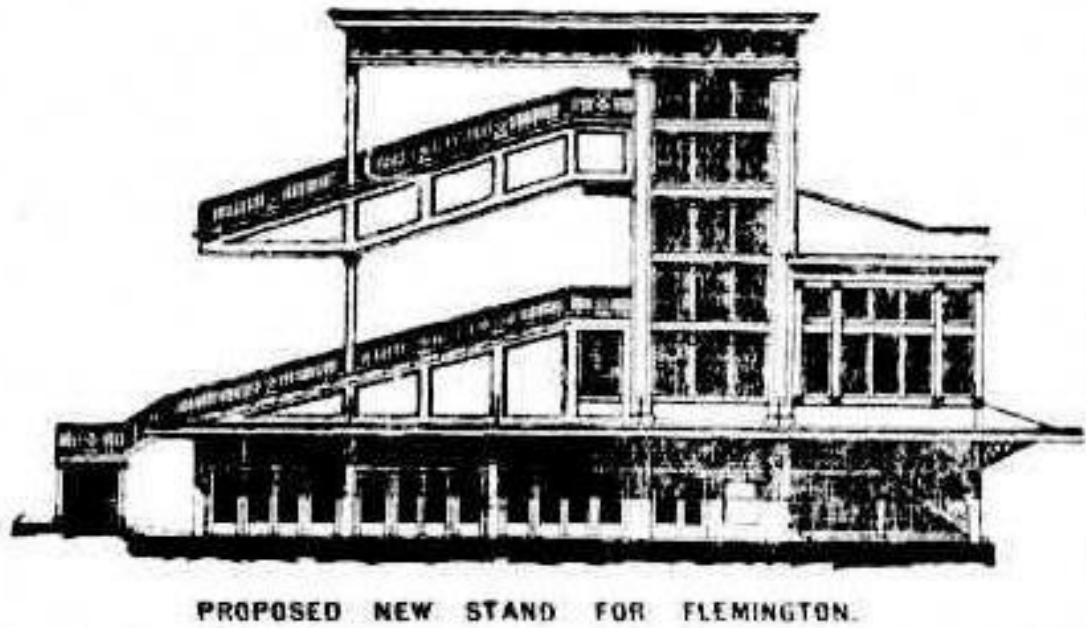


Figure 21 Drawing of the proposed new Members' Stand at Flemington
Source: *The Argus*, 26 January 1923, p. 7



Figure 22 The completed Members Stand at Flemington, c. 1925
Source: Public Record Office Victoria



Figure 23 Crowds placing bets at Flemington Racecourse totalizator, at the eastern end of the main betting ring near the 1924 Members' Stand, c. 1935-1939
Source: State Library of Victoria Pictures Collection

A.3.3 *Flemington Racecourse during and after World War II*

Following the declaration of war in 1939, the VRC requested that the government allow racing to continue on the grounds that it provided necessary employment and public recreation. As it had done during World War I, the VRC pledged its profits to the war effort. Racing continued at Flemington during the war, but some racecourses were occupied for the training of Armed Forces, making the relocation of some races necessary, including the Caulfield Cup which was run at Flemington from 1940 to 1943.¹¹⁵

By 1942, a 'considerable portion' of Flemington was under military use (a common occurrence with larger public facilities in Melbourne, including Caulfield and Williamstown racecourses, Melbourne Cricket Ground and Royal Park) but the RAAF presence did not prevent race meetings being held at Flemington. The Australian government imposed some national restrictions limiting days and times when racing could take place, while the Victorian government exercised the right to determine the number of race meetings for each racing club. The VRC reported its dissatisfaction with its allotment of racing days for the 1942-1943 season, while it accommodated many meetings from other clubs whose courses had been requisitioned.¹¹⁶

Even with governmental control over the racing schedule, the increased use of Flemington Racecourse during the war years resulted deterioration of facilities and a need to completely rejuvenate the site. In 1944, the VRC acknowledged that although the stands and buildings had received minimal care, the course proper and the training tracks required further maintenance, so 'a considerable sum would need to be spent on renovations after the War was over and man-power is available.' This unfortunately was not to be the case for some time as the necessary materials were not readily available. By 1945, the VRC promised to 'restore it on a proper basis at the earliest opportunity' (Figure 24).¹¹⁷

For a few years following the end of World War II, there were few improvements made to the racecourse. The Committee of the VRC reported in 1946 that:

...while the manpower problem has eased, materials are not available [and] any work which calls for supplies of bricks, timber, cement or water pipes is out of the question at the present time.¹¹⁸

The situation had not much improved by the following year when the Committee reported that it was 'more and more difficult' to obtain supplies of any necessary materials, especially timber and bricks. There were some alterations made to the course during this time, however, and the report of 1947 included information about the use of photo-finish equipment which had been installed in a purpose-built tower the previous year. They reported that the equipment was 'giving satisfaction to all concerned, especially in the event of a very close finish and when horses are racing wide apart.'¹¹⁹

On 1 January 1948, a portion of the old 1886-90 timber Hill Reserve Stand was destroyed by fire during a race day, although it was not reported as a particularly calamitous event at the time. According to the *Herald* report the following day, racegoers were still drinking in the bar despite the fire and

... when the first belated attempt was made to trace the fire and put it out, it was found that there was not enough pressure in the nearby mains to put an adequate stream of water through the hoses.¹²⁰

Despite the relatively casual manner in which the fire was reported, little of the stand remained undamaged. Ten of the 18 bays were completely destroyed, and four bars, a dining room and the refreshment-room below were gutted, leading to a decision by the Commission of Public Health two weeks later that the grandstand was structurally unsafe and must be kept closed.¹²¹ The report of the VRC Committee that year indicated to its members that while it was considered impossible to rebuild the stand, 'everything possible is being done to provide for patrons on the Hill as far as circumstances will permit.'¹²² Another major event to have a lasting effect on the racecourse in 1948 was the VRC's adoption of a five-year plan, which had been prepared from advice given by the 'course and tracks subcommittee in connection with improvements and constructional work on the course proper and training tracks.'¹²³

In 1948, the VRC decided to join the Victorian Amateur Turf Club (Caulfield) and the Moonee Valley Racing Club to purchase both the Mentone and Epsom racecourses for the purpose of developing them as training tracks to be controlled by a committee of management. All three Clubs jointly shared the maintenance costs of the Mentone and Epsom training tracks.¹²⁴ Despite the adoption of the five-year plan for Flemington, the alterations and improvements suggested therein were not immediately undertaken. The *VRC Report and Statement of Receipts and Expenditure* in 1951 stated

At the present time, it is not possible or practicable to carry out improvements to the extent designed, but during the year the sum of £2,822 was expended on the conversion of the inside sand training track to a cinders training track, up to date workshops, and the installation of Refrigeration Plant, etc.¹²⁵

Although the VRC was financially unable to complete many of the intended improvements at this time, extensive plans were underway to update the racecourse.

On 18 February 1951, a storm hit Flemington which blew the roof off the eastern end of the same Hill Reserve Stand that had been damaged by fire in 1948. The *Sun* reported the following day that due to the gale, 'only the western portion of the stand is still standing. The remaining wall and cloakroom and dining room at the eastern end of the stand will probably have to be demolished as it is unsafe.'¹²⁶ The VRC acknowledged to its members that because of the damage to the Hill Stand, the outdated and dilapidated state of the 1873 grandstand known as 'Bagot's Cowshed', and the lack of sufficient public seating, it was necessary to plan for the future. To this end, the VRC Committee reported in 1951 that it had:

... for the last two years been in touch with architects with a view to having a Masterplan prepared for the future development of Flemington. All new work in the future will be carried out in conformity with this Master Plan (but the Committee does not contemplate an early start). When the Plan is completed, it will materially improve the course proper, the training tracks, and will provide greatly improved facilities for the racing public.¹²⁷

Another disaster struck Flemington in 1952 when fire struck remaining section of the Hill Reserve Stand on New Year's Day, further damaging the building.¹²⁸ The VRC reported to its members that the fire had resulted in the loss of the Hill public dining room, and that the Committee had 'contracted for the construction of a modern cafeteria in the Hill reserve to cater for patrons.'¹²⁹ They promised that the cafeteria would be open in time for the 1952 Melbourne Cup Carnival, but also acknowledged that while plans were underway to replace the Hill Reserve Stand with a new grandstand, they were 'hampered by a lack of funds' meaning that 'the rebuilding of the Hill Stand and other accommodation was at present beyond the financial capacity of the Club.'¹³⁰ True to their word, the new cafeteria was opened in time for the Melbourne Cup Carnival, and some improvements were also made for public accommodation and amenities of the Hill.

Fire again caused a loss to the VRC in May 1953, partially destroying the 1913 Tattersall's Stand at the turn out of the straight. Again, finances forced the VRC to consider the expense to rebuild the stand too great, so the decision was made to demolish the remnants and use any suitable material for other reconstruction work at the course. In order to compensate for the loss of the Tattersall's Stand, the VRC decided to

...extend the existing bank in front of the bluestone stand in an easterly direction past the front of the concrete public stand to the Mounting Yard. This will accommodate another 2,000 people and it is anticipated that this work will be completed in time for the autumn meeting.

It was also anticipated in 1953 that building in accordance with the Masterplan would commence immediately after the autumn meeting. The first section to be rebuilt was the destroyed Hill Reserve Stand, and it was hoped then to proceed with the rebuilding of the outdated 1873 bluestone stand.¹³¹

It was to be the most extensive change in the appearance of Flemington since the 1922-24 alterations, and accordingly, in September 1954, an application was lodged with the City of Melbourne Building Surveyors Office for the erection of a grandstand and hill terracing at a cost of £102,000. Construction of the new Hill Reserve Grandstand shelter and terracing (Figure 25) was underway for the 1955 Melbourne Cup, and completed in 1957. Works on the new Lawn Stand followed, involving significant demolition of 'Bagot's Cowshed' and the associated 1880s buildings, and construction of a new grandstand on a substantial component of the original footprint, leaving some fabric of the historic stand. The brick terracing at the front of the new Lawn Stand extended to the front of the remnant bluestone stand in the Paddock enclosure. A public cafeteria (demolished 1988) was constructed in the nearby Elms precinct.

The VRC reported in 1956 that the benefit from the completion of the Lawn Stand, hill terracing and improved facilities for patrons in this enclosure was reflected in the increased attendances on the Hill reserve (Figure 26).¹³² Two years later, further improvements were made to the racecourse through the conversion of the cinders training track on the infield to an additional sand training track, as well as the construction of a new Hill buffet and grounds work to facilitate the introduction of mobile starting barrier stalls.¹³³ Mobile stalls had been introduced at other Victorian racecourses, but the surface of Flemington on the river flats meant that the ground was considered too soft for the heavy machinery

needed to move the stalls between various starting points around the track. This problem was overcome in 1959 when the VRC reported that mobile starting barriers had been introduced.

The VRC Annual Reports of 1960 and 1961 indicate that some minor improvements were made to the racecourse including the construction of new railway entrances and turnstiles, additional tote facilities, the extension of the Members' Ladies Buffet and Bar, new Paddock and Flat entrances, the installation of escalators in the 1924 Members Stand and the extension of car parks.



Figure 24 Aerial view of Flemington Racecourse, 1945
Source: University of Melbourne Map Collection



Figure 25 Rear view of the 1955-7 Hill Reserve Grandstand and terrace
Source: State Library of Victoria Pictures Collection



Figure 26 Aerial view of Flemington Racecourse, 1956
Source: Land Victoria Aerial Photography Library

A.3.4 *Centenary celebrations*

In 1960, the VRC celebrated the centenary of the Melbourne Cup. The *Age* reported the following day that the race was history making not only as the centenary Melbourne Cup, but also:

...for the outstanding success of the first inter-state telecast of the event ever attempted. The six television stations in Sydney and Melbourne combined to make the telecast possible through a series of microwave relays.¹³⁴

The Cup was won by New Zealand horse Hi Jinx, and much to the dismay of the crowd of over 100,000 spectators, New Zealand horses placed first, second and third, while favourite Tulloch finished seventh.

To celebrate the centenary of the Melbourne Cup, Australia Post issued a postage stamp depicting the first Melbourne Cup winner, Archer; and the State Library of Victoria staged an exhibition featuring paintings, prints and drawings, with Phar Lap given pride of place, shifted a short distance from his position of prominence in the National Museum.¹³⁵

Also introduced for the first time at the 1960 Melbourne Cup was a 'black and white fashion competition' sponsored by Black and White Scotch Whisky. This event was a precursor to 'Fashions on the Field', an iconic event established in 1962 which has since become a race day institution.

During the 1950s, steps were taken by the Victorian government to prevent the illegal off-course bookmaking industry which had flourished following the introduction of radio broadcasting of race meetings in the 1920s. The VRC had for some time sought the means to quell this type of betting, whose operators contributed nothing financially to racing, but whose activities reduced both attendances and profits for racing clubs. A Victorian Royal Commission in 1958 exposed the massive growth in this industry, and in response, the government, in conjunction with the racing industry, established the Totalizator Agency Board (TAB) with its first off-course branches opening in March 1961. Other states quickly followed Victoria, with a state-controlled TAB established in Western Australia in 1961, in Queensland in 1962, Canberra in 1964, in New South Wales in 1965, and in South Australia in 1967.¹³⁶ Initially restricted by a lack of sufficient electronic networks and telephone services, the Victorian TAB had fifty operational outlets in time for the 1961 Cup.¹³⁷

In 1964, another centenary was celebrated at Flemington, this time of the formation of the VRC in 1864; the occasion was marked at a race meeting on 7 March, featuring the Newmarket Handicap.¹³⁸

FLEMINGTON RACECOURSE



Figure 27 Aerial view of Flemington Racecourse, 1968.
Source: Land Victoria Aerial Photography Library.

A.3.5 *Development during the second half of the twentieth century*

In order to maintain its status as Victoria's premier racecourse, multiple upgrades and extensions to the facilities at Flemington have been necessary. With these improvements, however, came some decisions which were not necessarily popular with the racing public. For example, despite having always been open for public viewing, the Flat was closed as a public enclosure in March 1963, but as a result, the cost of admission to the Hill Reserve was reduced.¹³⁹

In 1964, to keep pace with a growing demand, new totalizator equipment was installed at Flemington, costing £110,000. The upgrading of the tote equipment included the display of odds and results of races on the newly constructed electric infield indicator. By the end of the decade, the totalizator facilities at Flemington were further extended including the alteration of tote windows, and the remodelling of the totalizator buildings in the Paddock and Members Reserves.¹⁴⁰ Further developments were also made at this time to the horse stabling and training facilities at the racecourse. Twice in 1966, first in March and again in June, applications were lodged with the City of Melbourne for the construction of 'stripping sheds' or scraping stalls at the racecourse, adjacent to the 'straight six'. The purpose of scraping stalls is to provide a place for horses to be prepared for exercising, training and racing, and to be washed down and scraped dry afterwards. An important distinction between scraping sheds and training stables is that scraping sheds are used to accommodate horses temporarily during the day, whereas stables accommodate horses for longer periods, including overnight, in a loose box.¹⁴¹ The total cost of the erection of these scraping stalls was £50,000, and following their construction, older sections of existing scraping stalls were converted to on-course stables between 1967 and 1969, and again in 1970-71, known as the Community Stables and available for lease to local trainers (Figure 27). This followed the construction of the first permanent training stables on the racecourse in 1961, Chicquita Lodge, on the Smithfield Road boundary.

By the early 1970s, approximately 100 horses were stabled on-site at Flemington, all of whom had to be evacuated following several days of continuous rain in May 1974 which caused the racecourse to flood to an average depth of four feet (1.22 metres). Further developments completed at the racecourse by the end of the 1960s included a new sand training track on the infield. A new internal road leading from Epsom Road to the training area was constructed at a cost of \$6,425.¹⁴²

In 1974, architects Edward F Billson and Associates were commissioned by the VRC to carry out a Masterplan for the club's facilities. The first major alteration to the racecourse as part of this plan was the demolition of most of the Hill Reserve Stand in 1977 (Figure 28 and Figure 29). An application for a new five-storey grandstand on the site was lodged with the City of Melbourne in March, at a cost of \$5,000,000. The VRC Annual Report detailed that the new stand would include 4,000 seats on one seating deck, 2,000 seats under cover and reserved seating, three internal floors, escalators, catering and a bar, a totalizator, television, an air conditioned Club House Restaurant, 25 private boxes, improved race broadcasting facilities, judges' box and photo-finish operators.¹⁴³ The new Hill Stand was completed two years later, and was officially opened on 12 March 1979

The second stage of the Masterplan was designed to connect the new Hill Stand to the betting ring behind the 1924 Members' Stand. This was achieved through the construction of a building, the Link Stand (named the Prince of Wales Stand) to connect the Hill Stand to the existing 1924 Members' Stand.¹⁴⁴

An application for this Link Building was lodged with the City of Melbourne Building Surveyors' Office in August 1982, but approval for modified works was not given until 1983 (Figure 30 and Figure 31). Construction of the Link Building began in January 1984, and the work included the demolition of the public grandstand erected in 1936.¹⁴⁵ It also allowed the mounting yard to be reoriented to provide better viewing of the horses from the new stand, and more standing room for the public on the lawn.

The Link Building contained two banks of escalators, one to the second-floor dining, betting and bar facilities and the other directly to the Hill Stand. It also contained a new administration area, weigh-in area, amenities for jockeys and stewards and a new Committee Room. Originally designed as a four-storey building, the VRC decided to delay the construction of the third and fourth floors because of rising construction costs, partly attributed to a two-year delay in the project's commencement.¹⁴⁶ Flemington also hosted a number of Royal visits in the latter half of the twentieth century – as it had since the visit of Prince Alfred, Duke of Edinburgh in 1867. For the third time, Queen Elizabeth II visited the racecourse, in time for the March race meeting in 1977, as part of her Silver Jubilee Tour of Australia, and the Prince and Princess of Wales attended the Melbourne Cup in 1985. A year later in November 1986, Pope John Paul II held a Papal Mass before a congregation of 120,000 at Flemington Racecourse during a week-long visit to Australia. The Duchess of York continued the tradition of Royal visits to the racecourse when she attended Melbourne Cup Day in 1990.¹⁴⁷

The Hill Stand and Link Building meant that the VRC would be able to demolish and rebuild the 1924 Members' Stand without disrupting race meetings, and in 1987 plans were initiated to construct a new stand incorporating terraced, air-conditioned dining boxes, private boxes, bars and totes.¹⁴⁸ This plan, however, did not eventuate and the Members Stand continued to operate in its intended function. In 1990, an application was lodged with the City of Melbourne for the erection of a new open deck grandstand, extending the Lawn Stand, at a cost of \$1,000,000.¹⁴⁹ This was to compensate for the loss of public viewing areas when the open undercroft level of the 1979 Hill Stand was enclosed in 1989 to create the up-market Terrace Restaurant behind glass. The new open-deck stand extension was designed by Douglas Alexandra and constructed in the Elms area by E & J Building Constructions Pty Ltd. More seating was provided almost a decade later with the construction of a multi-level grandstand over the Prince of Wales Stand, completed in 2000 (Figure 33). The Grandstand provided additional members' facilities and viewing areas to supplement those in the 1924 Members' Stand.

In 1992 a poker machine and sports betting venue (initially 'the Melbourne Cup Club', later 'Tabaret') available to the general public was opened in a ground-floor structure at the rear of the 1979 Hill Stand.

In 1965, the extensive separate training track (the 'big sand' and associated tan track dating to the 1860s) located in the north-east section of the site towards Epsom Road had been discontinued after installation of additional training tracks within the course proper (Figure 27). Figure 31 shows the old track footprint still apparent in 1982. By 2006 (Figure 32), the southern half of the former track area had been fully occupied by on course training stables and amenities while the northern half was being made over for landscaped wetlands and extended car parking.



Figure 28 Demolition of a portion of the 1957 Hill Reserve Stand to make way for the new five storey grandstand
 Source: *The Age*, 15 June 1977, p. 12



Figure 29 Melbourne Cup Day 1985, showing the 1979 Hill Stand
 Source: VRC, *The Cup – 126 Years*, p. 75

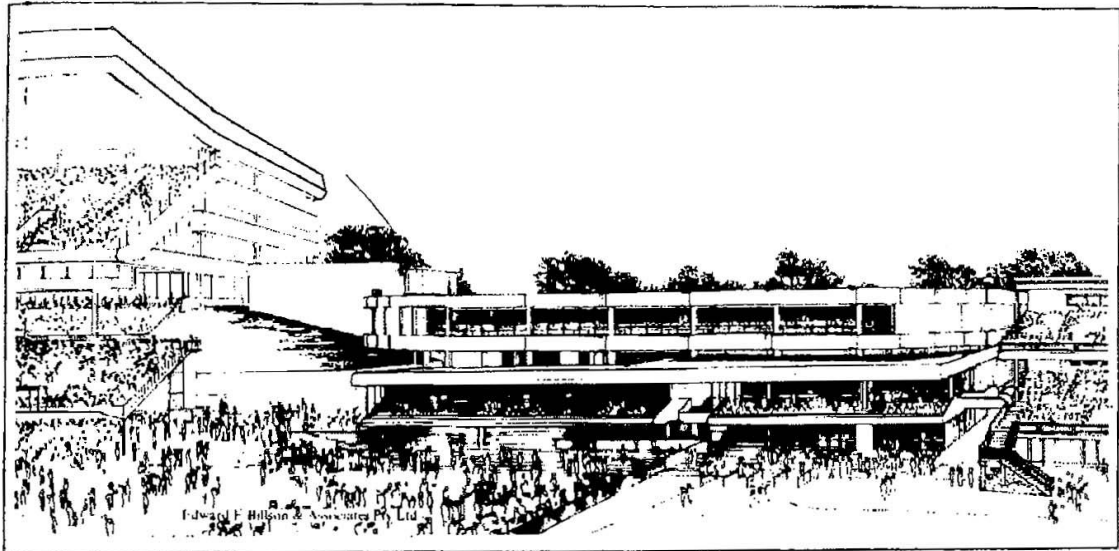


Figure 30 Link Building (Prince of Wales Stand) as depicted in 1987
Source: VRC, *The Cup – 126 Years*, p. 59



Figure 31 Aerial view of Flemington Racecourse, 1982
Source: Land Victoria Aerial Photography Library



Figure 32 Aerial photograph of 2006, with removal of the second racing track evident
Source: Nearmap, 2006



Figure 33 Aerial view of Flemington Racecourse, 2019
Source: Nearmap

A.4 Flemington Racecourse in the twenty-first century

A.4.1 *Flemington Racecourse during the 2000s and 2010s*

Early in the new century, works were completed in accordance with Flemington's Masterplan. The 2005 VRC Annual Report outlined the work that had been undertaken over the previous three years, including the construction of new VRC Administration Offices, and a new main entrance on Epsom Road. The completion of the Masterplan works in 2007 also included a horse and vehicle tunnel to the centre of the racecourse; bund wall (1.8 kilometres long) along the river side of the racecourse and along Smithfield Road for flood mitigation; wetlands; pumping stations and integrated drainage system; new race day horse stall and pre-parade ring development; and a horse tunnel from the pre-parade ring to the Mounting Yard.¹⁵⁰ Extensive work was also undertaken to upgrade the North Community Stables (closest to the Six Straight track), as well as renovations to the Chicquita Lodge stables.¹⁵¹

As part of the Masterplan works, and for the first time in the history of the racecourse, the entire racing surface was replaced in 2007. These works were undertaken to provide drainage and flood protection for the track. Also at this time, and following the demolition of the 1960s Southern Community Stables, new Central Community Stables were constructed, which comprised a complex of 156 stable boxes.¹⁵² Another change at the racecourse in 2005 was the transfer of the VRC Administration Offices at the former Flemington High School premises at 400 Epsom Road to Racing Victoria Ltd. This complex included the offices, library and collection storage, but not display areas, of the Australian Racing Museum and Hall of Fame.¹⁵³

On 1 August 2006, the *Victoria Racing Club Act 2006* came into effect. This Act was to facilitate the Club's Incorporation and to underwrite the VRC's ongoing control of Flemington Racecourse.¹⁵⁴ Subsequently, in December 2009, the VRC Masterplan 2025 for the racecourse was endorsed, which proposed the following works to be undertaken over a 15-year period:

- The replacement of the 1924 Members' Grandstand
- The development of the Hill Precinct, including the sale of freehold land to assist in the funding of the masterplan
- The renovation of the 1979 Hill Stand
- The consideration of an on-site hotel development
- The development of underutilised freehold land along Epsom Road
- The development of the Lawn public grandstand.¹⁵⁵

The renovation of the 1979 Hill Stand commenced in 2011 when the interior was upgraded. Externally, a new outdoor space to the rear of the building, the Hill Square, was created for racegoers, with seating and a water feature. Together with the implementation of the Masterplan 2025, a number of other significant changes occurred in the 2010s, including:

- The conversion of the Racecourse Manager's Office into the Flemington Racecourse Heritage Centre in 2010 to promote and celebrate the history of the racecourse, the Melbourne Cup and the VRC
- The 2011-12 installation of an additional six desalination water bores to ensure future water supply and reduce the cost of such a supply
- The construction in 2012 of a walkway between the station platform and Members Reserved Car Park
- The upgrading of racetrack facilities, including the 2012-13 steeple grass training track
- The \$1 million development of the Undercroft (below the open-deck Lawn Stand) in 2015-16. The new precinct, for the general public, Sainly Place in honour of horse trainer Bart

Cummings, whose former 'Saintry Place' stables were located adjacent to the course on Leonard Crescent.¹⁵⁶

A.4.2 Latest site development

The VRC Masterplan 2025 sought to develop the 40-hectare Flemington Racecourse site into a sporting, commercial and residential precinct.¹⁵⁷ As a means of funding the Masterplan, two surplus plots of land (one on Epsom Road, the other on Leonard Crescent/Fisher Parade in Ascot Vale) were rezoned for development.¹⁵⁸ In 2014, a section of the Flemington Racecourse land title located along Epsom Road was subdivided, including the area of the Jockeys' Convalescent Lodge and its landscape enclosure. In 2017, *The Age* announced Victoria's Planning Minister had recently approved a residential tower development on the Epsom Road site and a three tower of 10 storeys or less on the Ascot Vale land.¹⁵⁹ The approved Epsom Road development comprised a u-shaped tower of a 15-storey height on the northern arm and 13 storeys on the southern arm closer to the Lodge with a curved façade facing Flemington Racecourse.¹⁶⁰ A permit was granted by Heritage Victoria in March 2019 which included permit conditions designed to minimise impacts on the heritage-listed Jockeys' Convalescence Lodge and its surrounding garden and hedge.¹⁶¹ The Lodge has been retained as part of the endorsed development, future plans are for the building to be adapted for a new use to be determined.

In 2014, a Heritage Victoria permit was granted for the demolition of the 1924 Members' Grandstand, including Champagne Bar, together with part of the Betting Ring, Central Totalizator Building (western Tote Building), and the eastern end of the Mounting Yard. The permit also approved the removal of three Elm trees and some landscaping features in the Betting Ring. In place of the grandstand, the Club Stand with members' enclosure has been constructed, with pedestrian links to buildings at the eastern and western ends, and an extension to the Mounting Yard. Bates Smart were the architects. In 2015, the permit was amended to include the installation of betting stands and canopies for the new members' enclosure.

The new Club Stand was officially opened in 2018 (Figure 35). The five-level structure comprises 13 internal venues including a roof garden, dining rooms, bars, members lawn area, indoor spaces and tiered seating.¹⁶² The design of the Club Stand moves away from the historic and traditional linear and elongated grandstand layout familiar to Flemington Racecourse, to bolder curvilinear forms and materials. The design of the building reflected a 21st century trend of diversification in racing clubs by providing secondary functions to racegoers seeking corporate hospitality and a wider range of experiences. Another emerging international trend reflected at Flemington at this time was the growing complexity of racecourses: 'these are sophisticated, capital intensive venues. As the twenty-first century progresses, and tomorrow's technologies overtake those of today, this is only likely to become truer'.¹⁶³ The 2025 Masterplan's consideration of a hotel development on the racecourse site was another manifestation of this diversification trend.¹⁶⁴

A number of statues and sculptures have been unveiled in the last decade or so, including: a statue of the three-time winner of the Melbourne Cup, Makybe Diva, by Philip Blacker, in 2007; and the bronze statue of the jockey, Roy 'the Professor' Higgins, by Judith Leman near the Hill Gate entrance in 2015.¹⁶⁵

Flemington Racecourse's annual spring event, Melbourne Cup Carnival continues to garner national and international attention and patronage. Comprising Derby Day, Melbourne Cup Day, Oaks Day and Stakes Day, the four-day format dates back to 1876 and remains 'an unequalled world-class event that encompasses the finest racing, entertainment, fashion, culture, food and wine all in one place – Flemington'.¹⁶⁶ Women's dress attire, exemplified by the Fashion on the Field promotions and particularly focused on Oaks Day (traditionally known as Ladies' Day) continues to be discussed widely in the national media, including magazines like *Who* and *Vogue*.¹⁶⁷ The number of people attending the carnival increased in the first decade of the twenty-first century, and in 2007, a new ticketing system

was introduced to cap the number of attendances at any one day at 120,000. This came into effect after overcrowding concerns following attendance at the 2006 Derby Day which reached 129,089.¹⁶⁸ Since 2000, the attendance figure for the four-day event has not fallen below 303,587. Derby Day is gaining popularity and more people have attended Derby Day than Melbourne Cup Day for eight of the last 19 years.¹⁶⁹ The carnival continues to be a significant economic event each year as it generates increased spending in the sectors of tourism, retail, and hospitality. In 2018, the four days of racing were estimated to have contributed \$447.6 million in gross economic benefit to Victoria, with 34.3 per cent of attendees coming from interstate or overseas.¹⁷⁰



Figure 34 The former Jockeys' Convalescent Lodge in 2009
Source: <https://vhd.heritagecouncil.vic.gov.au/places/13910>



Figure 35 The new Club Stand, designed by Bates Smart, 2019.
Source: Lovell Chen

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APPENDIX B ANALYSING THE PHYSICAL EVIDENCE

APPENDIX B ANALYSING THE PHYSICAL EVIDENCE

The following physical survey of Flemington Racecourse is based on the 2012 CMP and a recent inspection of the place and its individual elements. It provides supplementary analysis of spatial sequences at the place, including the staging/ racing sequence and the viewing/spectator sequence. Additional assessment of traditions of use and occupancy is provided as well as historic and existing landscape and spatial element. Finally, an inventory of buildings, structures, landscaping elements and moveable objects/artworks is included.

B.1 Site overview

Flemington Racecourse occupies an irregularly shaped area of 127 ha located approximately 5km north-west of Melbourne's CBD. Topographically, it comprises an escarpment to the north and east and the low-lying flood plain of the Maribyrnong River to the south and west. Since the 1860s, the primary viewing areas have been located in the north-west of the site (on and surrounding 'the Hill'). This remains the case today.

A variety of functions and operations are accommodated within the racecourse site which include:

- public areas comprising public and members stands and the Betting Ring to the north-west
- the racecourse proper and training tracks to the south
- equine training and stabling facilities to the south-east
- Victoria Racing Club (VRC) administrative facilities to the east, and
- a generally open expanse of land to the north-east which includes car parking as well as the nursery and site maintenance facilities.

B.1.1 *Natural setting and topography*

The origin and situation of Flemington Racecourse stem from topography. The course occupies a bowl-shaped section of the flood plain of the Maribyrnong River, positioned between the river to the south-west and high ground to the north and east, in the form of a small escarpment to the north and the prevailing edge of the valley to the east. The escarpment was terminated by a pronounced hill (historically known as 'The Hill') at the north-west corner of the ground, providing a natural vantage point for spectators. This elevated position echoes the preceding use of Batman's Hill on the western edge of the Melbourne CBD for that purpose when the racing was initially held in West Melbourne in 1838-39.

The facilities of the racecourse, including spectator stands and amenities, horse accommodation and training facilities, and the infrastructure of the race itself, have been dictated by the topography of the site and the transportation systems which address that topography. Since the 1860s, stands and race day amenities have concentrated in the northwest where the escarpment comes closest to both the river, one of the transportation routes to the site, and to the course itself.

Although temporary stands and a distance post at the racecourse were initially erected on the river side, the north-west escarpment was secure, dry ground above the flood plain and soon prevailed as a natural vantage point for viewing the action. Already popular with spectators, development from 1860 concentrated buildings and infrastructure on and below the Hill and escarpment, including the railway branch service introduced in 1861.

With spectator amenity and the ceremonial stages of the racing concentrated in the north-west, the broader extent of the place was, for much of the course's history, a more informal and workaday landscape of training facilities located on barely improved floodplain. In 1974, the course was flooded to a depth of four feet (1.2 metres), necessitating the evacuation of one hundred or so horses stabled on the site. Works undertaken in the early 2000s included construction of a bund wall along the river side

of the racecourse to protect against future flooding, internal pumping stations, and the replacement of the entire racing surface to improve drainage within the track area. As result, in some places at ground level the bund has reduced views to and from the Maribyrnong River.

B.1.2 Horseracing infrastructure

Flemington Racecourse has been holding major horseracing events since 1840 including (since 1861) the Melbourne Cup, Victoria's defining racing event. The infrastructure and facilities of the racecourse were primarily developed between 1864 and 1925 under the supervision of the first two secretaries of the Victorian Racing Club, Robert Cooper Bagot and Henry Byron Moore, both of whom were professional surveyors.

B.1.3 Access

Approximately 5km north-west of central Melbourne, the racecourse was initially accessed road via a crossing over the Moonee Ponds Creek at Flemington Road, then across country to today's Smithfield Road. Rail access to near this entry point was briefly available via a platform near today's South Kensington in 1859. River access was possible via the Lower Yarra and Maribyrnong. After reconfiguration of the track layout in 1860 the main vehicular and pedestrian entry was from Epsom Road (this name was in use from the early 1880s). In 1861, a branch railway service to the racecourse was established, followed by its reestablishment by the Victorian government in 1867. The line was deviated from the Broadmeadows - Melbourne line located east of today's Epsom Road and ran along the escarpment's south face to a station near the location of the historic 'Hill'.

Although the railway service proved popular, the large number of spectators that continued to reach the site by private transport required large holding areas for carts and horses (and later automobiles). These developed around the most direct entrance to the site from the Epsom Road. The Members Drive is the original carriage entrance to the site, and is a private drive lined with ornamental trees running down the side of the escarpment to arrive at the original carriage paddock near the spectator precinct. Elements of the plantings may date to beautifications carried out under the supervision of Henry Byron Moore in the 1880s and 1890s. The nearby public entrance at Flemington Drive descends more directly from Epsom Road onto the floodplain, bends north through the site of the former training course that was located to the east of the primary course, and then accesses the extensive car parks located on the flats to the east of the race day precinct.

Another entrance, created in 1882, is located at the Hill Gate, on the back side of the Hill, north of the railway station. The contemporary stabling and training complex can be accessed either from Flemington Drive or from the south through a modern gate ('Stables Drive') at Smithfield Road.

B.1.4 Operations

Along with expected facilities for groundskeeping and administration, permanent stabling and training facilities represent a third infrastructure that has long been attached to Flemington Racecourse in order to make full use of the extensive training tracks. However, for the first century of the racecourse, stables were situated in the surrounding suburbs, with horses walked to the tracks each day for training. The changing economics of the industry and evolving land uses in the surrounding area encouraged the construction of training stables at Flemington Racecourse, beginning with the development of Chicquita Lodge in the 1961 and continuing from 1967 with the development of the Community Stables, leased to trainers by the VRC. These facilities built upon an existing complex of day-use stripping sheds at Smithfield Road on the southern boundary of the site, and their expansion saw the gradual abandonment of the former separate 'big sand' training circuit, replaced by additional training tracks on the infield of the course proper. The most recent expansion of the on-course stabling complex occurred

from 1997 to 2003, with accommodation expanded to 800 horses, after which the original Smithfield Road stables/stripping sheds were demolished.

The separation of non-race day stabling and training facilities from the public and ceremonial landscape remains a strong aspect of the contemporary layout of Flemington. While the racing and spectator infrastructure has been developed with an extended interface for staging of the races, the infrastructure of training and stabling, along with most of the grounds and administration facilities, are situated to be largely invisible on racing days.

B.1.5 Site survey and layout

Early surveying at the racecourse is essential in understanding its development and the establishment and popularisation of its events. Surveys were carried out with a view to enhance the staging of the Spring Racing Carnival and the Melbourne Cup as its centrepiece event. It aimed to allocate and dedicated land and spaces in accordance with the uses and functions to occur therein.

The two core functions of the racecourse to be addressed were firstly staging, with the creation of a racing sequence, and secondly viewing, through dedicated spectator circuits. Both functions are essential to the hosting of racing events and hold pragmatic as well as ritualistic dimensions. From these core functions also resulted secondary sequences of circulation and access, as well as operational functions for the training and stabling of horses.

The race event is the interface between the two systems of staging and viewing. On the racing side, the handling of horses is sequenced to create a 'ceremony' of activities for the spectator. On the audience side, infrastructure has been concentrated to maximise visual access to the race and enjoy the pinnacle moment of the race's finish at the winning post. These functions and related spatial sequences are further described in Section B.2.

B.1.6 Layout evolution

Spatial layout at Flemington Racecourse has been opened to repeated reconfiguration over time to accommodate spectator growth and improve the sequencing of both the spectator experience and the handling of horses in the race leadup. The cluster of amenities, transportation routes and parks, and their interfaces to the racecourse itself have dictated the form and extent of the spaces required.

Layout improvements have included the 1924 relocation of the pre-race Birdcage stalls and saddling paddock from the area at the south-west of the Hill stand to its current location on the east side of the race day precinct. It has also involved the construction of new stands, betting and events infrastructure, and in 2006a 180m tunnel for horses, linking the parade ring to the Mounting Yard.

B.2 Spatial sequences and precincts

The following analysis presents a description of the three core precincts identified within the Flemington Racecourse site and provides an assessment of the spatial and use sequences comprised within each precinct, including main buildings and their functions. It should be read in conjunction with the two diagrams provided at Figure 1 and Figure 2 below.

B.2.1 Racing sequence

The Racing Sequence at Flemington Racecourse is a curated and spectated process during which horses are prepared, paraded, raced and where winners are celebrated. It is a significant organisational and spatial component in the use of the racecourse landscape, although the particulars of the location, dimensions and layout of each step have changed over time and can be expected to continue to do so as further functional improvements are sought. The sequence and its spatial constituents are as follows, noting that the numbers are those referenced on the plan at Figure 2.

- the Race Day Horse Stalls and Parade Ring ('the Birdcage') [1]
- the Horse Tunnel [2]
- the Mounting Yard [3]
- the Horse Walk [4]
- the racetrack or 'course proper' [5], and
- the winning post [7] (after passing the distance post [6]).

At the conclusion of the race, placegetters return to the Mounting Yard for official purposes, while all the runners ultimately return to the Race Day Horse Stalls.

The sequence of the parade ring and Mounting Yard as spectator accessible spaces preceding the race has a long history, both internationally and at Flemington. A pre-race parade ritual was introduced at Goodwood Racecourse in Sussex, England in the 1830s.¹ As Paul Roberts and Isabelle Taylor write, parade rings operate on two levels, 'the functional and the festal':

For the trainers, owners, jockeys and horses, parade rings are associated with race practicalities. It is here that horses are prepared and that jockeys meet trainers to oversee the preparation of the horse and, furthermore, ensure that this is a transparent process for the racegoers. They physically separate the horses and the public, thereby facilitating the safety of both parties, and, in providing a defined setting for the pre-race activities, they assist in control of race timings...

Together with the grandstand and the track, they create the stage on which the spectacle of the race day is enacted. Places of colour, intimacy, anticipation and adrenaline, they are theatres of the thoroughbred.²

At Flemington, 1860s improvements saw the introduction of a saddling paddock located to the west of the Hill on the river side, near the Elms. The saddling paddock was fenced and made an exclusive spectator area in 1887, and rechristened 'the Birdcage'. When these facilities were reconstructed to the east of the new 1924 Members' Stand, the Birdcage name went with them. Today, 'the birdcage' refers both to the current saddling stalls and parade ring, and to the exclusive group of marquees and refreshment areas established each year immediately to their east.

B.2.2 Spectator circuits

The spectator sequence at Flemington Racecourse is the circuit of spaces and facilities by which both club members and public spectators arrive at Flemington, are served and engaged by a series of amenities (including temporary marquees and refreshment facilities), are able to place bets on horses, and eventually view the race from allocated stands or lawns.

The spectator experience at a Flemington race day is diverse. It is dependent on point of arrival, personal memberships, ticketing and invitations to marquees or enclosures, and interest in specialised activities. Rather than a single sequence, there are diverse paths or circuits a given spectator may take over the course of the day, although key features, settings and traditions are likely to play a role in their experience. These are described below in further detail.

Entry Precincts

Spectator access to the site takes in a number of separate entrances, some of which have their own developed gateways, precincts or other landscape characteristics and adjacencies:

- the Members Drive
- the Hill Precinct (Hill Gate)
- the River Precinct
- Flemington Drive

The *Members Drive* is a nineteenth century ornamental drive, densely planted with exotic and native trees, that winds along the side of the escarpment from a gate at Epsom Road to a traffic circle and members car park near the eastern end of the betting ring.

The *Hill Precinct* is an ornamental landscape on the top of the hill, including old trees, shrubberies, and sections of original bluestone wall. It includes a vehicle, service and pedestrian entrance from Leonard Crescent to the north and from the Flemington Racecourse railway station. At its west end, it can also be accessed from a small pedestrian gate from Fisher Parade and the River Precinct (see below). The Hill precinct includes direct access into the grandstand complex (including the Hill Stand, Lawn Stand, and the 2000 Grandstand), and connects with the Betting Ring, Club Stand and Birdcage complex via a new public stair constructed in 2019.

Flemington Drive is the main public vehicular entry to Flemington Racecourse. It is a broad boulevard running north-west and west from Flemington Road, lined with ornamental plantings of roses and Crepe Myrtle. The drive provides access to the principal public car parks (overflow parking and servicing to the Birdcage and other venues is accessed via the connecting internal roadways to Members' car parks. The drive's alignment and plantings are modern in nature.

Historically, some visitors availed themselves of access to Flemington Racecourse by small boat up the Maribyrnong. The *River Precinct* retains a small landing and is also the gateway to Flemington for those arriving over the bridge from Footscray. During some events, pedestrian gates are available to provide entry from the river to the Hill Precinct and to The Elms.

Betting Ring

The *Betting Ring* is a large open plaza originally placed behind the 1924 Members' Stand for the orderly accommodation of large numbers of licensed bookmakers, accessible both to the Members' enclosure and to the general public. On its periphery a range of service buildings were provided, notably bars, toilets and 'Scratchings Boards' where current raceday information could be displayed. The area was also designed to accommodate future totalizator buildings, and these were built in 1931, with long banks of selling and payout windows with space for queueing. Patrons could move from here to either side of the Members' enclosure, either to the Birdcage or to the Mounting Yard to inspect horses before each race. Although the precinct dates to the interwar period, much of the building fabric dates from the post-WWII period.

The Betting Ring underwent substantial alterations in 2017-2019 as a result of the demolition of the 1924 Members' Grandstand, the construction of a new Club Stand on its location, and the demolition of 1931 tote buildings at the ring's west end ('Colours' building) to allow construction of a new public stair. These works have served to modernise access and facilities whilst retaining the sense of a built enclosure to the betting ring. Established around an existing avenue of Elm trees, several of the remaining elms were protected during the recent works, and a number of new trees planted.

The separate area at the racecourse designated as *The Elms* represents the remnants of an older enclosure to the south-west of the grandstands. This previous betting ring area adjoined the original saddling paddock and 'birdcage' enclosure of 1887, operating until the relocation of these facilities in 1924. The name itself refers to the group of large Elm trees that is the principal surviving aspect of this previous use, part of an avenue that originally extended from the river to the spectator lawns.

Amenity and refreshment enclosures

Several parts of the racecourse are managed as amenity and refreshment enclosures for use during the Melbourne Cup Carnival and other events in the calendar. Most of these areas are temporary in nature, and some have substantial footprints as they intersect with the historic landscape and the parade

tradition. They are important elements in the tradition of social entertainment and refreshment areas attached to the Melbourne Cup and the Melbourne Cup Carnival. These enclosures include:

- the Park, formerly the Ascot enclosure
- the Domain enclosure, and
- the Birdcage

These enclosures are updated and remade periodically. The Ascot enclosure was set aside on the Hill Reserve from 1983 for sponsors and corporate marquees until replaced by 'The Park', open to all racegoers, in 2016. The Domain enclosure was developed in 2004 with a private garden setting, for temporary marquees on a portion of the escarpment adjacent to the railway spur, above the betting ring. Since 2003, the Birdcage enclosure has hosted various exclusive marquees and temporary structures to the east of today's racing 'birdcage' (the pre-race saddling stalls and parade ring).

The Park or Ascot enclosure includes a section of bluestone perimeter wall and some of the older Hill Precinct trees. Otherwise, these enclosures do not contain original fabric of heritage significance.

The tradition of social enclosures is also discussed at Section B.4.3.

Stands and Lawns

'The Hill' was the original, natural vantage to the races at Flemington, a large lump at the south-west terminus of the escarpment that rings the river flats to the north and east. From 1860, stands were first constructed below the Hill, and then ultimately cut into it. In this process, various new terracing was carved into the Hill on the east and west wings of the grandstand complex, although much of this was later removed in the construction of additional stands. The uppermost section of the Hill remained a popular public vantage point.

With limited exceptions, the Hill itself has been removed as a major feature of the racecourse landscape, although it enhances the views afforded by the modern grandstands, and it remains evident in the complex grading and access provisions between the Hill Precinct and the stands, lawns and betting ring, and in limited retained aspects of the setting. The exposed terracing beside the 1979 Hill Stand is a reminder of the original topography of the place, as is the sunken nature of the Betting Ring. Parts of the original Hill projection and the late nineteenth/early twentieth century terracing and buttressing have also been retained to the west of the current Hill Stand and is used as an enclosure during the Melbourne Cup Carnival.

Modern Stands have been erected between the Hill and the racecourse. The current stands, which have generally been built from c. 1979 (although incorporating in some cases older fragments and infrastructure) are the culmination of a process begun in the mid-nineteenth century which saw a variety of shelters and stands constructed on and below the Hill, and incorporating dining and drinking establishments, club rooms, and special rooms and stands for officials and horse owners.

The Lawn extends between the grandstands (and the former Hill vantage) and the track's finishing straight. It provides proximity to the race finish at the Winning Post and are an important ornamental setting to both the racing and the social event of the race meeting. The lawns are maintained in a traditional fashion, containing a series of shrubbery 'islands' and other ornamental plantings, as well as rose plantings to most of their fenced boundaries. These treatments are essentially in continuity with those seen in early photographs from the nineteenth century.

The Birdcage contains contemporary low-level rooftop stands created during the 2007 remodelling/rebuilding of the Race Day Stall and Parade Ring complex, as well as additional temporary stand structures in the enclosure to the east. These provide birds-eye views into the parade ring, and

the birdcage marquee structures also provide limited views of the course. At ground level, the parade ring contains fenced lawns that provide exclusive access to the pre-race preparations.

B.2.3 Operational and training facilities

Stabling and Training Precinct

The stabling and training precinct is located to the southeast of the racecourse. Training facilities have long been a part of the Flemington complex, with a separate training track located to the east of the racing track. From the 1960s, with new training tracks constructed within the interior of the racing track, the VRC began to construct on course stabling at Flemington. This was initially on a small scale, while many local trainers continued to operate from privately-owned facilities in the surrounding suburbs (and other sites in Victoria). The 'community' stabling complex was constructed in phases on much of the former training track (with wetlands and other improvements occupying the remainder).

Administrative and support facilities

Administrative and other facilities supporting racecourse operations, maintenance and logistics, and the administration of the Victoria Racing Club, are generally located around the perimeter of the racecourse grounds, and generally separate from the core spectator area. These include the Racecourse Operations Building, the VRC administration building, workshops and other grounds facilities.

This collection of buildings also includes several buildings of heritage significance that are no longer used for their original administrative or support function.

The former Racecourse Manager's Office at the east end of the Betting Ring was originally constructed as a Scratchings Board and telegraph office in 1924, and was extended in 1931 to become a secondary totalizator building. The original functions were discontinued and partly demolished in 1989, leaving the central part renovated (by architect Douglas Alexandra) to house the Racecourse Manager's Office. In 2010 the building was converted into the Flemington Heritage Centre, a small museum and collections storage facility.

The Jockeys' Convalescent Lodge is a small nineteenth century private hospital building developed in an unusual form through the initiative of VRC secretary, Henry Byron Moore. It is located on a remote parcel adjoining Epsom Road which has been recently subdivided and is the subject of a planned development in which the building will be retained.

Other earlier facilities that once supported the racecourse's development and operations, including a quarry (filled and levelled as the Domain) and a formerly extensive nursery complex, now the Nursery Car Park, have been discontinued, and the services they provided reorganised.

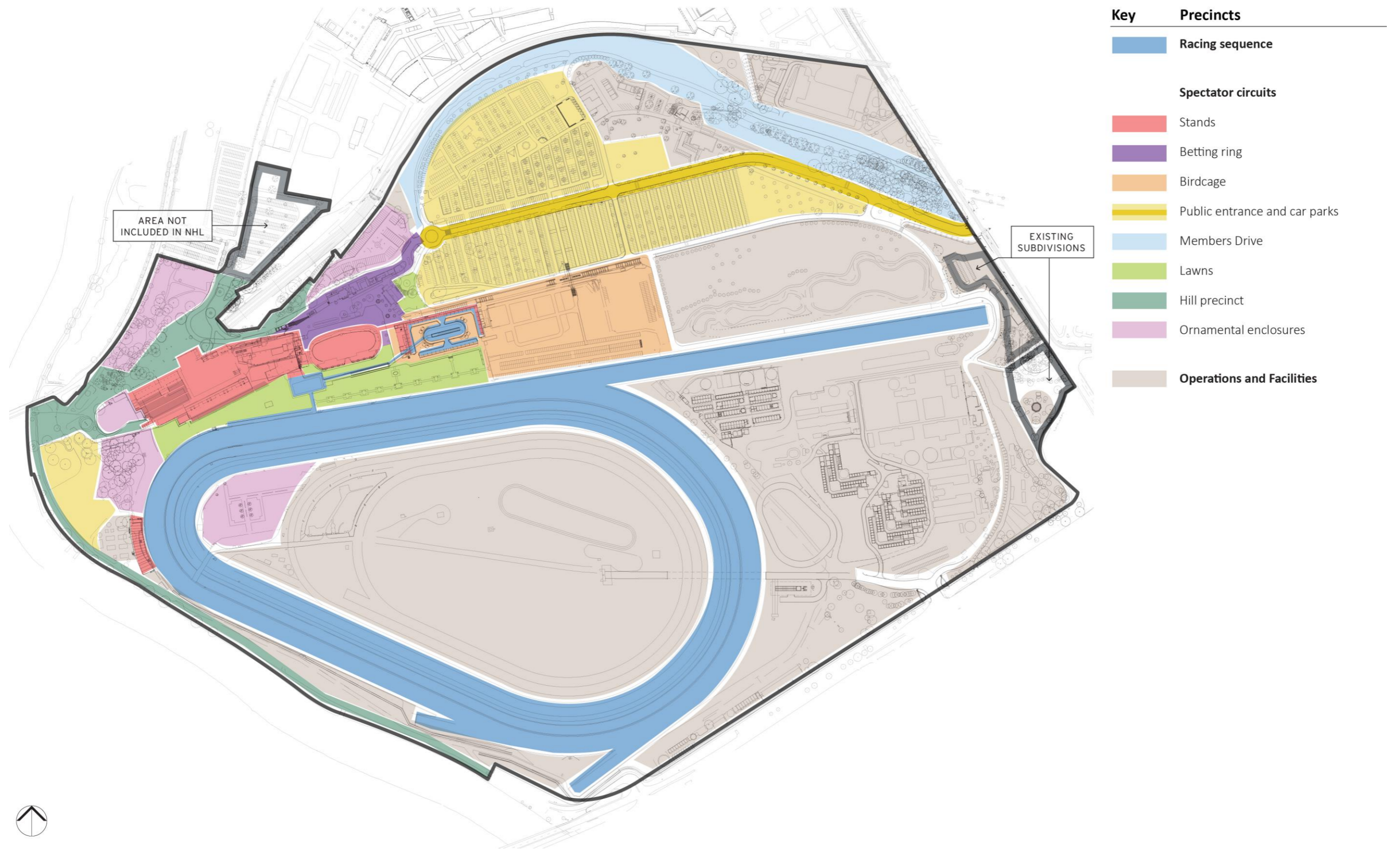


Figure 1 Spatial sequences diagram