



WATERLOO METRO QUARTER OVER STATION DEVELOPMENT

Heritage Interpretation Strategy Appendix CC

**SSD-10437 Southern Precinct
SSD-10438 Basement
SSD-10439 Central Precinct
SSD-10440 Northern Precinct**

Detailed State Significant Development
Development Application

Prepared for **Waterloo Developer Pty Ltd**

30 September 2020

Reference	Description
<i>Applicable SSD Applications</i>	<i>SSD-10437 Southern Precinct</i> <i>SSD-10438 Basement Carpark</i> <i>SSD-10439 Central Precinct</i> <i>SSD-10440 Northern Precinct</i>
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1. Glossary and abbreviations

Reference	Description
ACHAR	Aboriginal Cultural Heritage Assessment Report
ADG	Apartment Design Guide
AHD	Australian height datum
AQIA	Air Quality Impact Assessment
BC Act	Biodiversity Conservation Act 2016
BCA	Building Code of Australia
BC Reg	Biodiversity Conservation Regulation 2017
BDAR	Biodiversity Development Assessment Report
CEEC	critically endangered ecological community
CIV	capital investment value
CMP	Construction Management Plan
Concept DA	A concept DA is a staged application often referred to as a 'Stage 1' DA. The subject application constitutes a detailed subsequent stage application to an approved concept DA (SSD 9393) lodged under section 4.22 of the EP&A Act.
Council	City of Sydney Council
CPTED	Crime Prevention Through Environmental Design
CSSI approval	critical State significant infrastructure approval
CTMP	Construction Traffic Management Plan
DA	development application
DPIE	NSW Department of Planning, Industry and Environment
DRP	Design Review Panel
EP&A Act	Environmental Planning and Assessment Act 1979
EPA	NSW Environment Protection Authority
EPA Regulation	Environmental Planning and Assessment Regulation 2000
EPBC Act	Environment Protection and Biodiversity Conservation Act 1999
ESD	ecologically sustainable design

Reference	Description
GANSW	NSW Government Architect's Office
GFA	gross floor area
HIS	Heritage Impact Statement
IAP	Interchange Access Plan
LGA	Local Government Area
NCC	National Construction Code
OSD	over station development
PIR	Preferred Infrastructure Report
POM	Plan of Management
PSI	Preliminary Site Investigation
RMS	Roads and Maritime Services
SEARs	Secretary's Environmental Assessment Requirements
SEPP	State Environmental Planning Policy
SEPP 55	State Environmental Planning Policy No 55—Remediation of Land
SEPP 65	State Environmental Planning Policy No. 65 – Design Quality of Residential Apartment Development
SRD SEPP	State Environmental Planning Policy (State and Regional Development) 2009
SREP Sydney Harbour	State Regional Environmental Plan (Sydney Harbour Catchment) 2005
SSD	State significant development
SSD DA	State significant development application
SLEP	Sydney Local Environmental Plan 2012
Transport for NSW	Transport for New South Wales
TIA	Traffic Impact Assessment
The proposal	The proposed development which is the subject of the detailed SSD DA
The site	The site which is the subject of the detailed SSD DA
VIA	Visual Impact Assessment

Reference	Description
WMQ	Waterloo Metro Quarter
WMP	Waste Management Plan
WSUD	water sensitive urban design

2. Executive summary

This Heritage Interpretation Strategy has been prepared to accompany three detailed State significant development applications (SSD DA) which seek consent for the construction and operation of a mixed use over station development (OSD) and public domain works. The three applications relate to the Southern, Central and Northern Precincts. This report has been prepared by Urbis Pty Ltd on behalf WL Developer Pty Ltd, the applicant of the detailed SSD DA.

This Interpretation Strategy has been prepared to address the requirements of the relevant SEARs (refer below to Section 4.2) and the conditions of the Concept Approval SSD-9393 (refer below to Section 4.3).

Section 10.3 of this report has nominated themes and narratives that will be used to inform content for the proposed interpretation media (refer Section 10.4). The four themes that have been specified for interpretation within the subject site include “Country”, “Community and Language”, “Innovation and Knowledge” and “Development of the Urban Landscape”. These themes draw on the early origins of the site and its development through the 19th and 20th centuries.

The proposed interpretation media to be incorporated into this stage of construction works includes the following:

- Public Art Strategy
- Built Form Interpretation.
- Landscape Interpretation
- Interpretation Signage

All interpretation elements have been recommended to reflect the industrial history of the site. Therefore, all interpretation elements should be designed and located to promote accessibility and visibility. The interpretation signage should be manufactured in durable materials to ensure longevity. Details and concepts of the interpretation elements will be prepared during detailed design. These concepts will be informed by the detailed design of the public domain, interiors, wayfinding and landscape.

3. Introduction

3.1 Background & Purpose

This Heritage Interpretation Strategy has been prepared to accompany three detailed State significant development applications (SSD DA) which seek consent for the construction and operation of a mixed use over station development (OSD) and public domain works. The three applications relate to the Southern, Central and Northern Precincts.

This report has been prepared by Urbis Pty Ltd on behalf WL Developer Pty Ltd, the applicant of the detailed SSD DA. Following the completion of a competitive tender bid process, Sydney Metro appointed WL Developer Pty Ltd as the preferred development partner to deliver the Waterloo Station OSD.

Lodgement of these detailed SSD Development Applications follows the approval of a concept DA (SSD 9393 – refer details in Section 4.3 below) granted by the Minister for Planning on 10th December 2019.

This Interpretation Strategy has been prepared to address the requirements of the relevant SEARs (refer below to Section 4.2) and the conditions of the Concept Approval SSD-9393 (refer below to Section 4.3).

3.2 Secretary's Environmental Assessment Requirements

A request was made to the Minister for the issuance of SEARs, pursuant to clause 3(1), Part 2, Schedule 2 of the EP&A Regulation. SEARs for each application were subsequently issued on 9 April 2020 and have informed the preparation of this Interpretation Strategy:

- Southern Precinct – SSD-10437
- Central Building – SSD-10439
- Northern Precinct – SSD-10440

Table 1 provides a summary of the SEARs as relevant to this Interpretation Strategy. Please note that the SEARs relevant to the Interpretation Strategy for each application is duplicated and therefore only one statement has been reproduced below (this report prepared in response to the requirement in bold).

Item	Description of requirement	Section reference (this report)
7. Heritage	<p><i>The EIS shall:</i></p> <p><i>- include a detailed heritage impact statement (HIS) that identifies, considers and addresses any potential impact of the proposal to surrounding heritage items, including any built and landscape items, conservation areas, heritage views and settings, having particular regard to the impact of the proposal on adjoining Waterloo Congregational Church and the neighbouring heritage listed Cauliflower Hotel.</i></p>	N/A

	- include a <i>Heritage Interpretation Strategy</i> , providing opportunities for the proposal to reflect on the heritage character and significance of the site and surrounding area.	Section 9
	- demonstrate how the impacts are mitigated through selection of external materials and finishes, façade design and treatment, public domain design and landscaping, signage and public art strategy.	
	- Consider any archaeological impacts	
	- Consider the extent of Aboriginal heritage impacts of the proposal on the site.	

Table 1 Summary of heritage relevant SEARs, note this report has been prepared in response to the requirement in bold.

This Interpretation Strategy satisfies this requirement. This is noted in the respective Environmental Impact Statements. A separate Heritage Impact Statement for each SSD DA is being prepared by Urbis and will be lodged as part of the SSD package for this application.

3.3 Concept Approval SSD-9393

Development consent was granted on 10 December 2019 for the concept DA (SSD-9393) for the Waterloo Metro Quarter OSD including:

- A maximum building envelope for podium, mid-rise and tower buildings.
- A maximum gross floor area of 68,750sqm, excluding station floor space.
- Conceptual land use for non-residential and residential floor space.
- Minimum 12,000sqm of non-residential gross floor area including a minimum of 2,000sqm of community facilities.
- Minimum 5% residential gross floor area as affordable housing dwellings.
- 70 social housing dwellings.
- Basement car parking, motorcycle parking, bicycle parking, and service vehicle spaces.

The concept SSD DA instrument of approval does not consent to any physical works commencing on site.

The conditions of the Concept Approval SSD-9393 include the following heritage related conditions, which are addressed in this HIS.

Item	Description of requirement	Section reference (this report)
Heritage Impact Assessment	<i>B12. Future development applications for aboveground works shall include a detailed Heritage Impact Statement and a Heritage Interpretation Strategy for the proposed works prepared in consultation with the City of Sydney Council.</i>	Section 9

Table 2 Summary of heritage conditions under consent for SSD-9393

This Interpretation Strategy satisfies this requirement. A separate Heritage Impact Statement for each SSD DA is being prepared by Urbis and will be lodged as part of the SSD package for this application.

3.4 Methodology & Limitations

Heritage conservation seeks to sustain the values of heritage landscapes, places and objects, individually and collectively, so that the community and visitors can continue to appreciate, experience and learn from them and about them, and that they may be passed on to future generations. ¹ Interpretation is an integral part of the experience of significant heritage places and the conservation and management of heritage items and is relevant to other aspects of environmental and cultural management and policy. Interpretation also incorporates and provides broad access to historical research and analysis. ²

This Interpretation Strategy has been prepared in accordance with the NSW Heritage Manual, the NSW Heritage Branch Interpreting Heritage Places and Items: Guidelines (August 2005) and the NSW Heritage Branch's Heritage Interpretation Policy (endorsed by the Heritage Council August 2005) as well as the conditions of the Minister's consent as outlined above in section 1.1. The general philosophy and process adopted is guided by the Australia ICOMOS Burra Charter 1999.

The Burra Charter defines interpretation as "all the ways of presenting the cultural significance of a place" and it may be a combination of the treatment of the fabric; the use of and activities of the place; and the use of introduced material (Article 1.17).

Interpretation should provide and enhance understanding of the history, significance and meaning of the building. Interpretation should respect and be appropriate to the cultural significance of the building (Article 25).

The NSW Heritage Branch Interpreting Heritage Places and Items: Guidelines lists the following best practice "ingredients" for interpretation:

- 1) Interpretation, People and Culture – Respect for the special connections between people and items
- 2) Heritage Significance and Site Analysis – Understand the item and convey its significance
- 3) Records and Research – Use existing records of the item, research additional information and make these publicly available (subject to security and cultural protocols)
- 4) Audiences – Explore, respect and respond to the identified audience
- 5) Themes – Make reasoned choices about themes, stories and strategies
- 6) Engaging the Audience – Stimulate thought and dialogue, provoke response and enhance understanding
- 7) Context – Research the physical, historical, spiritual and contemporary context of the item, including related items, and respect local amenity and culture
- 8) Authenticity, Ambience and Sustainability – Develop interpretation methods and media which sustain the significance of the items, its character and authenticity

- 9) Conservation Planning and Works – Integrate interpretation in conservation planning and in all stages of a conservation project
- 10) Maintenance, Evaluation and Review – Include interpretation in the ongoing management of an item; provide for regular maintenance, evaluation and review
- 11) Skills and Knowledge – Involve people with relevant skills, knowledge and experience
- 12) Collaboration – Collaborate with organisations and the local community

3.5 The Aims of This Interpretation Strategy

Heritage Interpretation is the art of explaining the significance of a place to the people who visit it, with the objectives of promoting an understanding of its heritage values and the need to conserve it. Interpretation also involves conveying messages including the presentation of particular points of view about places and history. Interpretative methods might include, but are not limited to, conservation, built form strategies, signage, publications, mixed media and websites.

This Plan will outline opportunities and recommendations for interpretation of the site and its history.

3.6 Authorship

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

4. Site Analysis

4.1 Site Context and Location

The site is located within the City of Sydney Local Government Area (LGA). The site is situated approximately 3.3 kilometres south of Sydney CBD and 8 kilometres northeast of Sydney International Airport.

The Waterloo Metro Quarter site comprises land to the west of Cope Street, east of Botany Road, south of Raglan Street and north of Wellington Street (refer to Figure 1). The heritage listed Waterloo Congregational Church located at 103–105 Botany Road is within this street block but is not part of the Waterloo Metro Quarter site boundaries.

The site is a rectangular shaped allotment and an overall site area of approximately 1.287 hectares. The site is reasonably flat with a slight fall to the south. The Southern Precinct is approximately 5,000sqm

The boundaries of the Waterloo Metro Quarter site are shown below.



Figure 1 – Aerial of the Subject Site
Source: Urbis

The area surrounding the site consists of commercial premises to the north, light industrial and mixed-use development to the south, residential development to the east and predominantly commercial and light industry uses to the west.

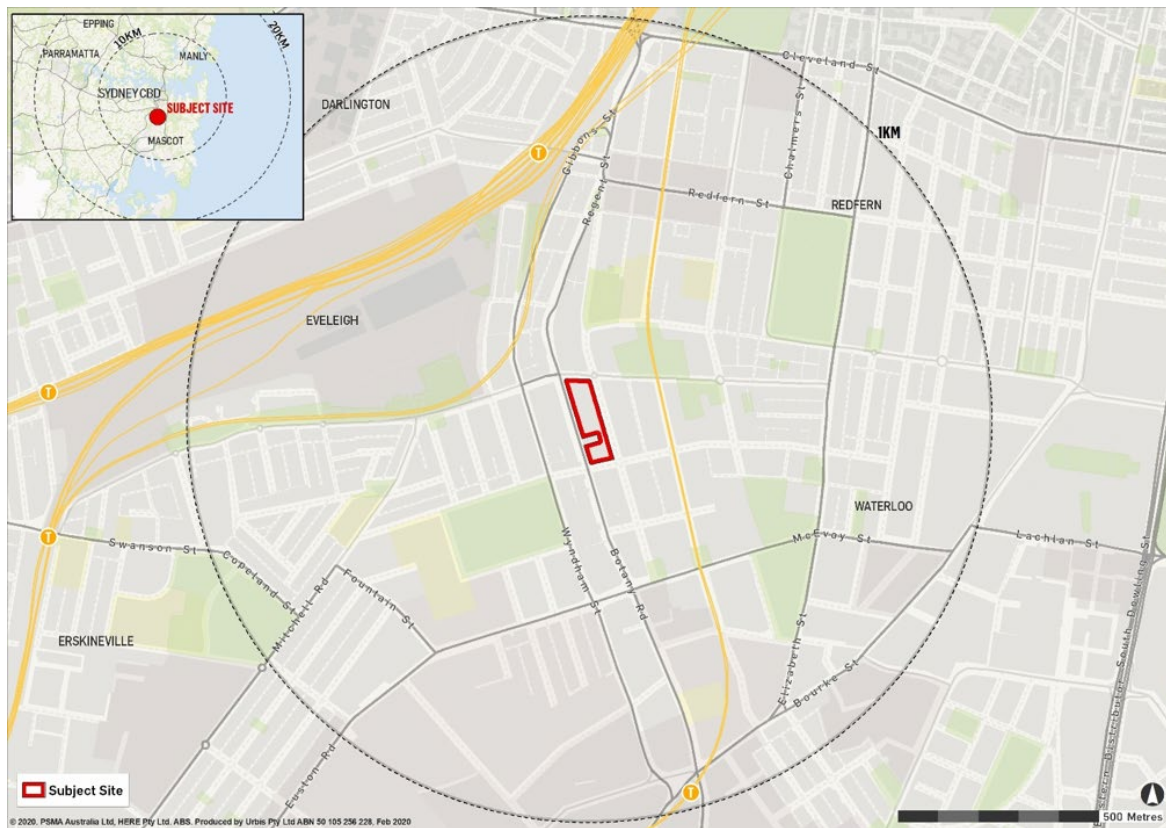


Figure 2 – Location Map of Subject Site
Source: Urbis

4.2 Legal Description

The site comprises the following 16 allotments and as outlined within the Site Survey (refer to 0).

- 1368 Raglan Street (Lot 4 DP 215751)
- 59 Botany Road (Lot 5 DP 215751)
- 65 Botany Road (Lot 1 DP 814205)
- 67 Botany Road (Lot 1 DP 228641)
- 124-128 Cope Street (Lot 2 DP 228641)
- 69-83 Botany Road (Lot 1, DP 1084919)
- 130-134 Cope Street (Lot 12 DP 399757)
- 136-144 Cope Street (Lots A-E DP 108312)
- 85 Botany Road (Lot 1 DP 27454)
- 87 Botany Road (Lot 2 DP 27454),
- 89-91 Botany Road (Lot 1 DP 996765)
- 93-101 Botany Road (Lot 1 DP 433969 and Lot 1 DP 738891)
- 119 Botany Road (Lot 1 DP 205942 and Lot 1 DP 436831)
- 156-160 Cope Street (Lot 31 DP 805384)
- 107-117A Botany Road (Lot 32 DP 805384 and Lot A DP 408116)
- 170-174 Cope Street (Lot 2 DP 205942)

The detailed SSD DA applies to the Southern Precinct (the site) of the Waterloo Metro Quarter site. The site has an area of approximately 4,830sqm. The site comprises the following allotments and legal description at the date of this report.

- Part 130-134 Cope Street (Lot 12 DP 399757);
- Part 136-144 Cope Street (Lots A-E DP 108312);
- 93-101 Botany Road (Lot 1 DP 433969 and Lot 1 DP 738891);
- 119 Botany Road (Lot 1 DP 205942 and Lot 1 DP 436831);
- 156-160 Cope Street (Lot 31 DP 805384);
- 107-117A Botany Road (Lot 32 DP 805384 and Lot A DP 408116); and
- 170-174 Cope Street (Lot 2 DP 205942).

4.3 Existing Document

The site previously included three to five storeys of commercial, light industrial and shop top housing buildings. All previous structures have been demolished to facilitate construction of the new Sydney Metro Waterloo station. As such the existing site is predominately vacant and being used as a construction site. Construction of the Sydney metro is currently underway on site in accordance with the CSSI approval (CSSI 7400).

4.4 Surrounding Development

The area surrounding the site consists of a mix of commercial, residential and light industrial uses, civic uses and open space. An overview of surrounding development is provided below.

4.4.1 North

To the north of the site on the northern side of Raglan Street is a mix of one and two storey commercial buildings with ground floor retail. Further to the north is Redfern train station and town centre which is characterised by a mix of residential, retail and student accommodation uses. Redfern Park is located approximately 500m north-east of the site and is a well-used recreational space with a grassy recreational park, sports fields, grandstand and children's playground.

4.4.2 East

To the north of the site on the northern side of Raglan Street is a mix of one and two storey commercial buildings with ground floor retail. Further to the north is Redfern train station and town centre which is characterised by a mix of residential, retail and student accommodation uses. Redfern Park is located approximately 500m north-east of the site and is a well-used recreational space with a grassy recreational park, sports fields, grandstand and children's playground.

4.4.3 West

Beyond Botany Road to the west are two and three storey commercial and light industrial buildings, as well as a five-storey mixed use residential flat building. Council recently granted consent for an affordable housing development located at 74-88 Botany Road. The proposal includes ground floor retail fronting Botany Road.

Further to the west is the Alexandria Park Heritage Conservation Area (HCA). The HCA comprises a mix of late nineteenth-century houses including one to three storey terraces and cottages. The area also includes corner shop buildings, industrial and warehouse buildings. The Australian Technology Park is a business and technology centre in Eveleigh, located approximately 400m north-west of the site.

4.4.4 South

Land to the south of the site is characterised by a mix of low to mid rise industrial, commercial and residential buildings. Immediately to the south of the site on the opposite side of Wellington Street is the Cauliflower Hotel, a locally listed heritage item. Further to the south along Botany Road are a mix of residential apartments and row of terraces. Alexandria Park, a large area of public open space is located to the south-west of the site.

Green Square train station and Green Square town centre are located approximately 800m south of the site. The town centre comprises a mix of mid to high rise buildings containing retail, commercial, civic and residential uses. Existing surrounding buildings are shown in

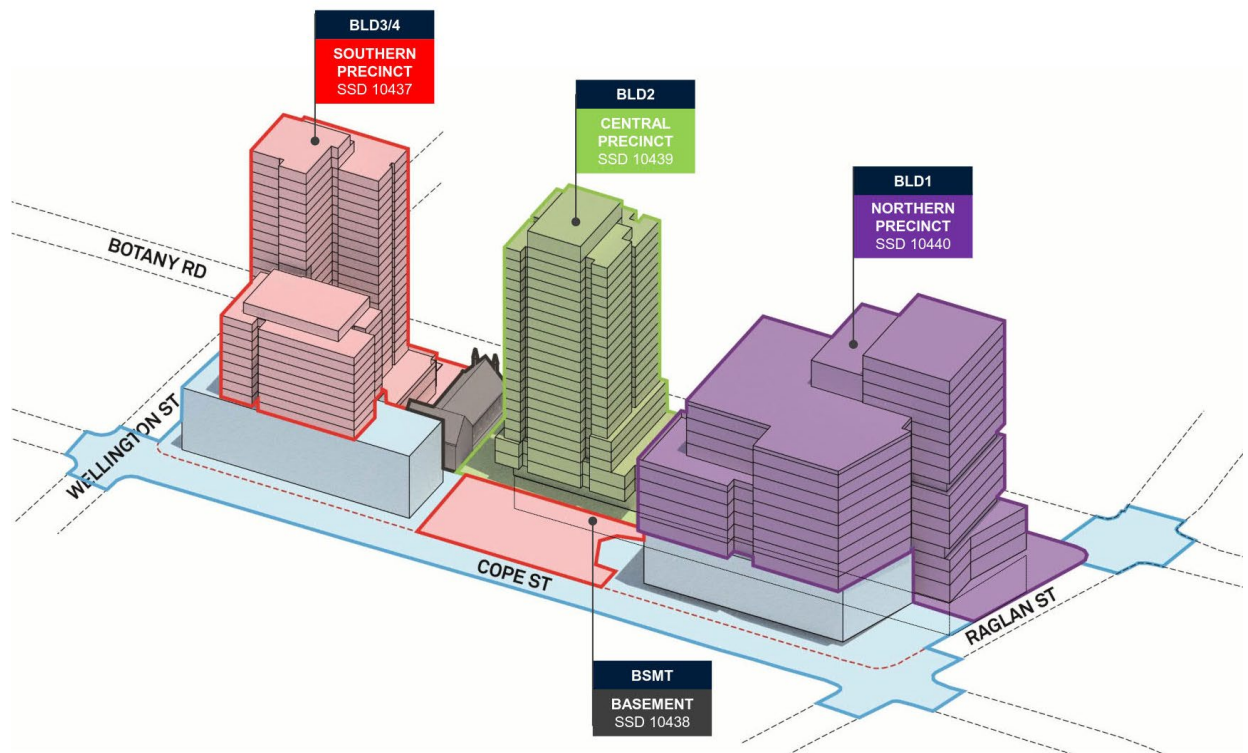


Figure 3 – Waterloo Metro Quarter site, with sub-precincts identified
Source: HASSELL

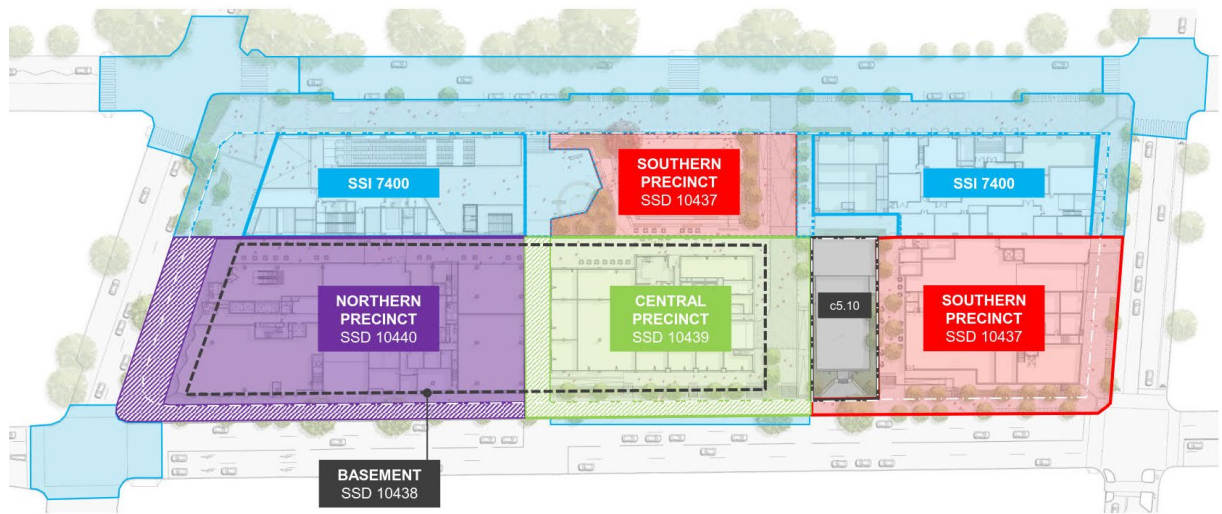


Figure 4 – Waterloo Metro Quarter site, with sub-precincts identified
Source: Waterloo Developer Pty Ltd

5. Background

5.1 About Sydney Metro

Sydney Metro is Australia's biggest public transport project. Services started in May 2019 in the city's North West with a train every four minutes in the peak. A new standalone railway, this 21st century network will revolutionise the way Sydney travels.

There are four core components:

5.1.1 Sydney Metro Northwest

This project is now complete and passenger services commenced in May 2019 between Rouse Hill and Chatswood, with a metro train every four minutes in the peak. The project was delivered on time and \$1 billion under budget.

5.1.2 Sydney Metro City & Southwest

Sydney Metro City & Southwest project includes a new 30km metro line extending metro rail from the end of Metro Northwest at Chatswood, under Sydney Harbour, through new CBD stations and southwest to Bankstown. It is due to open in 2024 with the ultimate capacity to run a metro train every two minutes each way through the centre of Sydney.

Sydney Metro City & Southwest will deliver new metro stations at Crows Nest, Victoria Cross, Barangaroo, Martin Place, Pitt Street, Waterloo and new underground metro platforms at Central Station. In addition, it will upgrade and convert all 11 stations between Sydenham and Bankstown to metro standards.

5.1.3 Sydney Metro West

Sydney Metro West is a new underground railway connecting Greater Parramatta and the Sydney CBD. This once-in-a-century infrastructure investment will transform Sydney for generations to come, doubling rail capacity between these two areas, linking new communities to rail services and supporting employment growth and housing supply between the two CBDs.

The locations of seven proposed metro stations have been confirmed at Westmead, Parramatta, Sydney Olympic Park, North Strathfield, Burwood North, Five Dock and The Bays.

The NSW Government is assessing an optional station at Pyrmont and further planning is underway to determine the location of a new metro station in the Sydney CBD.

5.1.4 Sydney Metro Greater West

Metro rail will also service Greater Western Sydney and the new Western Sydney International (Nancy Bird Walton) Airport. The new railway line will become the transport spine for the Western Parkland City's growth for generations to come, connecting communities and travellers with the rest of Sydney's public transport system with a fast, safe and easy metro service.

The Australian and NSW governments are equal partners in the delivery of this new railway.

The Sydney Metro project is illustrated below.

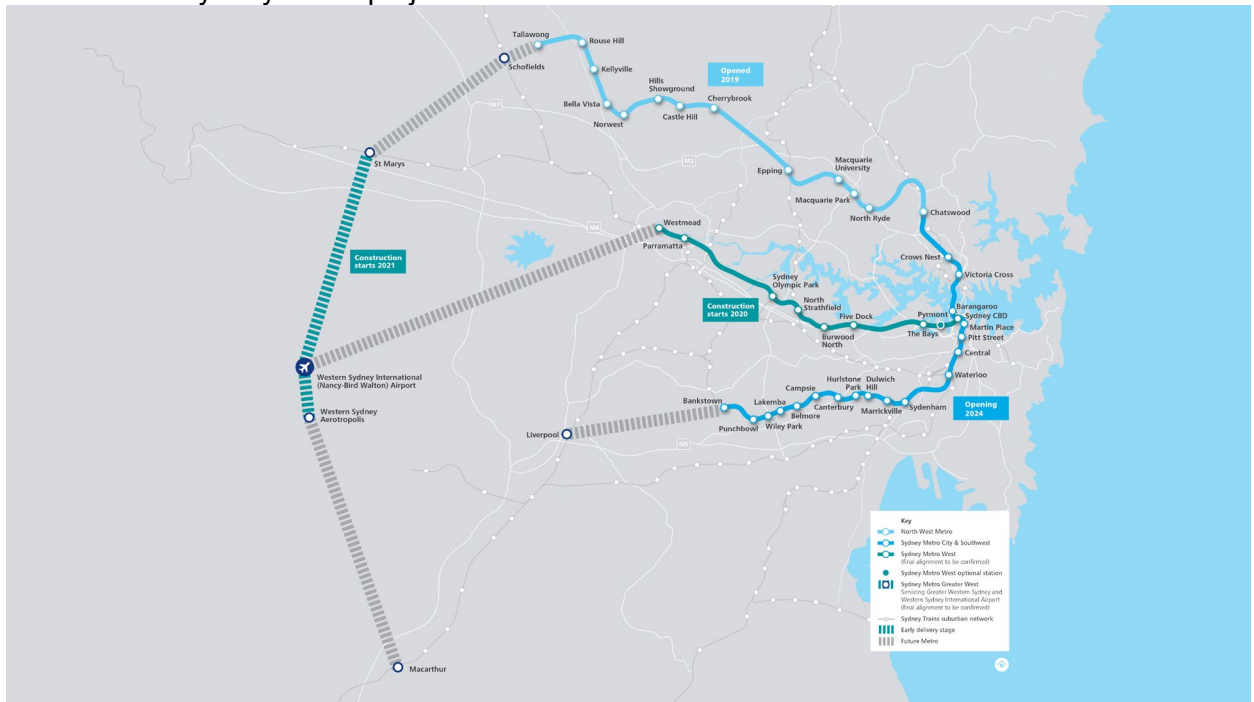


Figure 5 Sydney Metro alignment map
Source: Sydney Metro

5.2 Sydney Metro CSSI Approval (SSI 7400)

On 9 January 2017, the Minister for Planning approved the Sydney Metro City & Southwest - Chatswood to Sydenham project as a critical State significant infrastructure (CSSI) project (reference SSI 7400) (CSSI approval). The terms of the CSSI approval includes all works required to construct the Sydney Metro Waterloo Station. The CSSI approval also includes the construction of below and above ground works within the metro station structure for appropriate integration with the OSD.

With regards to CSSI related works, any changes to the 'metro station box' envelope and public domain will be pursued in satisfaction of the CSSI conditions of approval and do not form part of the scope of the concept SSD DA or detailed SSD DA for the OSD.

Except to the extent described in the EIS or Preferred Infrastructure Report (PIR) submitted with the CSSI application, any OSD buildings and uses do not form part of the CSSI approval and will be subject to the relevant assessment pathway prescribed by the EP&A Act.

The delineation between the approved Sydney Metro works, generally described as within the two 'metro station boxes' and surrounding public domain works, and the OSD elements are illustrated in Figure 15.

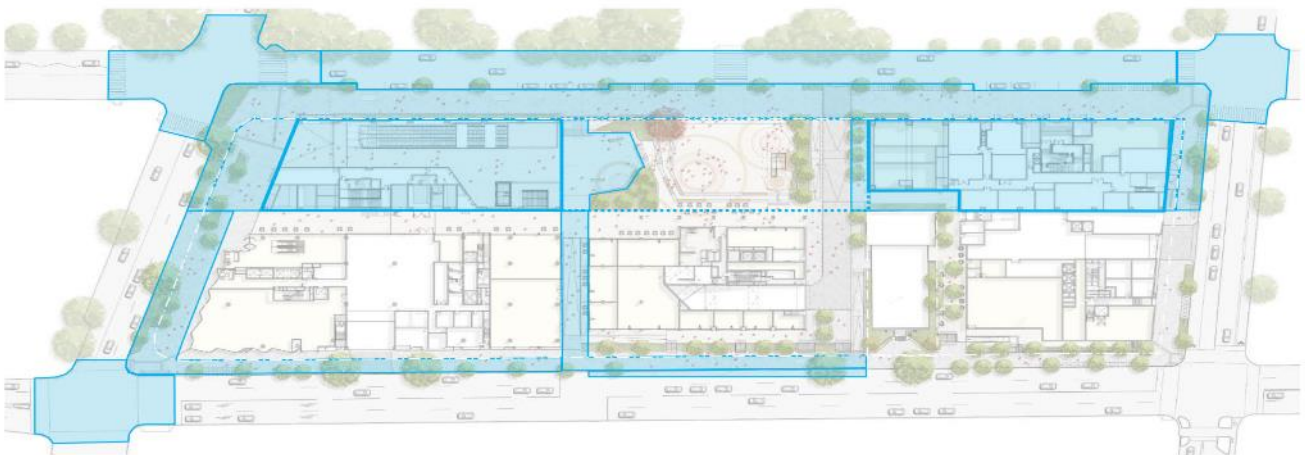


Figure 6 CSSI Approval scope of works
Source: WL Developer Pty Ltd

5.3 Concept Approval (SSD 9393)

As per the requirements of clause 7.20 of the Sydney Local Environmental Plan 2012 (SLEP), as the OSD exceeds a height of 25 metres above ground level (among other triggers), development consent is first required to be issued in a concept DA (formerly known as Stage 1 DA).

Development consent was granted on 10 December 2019 for the concept SSD DA (SSD 9393) for the Waterloo Metro Quarter OSD including:

- a maximum building envelope for podium, mid-rise and tower buildings
- a maximum gross floor area of 68,750sqm, excluding station floor space
- conceptual land use for non-residential and residential floor space
- minimum 12,000sqm of non-residential gross floor area including a minimum of 2,000sqm of community facilities
- minimum 5% residential gross floor area as affordable housing dwellings
70 social housing dwellings
- basement car parking, motorcycle parking, bicycle parking, and service vehicle spaces.

Separate SSD DAs have been prepared and will be submitted for the southern, central and northern precincts and basement car park proposed across the Waterloo Metro Quarter site.

A concurrent amending concept SSD DA has been prepared and submitted to the DPIE which proposed to make modifications to the approved building envelopes at the northern precinct and central building. This amending concept SSD DA does not impact the proposed development within the southern precinct.

6. Proposed Development

6.1 Waterloo Metro Quarter Development

The Waterloo Metro Quarter OSD comprises four separate buildings, a basement carpark and public domain works adjacent to the Waterloo Metro station.

Separate SSD DAs will be submitted concurrently for the design, construction and operation of each building in the precinct:

- Southern precinct SSD-10437,
- Basement Car Park SSD-10438,
- Central precinct SSD-10439, and
- Northern precinct-SSD-10440.

An overview of the proposed SSD DA's is outlined below.

6.1.1 Southern Precinct [Subject DA]

The Southern Precinct comprises:

- 25-storey residential building (Building 3) comprising student accommodation, to be delivered as a mixture of studio and twin apartments with approximate capacity of 474 students
- 9 storey residential building (Building 4) above the southern station box to accommodate 70 social housing dwellings
- ground level retail tenancies including Makerspace and gymnasium lobby, and loading facilities
- level 1 and level 2 gymnasium and student accommodation communal facilities
- landscaping and private and communal open space at podium and roof top levels to support the residential accommodation
- new public open space including the delivery of the Cope Street Plaza, including vehicle access to the site via a shared way from Cope Street, expanded footpaths on Botany and Wellington Streets and public domain upgrades
- signage zone locations
- utilities and service provision
- stratum subdivision (staged).

6.1.2 Basement Car Park [Subject DA]

The Basement Car Park comprises:

- 2-storey shared basement car park and associated excavation comprising
- Ground level structure
- Carparking for the Commercial Building 1, Residential Building 2, social housing Building 4, Waterloo Congregational Church and Sydney Metro
- Service vehicle bays
- commercial end of trip and bicycle storage facilities

- Retail end of trip and bicycle storage facilities
- residential storage facilities
- shared plant and services.

6.1.3 Central Precinct [Subject DA]

The Central Precinct comprises:

- 24-storey residential building (Building 2) comprising approximately 126 market residential and 24 affordable housing apartments, to be delivered as a mixture of 1 bedroom, 2 bedroom and 3 bedroom apartments
- Ground level retail tenancies, community hub, precinct retail amenities and basement car park entry
- level 1 and level 2 community facilities (as defined in the SLEP) intended to be operated as a childcare centre
- landscaping and private and communal open space at roof top levels to support the residential accommodation
- new public open space including the delivery of the Church Square, including vehicle access to the basement via a shared way from Cope Street, expanded footpaths and public domain upgrades on Botany Road
- external licensed seating areas
- signage zone locations
- utilities and service provision
- stratum subdivision (staged).

6.1.4 Northern Precinct [Subject DA]

The Northern Precinct comprises:

- 17-storey commercial building (Building 1) comprising Commercial floor space, with an approximate capacity of 4000 workers
- ground level retail tenancies, loading dock facilities serving the northern and central precinct including Waterloo metro station
- landscaping and private open space at podium and roof top levels to support the commercial tenants
- new public open space including the delivery of the Raglan Street Plaza, Raglan Walk and expanded footpaths on Raglan Street and Botany Road and public domain upgrades
- external licensed seating areas
- signage zone locations
- utilities and service provision
- stratum subdivision (staged).

7. Historical Overview

7.1 Early Land Grants and Establishment of Industry (1788-1853)

Prior to European settlement, Waterloo and its surrounds were located within the Botany Lowlands dune system which was characterised by gently undulating dune fields. A number of lagoons and swamps were situated within the low-lying dune flats which drained into Botany Bay in the south and Sydney Cove in the north¹. The dunes were vegetated with a mixture of dense heath and scrub. Melaleuca and sedge swamps, mangroves and saltmarsh lined Shea's Creek, a tributary of the Cooks River which began in the sandy hills of what is today the suburb of Surry Hills. The large Waterloo Swamp was situated to the south-east of the subject area.

The availability of water and proximity to Shea's Creek encouraged industries such as wool-washing, milling, brick making, tanneries and market gardening.² These industries were powered by the abundantly available water which was diverted from a system of reservoirs including the Big Waterloo Dam, Little Waterloo Dam and the Upper Dam.³ In the 1810s Botany Road was constructed by Governor Macquarie for the purpose of connecting the Waterloo mill to the government stores at Sydney.

In 1825, John Thomas Campbell was granted 185 acres which he called Mount Lachlan Estate, and which roughly contained the modern suburb of Waterloo. In 1819 1,400 acres to the south of what is now Boundary Road was granted to William Hutchinson, which encompassed the suburbs of Zetland, Alexandria and Rosebery. This land was comprised of sand hills, shrubs and swampland which was ill-suited to agriculture but well-suited for stock grazing. In 1821 Hutchinson went into partnership with Samuel Terry and Daniel Cooper as the firm Hutchinson, Terry & Co.⁴ In 1820 the firm established a water-powered flour mill, now called the Lachlan and Waterloo Flour Mill, on Crown land at Waterloo.

In 1825 Daniel Cooper and Solomon Levey acquired Hutchinson, Terry & Co. which they renamed Cooper & Levey. With this acquisition they also assumed ownership of the Waterloo and Lachlan Estates, a combined area of 1,585 acres which was became known as the Waterloo Estate. Cooper later bought Levey's share when he died in 1833.⁵

Following the introduction of the English *Public Health Act 1848*, a similar Act was introduced by the New South Wales Parliament which banned 'noxious industries' within the city. These 'noxious industries' subsequently relocated to Waterloo, contributing to the further industrialisation of the area.

¹ City of Sydney, *The Streets of Green Square, The Past Shapes the Future*, p. 2

² Cooper Estate Heritage Conservation Area, SHI Form, available at <https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2421468>

³ Karskens, G. and Rogowsky, M., 2004. *Histories of Green Square*, p.32

⁴ NSW State Archives and Records Index to Colonial Secretary's Papers 1788-1825. Reel 6056; 4/1765 pp.169-169c.

⁵ Bergman, G. 1967, Levey, Solomon (1794-1833), *Australian Dictionary of Biography*, available at <http://adb.anu.edu.au/biography/levey-solomon-2353>

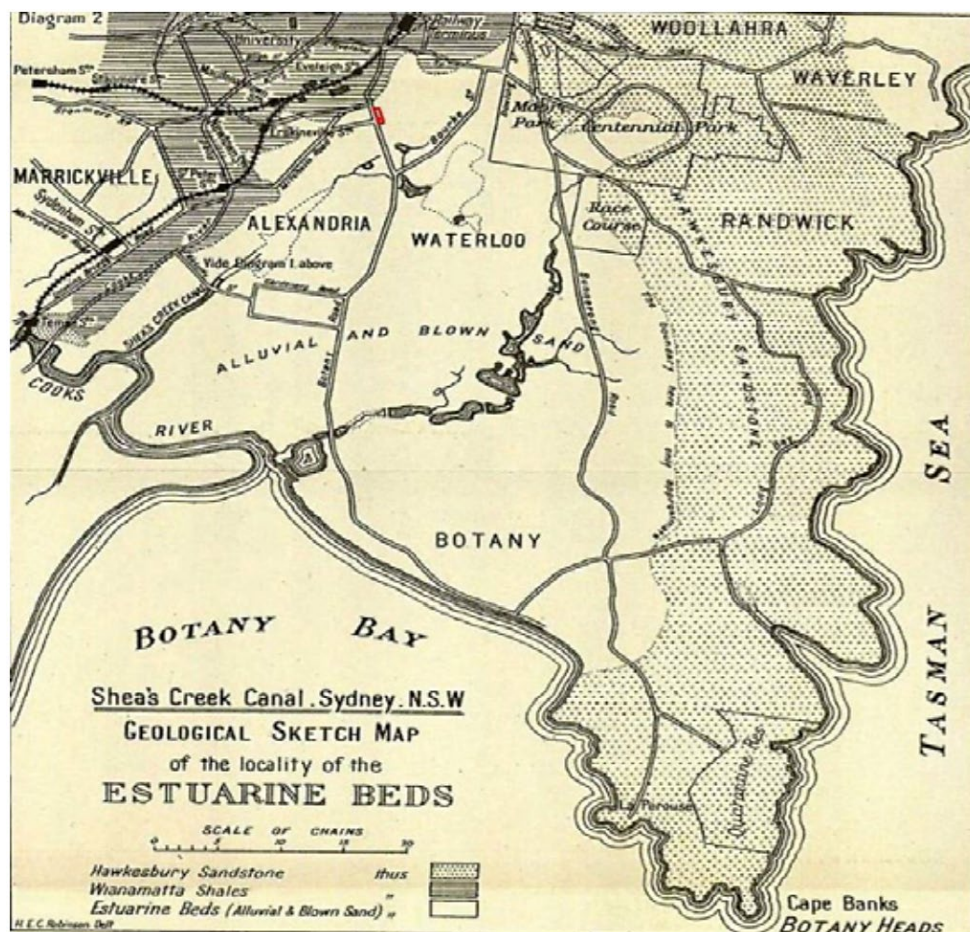


Figure 7 – Geological sketch map of the Estuarine Beds, Shea's Creek Canal, Sydney, 1896. Indicative Waterloo Station site location shown in red

Source: Etheridge, R., David, T.W.E. and Grimshaw, J.W., 1896. On the Occurrence of a Submerged Forest, with Remains of Dugong, at Sheas Creek, Near Sydney



Figure 8 - Detail from William Henry Wells' Sketch showing the focus of industry at the centre of the Waterloo estate and location of Botany Road in relation to it.
Source: State Library of NSW, M2 811.18/1850/1

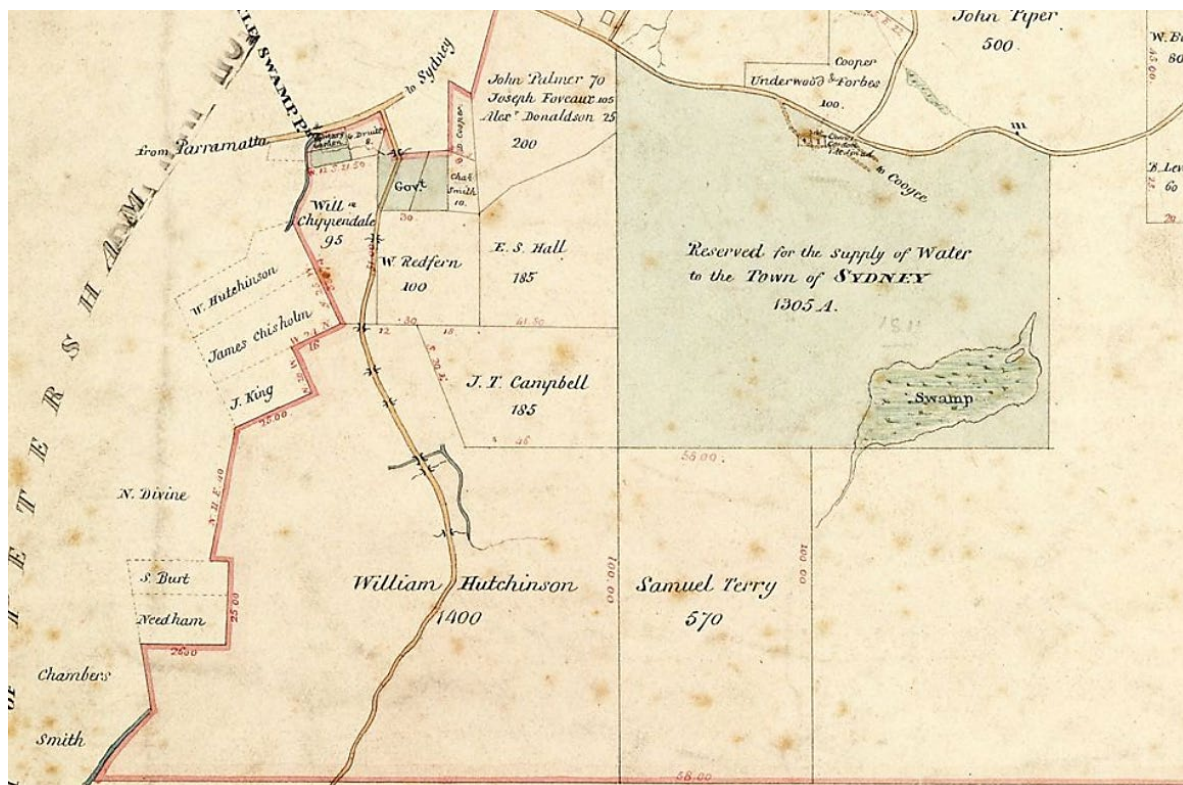


Figure 9 - Undated Parish map of Alexandria, showing the extent of William Hutchinson's grant and location of Botany Road. The approximate location of the subject area is indicated with an arrow.
Source: HLRV, Parish of Alexandria, 14066301.jp2

7.2 The Municipality of Waterloo and Early Subdivisions (1853-1880)

In 1853 Daniel Cooper died and his nephew's second son, William Charles Cooper (1852-1925), inherited the Waterloo Estate. The family managed their lands in leasehold on 99-year terms with lessees, who in turn would sub-lease the land. In the 1890s changes in the taxation system increased the financial burden assumed by landowners and the Waterloo Estate was thus subdivided from 1912 onwards. Leases were granted arbitrarily and on the basis of the requirements of the lessee, whether they be industrial, commercial or residential in nature. This resulted in an irregular subdivision pattern in comparison with those observed in neighbouring suburbs such as Redfern. The 99-year lease terms encouraged buildings of substance, many of which were still standing in the mid-20th century.

The western and northern parts of Cooper's Waterloo Estate developed from the 1850s into an industrial zone with soap works, wool washes, breweries, a rope works, a pottery, and brickyard. The southern and eastern parts of the Waterloo Estate remained largely undeveloped at this time although the low-lying, swampy landscape was well suited to Chinese market gardens, which were particularly concentrated along the former route of Shea's Creek.⁶ The role of market gardens in Waterloo's early economy is reflected in the name of the 'Cauliflower Hotel', which was built in 1862 on land which was formerly comprised of market gardens where cauliflowers were grown⁷ (Figure 8).

The Municipality of Waterloo was proclaimed on 16 May, 1860.⁸ The first Council meeting was held at the residence of Mr William Brown, at the corner of Botany Road and Buckland Street.⁹ By the late 19th century the suburb of Waterloo remained largely confined to the north-western corner of the municipality.

No maps or plans indicate the buildings which were erected within the subject area in association with these early lessees. Land titles information has revealed that the majority of properties were 200 feet (61m) deep with frontages on Botany Road and Botany Street and extended from Raglan Street in the north to Buckland Street in the south.¹⁰ Figure provides a plan of the subject area prepared by AMBS which illustrates the known built history of the subject area during the mid- to late-19th century as determined through land title information.

Although building codes were introduced in the 1870s, many of the housing developments which were undertaken in Waterloo during this period were unregulated and lacked basic facilities. Overpopulation and poor sanitation had become such an issue for the area's burgeoning population by 1876 that Waterloo and adjacent suburbs became the focus of the Sydney Health Board's investigations into slum housing.¹¹

⁶ Ringer, R. 2013, From Sheas Creek to Alexandra Canal, Dictionary of Sydney, available at https://dictionaryofsydney.org/entry/from_sheas_creek_to_alexandra_canal

⁷ Cauliflower Hotel including interior, SHI Form, available at <https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2420462#:~:text=The%20history%20written%20for%20the,Hence%20the%20name.>

⁸ New South Wales Government Gazette, *Municipality of Waterloo*, Fri 22nd Nov 1861

⁹ NSW Government Office of Environment and Heritage, 'Cauliflower Hotel including interior', available at <https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2420462#:~:text=The%20history%20written%20for%20the,Hence%20the%20name.>

¹⁰ AMBS, 2017, *Sydney Metro, City & Southwest Archaeological Method Statement for Waterloo Station*, p.11

¹¹ Ibid, p.62

In 1878 Redfern (then Eveleigh) railway station was constructed within proximity of the Eveleigh Railway Workshops to the north-west of the subject area. The construction of these facilities led to further population increase within the suburbs of Redfern and Waterloo.



Figure 10 - The Cauliflower Hotel was constructed in 1862 on land which was formerly a market garden
Source: NSW State Heritage Inventory, Database no. 2420462

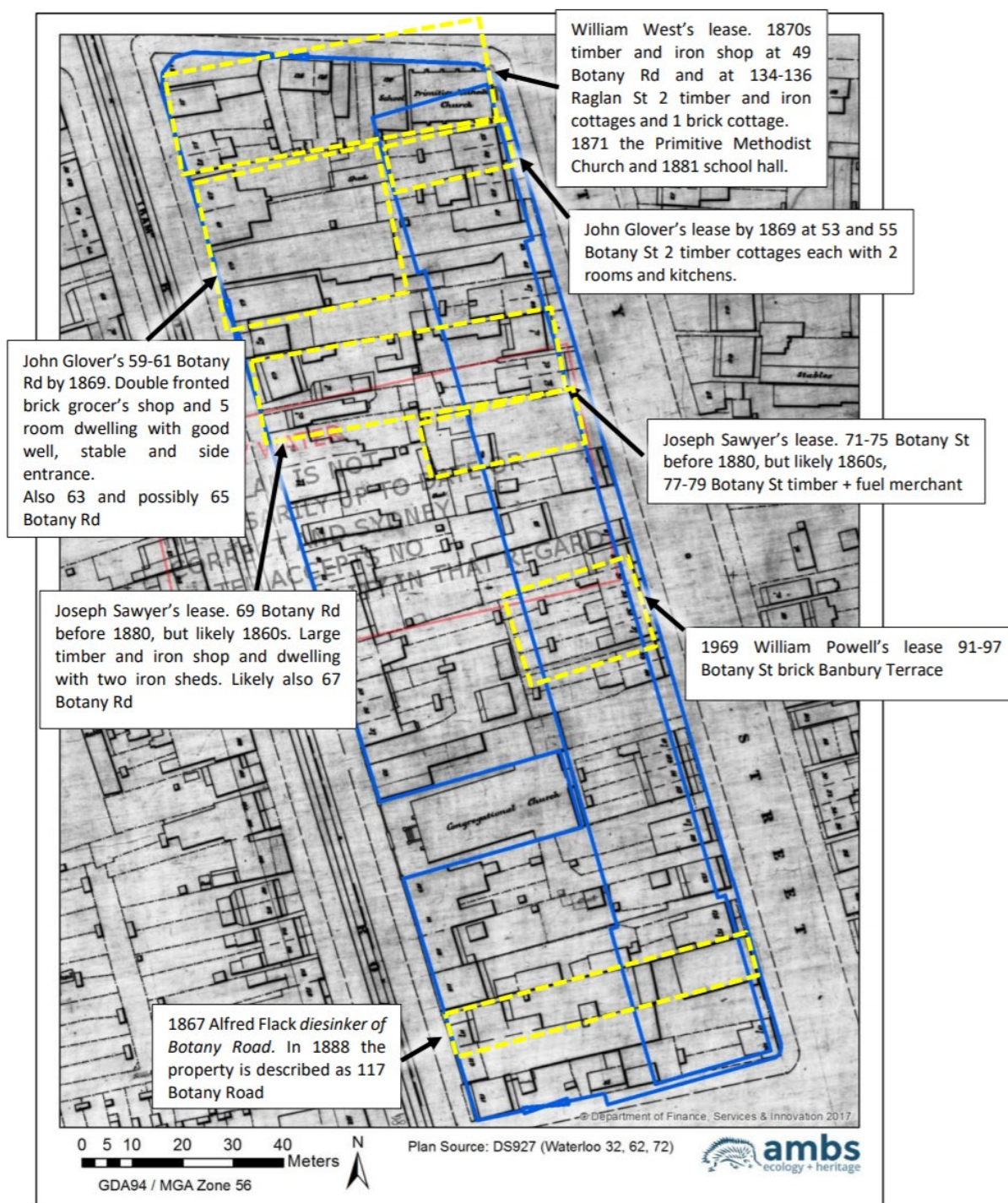


Figure 11 – Detail of 1893 Sydney Water Plan showing the known built history of the subject area as determined through land title information
Source: AMBS, 2017, Sydney Metro, City & Southwest Archaeological Method Statement for Waterloo Station, p.16

7.3 Residential Subdivision (1880-1920)

The 1880s saw small residential subdivisions being established as workers' housing in Waterloo as Sydney's industry expanded from the inner city to occupy the cheaper lands to the south near the swamps in Alexandria and Waterloo.

An 1886-1888 Parish Map (Figure 10) shows a lightly settled area with swampland in the east and industrial development in the west. The subject area contains an Australian Joint Stock Bank and the still extant Congregational Church (Figure 11). Between 1890 and 1917 the population had grown from 8,000 to 11,330. Australia's first Lebanese church, St Michael's Melkite Church, was built in Waterloo during this time.

By the late 19th century Waterloo was characterised by 'large scale industry, rows of terrace housing and areas of workers' cottages.'¹² The subject area had become densely populated with residential and commercial premises. An 1895 plan of the area shows terraces and free-standing cottages across what is now the Metro Quarter site, most with outbuildings and backyard WCs. Fronting Botany Road between Raglan and Buckland Street (now Wellington Street) was the Congregational Church which is still standing (surrounded by but excluded from the Metro Quarter subject site).

A number of hotels were also operating in the suburb, including the Prince of Wales, Old Beehive Hotel, Middleborough, Evening Star and the Cottage of England Hotels all in Raglan Street on the corners of Cooper, George and Pitt Streets respectively. The Australian Hotel stood on the corner of Botany Street (Cope Street) and Buckland Street (Wellington Street), the Duke of Wellington was on the corner of George and Buckland (Wellington) Streets, the Duke of Denmark on the corner of Buckland (Wellington) and Pitt Streets and the Cheerful Home Hotel on the corner of George and John Streets. Of these only the Duke of Wellington Hotel, opened c1883, survives.¹³

With the turn of the twentieth century, Waterloo was firmly established as a working-class suburb, with a population which was largely comprised of unskilled workers and labourers employed in nearby industries.¹⁴ The speculative building that had boomed through the 1880s and 1890s had filled in most of the open space and the area had emerged as a retail centre, particularly along Botany Road. A furniture manufacture industry was established and run by the Chinese community, with two large and impressive showrooms named Rising & Co. and Kissing & Co.

Despite the commercial development of the area, living conditions remained largely unchanged since the late 19th century, consisting of rows of overcrowded 2-storey houses. Many of the small cottages and early terraces were without running water in the kitchens, most had backyard toilets with nightsoil collection still prevalent and disease was a major concern. Rubbish and rats were recognised as particular concerns after the outbreak of the bubonic plague in Sydney in 1900. Redfern and Waterloo recorded 37 cases with 11 deaths during the outbreak, representing the second largest concentration outside of the city wharf area.¹⁵

¹² Karskens & Rogowsky 2004, *Histories of Green Square*, p.57-60

¹³ Sands Sydney and Suburban Directory, 1880-1895.

¹⁴ Fitzgerald, 1987, *Rising Damp Sydney*, p.18, 27

¹⁵ Curson, P. & K. McCracken, *Plague in Sydney: The anatomy of an epidemic*, NSWU Press, Sydney, 1989, pp. 126-127.

Inspections of houses in Waterloo as part of the plague clean-up revealed poorly maintained and structurally unsound dwellings with leaking roofs, poor ventilation, bad drainage, inadequate sanitation, water and sewerage connections.¹⁶ As with many other parts of the city at the time, the authorities labelled these parts of Sydney as slums, a label that once attributed was difficult to remove. NSW Premier Bill McKell would later attribute the depressed character of the area to the 99-year leases which were initiated by Daniel Cooper almost a century earlier.¹⁷ Newly appointed City Commissioners began to openly discuss widespread demolitions and renewal projects for the district.¹⁸

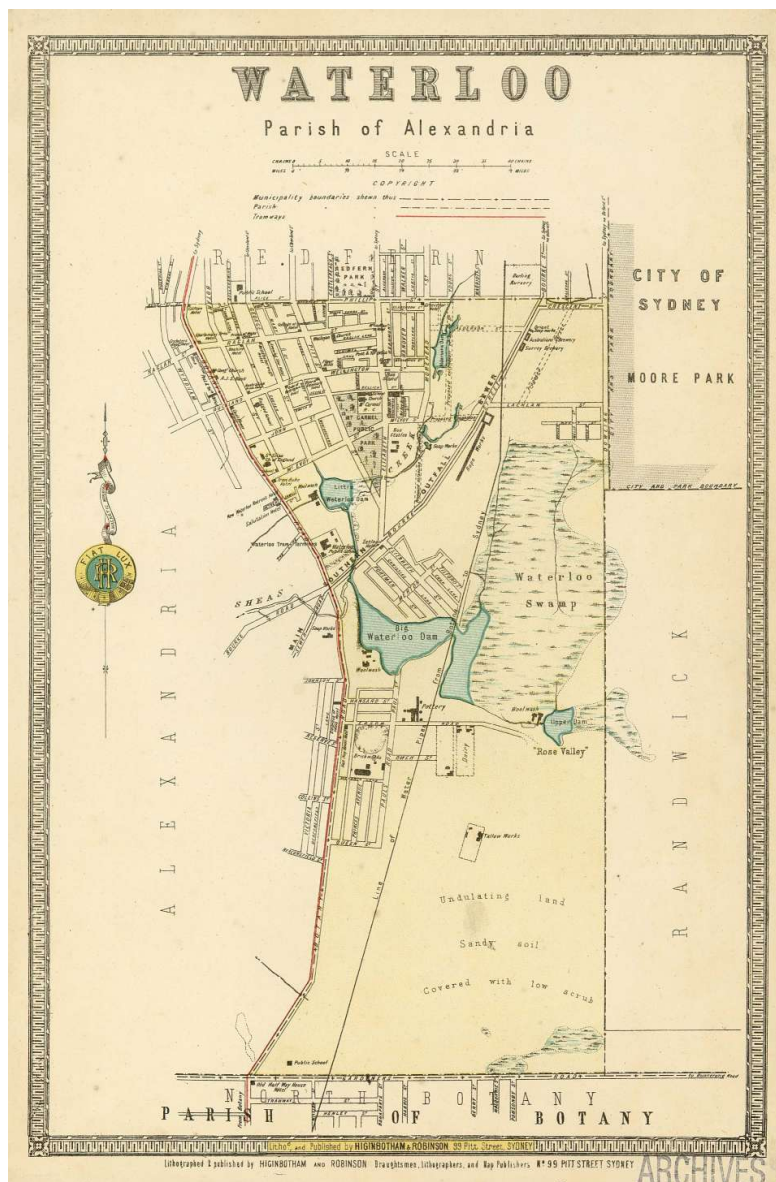


Figure 12 - 1886-1888 Parish Map, Higinbotham & Robinson
Source: City of Sydney Archives, Parish of Alexandria, A-00530197

¹⁶ Ibid, pp. 194.

¹⁷ Truth, 19 January 1947, p.33

¹⁸ The Australian Worker, 15 February 1928, p.9.



Figure 13 – Detail of 1886-1888 Parish Map, Higinbotham & Robinson
Source: City of Sydney Archives, Parish of Alexandria, A-00530197

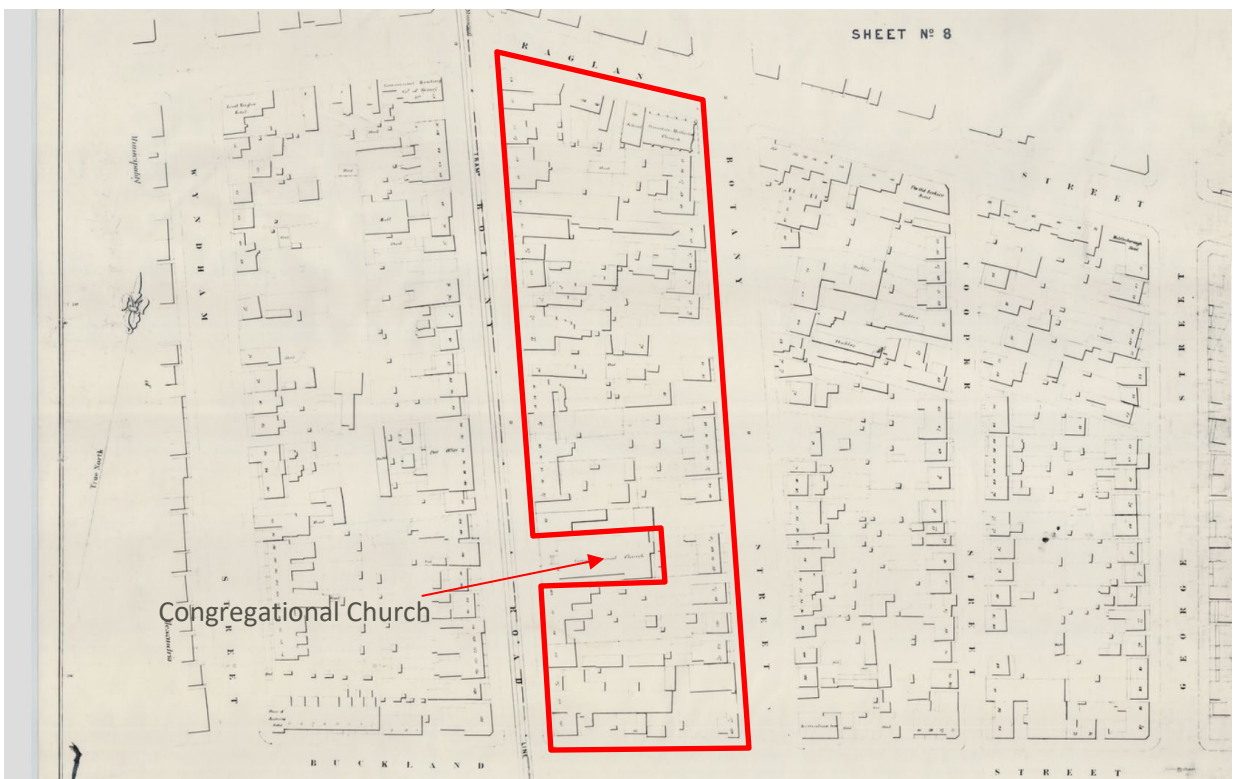


Figure 14 – Metropolitan Detail Series–Waterloo Section 8 (1895) – Metro Quarter outlined in red with heritage item church identified
Source: State Library New South Wales; File Number FL4377348.

7.4 Recession and The Great Depression (1920-1970)

Waterloo's reputation as a slum was prolonged by a recession in the mid-1920s which was followed by the Great Depression from 1929. Unemployment rates in Waterloo began to rise sharply as the industries in the area struggled. By the early 1930s up to 43% of adult males in the Redfern-Waterloo area were unemployed, compared to a Sydney average of 28%, with three quarters of the potential wage earners actually making either no wage or less than the basic wage.

Evictions of families from rental properties became common place in the late 1920s and grew through the 1930s. Ironically, the measures enforced by the NSW Government to try to prevent widespread evictions, through a series of fair rent bills and tenant protection legislation, discouraged landlords on spending much on properties where they could not evict tenants nor could they raise the rents. A slow decline in the quality and upkeep of many rental premises was the result and this continued through to the 1950 reinforcing the idea of the area as a slum.

In large part due to its economically depressed status, Waterloo's built character had remained largely unchanged since the mid- to late-19th century (Figure 13). From the mid-1940s this began to change.

In 1948 Waterloo became part of the Sydney City Council and shortly thereafter the subject area was rezoned light industrial. By the mid-20th century, the subject area had been developed predominantly with industrial warehouses and sheds, replacing the earlier terrace housing. The area to the east of Botany Road was cleared and public housing constructed.



Figure 15 - Row of terraces within the Redfern slum, 22 March 1957

Source: SMH, 18 March 2019, From the Archives: The "Beneficent ladies" of Meals on Wheels, available at <https://www.smh.com.au/national/nsw/from-the-archives-the-beneficent-ladies-of-meals-on-wheels-20190314-p5144n.html>

7.5 Green Bans to Present (1970 – Present)

In the 1970s the Green Bans movement played a significant role in maintaining the historical character of Waterloo. The green bans centred on three primary objectives; defending open spaces, protecting existing housing stock and preventing the replacement of old buildings with office-blocks and shopping precincts.¹⁹

The green bans supported resident action groups resisting high-rise residential developments in a number of suburbs, including Waterloo (Figure 14). This was referred to at the time as the 'high-rise-low-rise battle'.²⁰ In 1974 the Builders Labourers Federation placed a green ban against the demolition of low-income housing in Alexandria to make way for apartments.

Since the early 2000s the suburb of Waterloo has undergone gentrification with a growing technology-focused business district. In 2015 it was announced that public housing towers in Waterloo would be demolished as part of a major 20-year urban renewal project, which would include 10,000 new dwellings and an underground railway station.²¹

In 2017 and 2018, as part of the NSW Government's Sydney Metro City & Southwest project, all of the buildings on the Metro Quarter site were demolished (excluding one building which was retained to support construction). The heritage-listed Congregational Church building at 103-105 Botany Road is surrounded by and directly adjacent to the subject area, but is excluded.

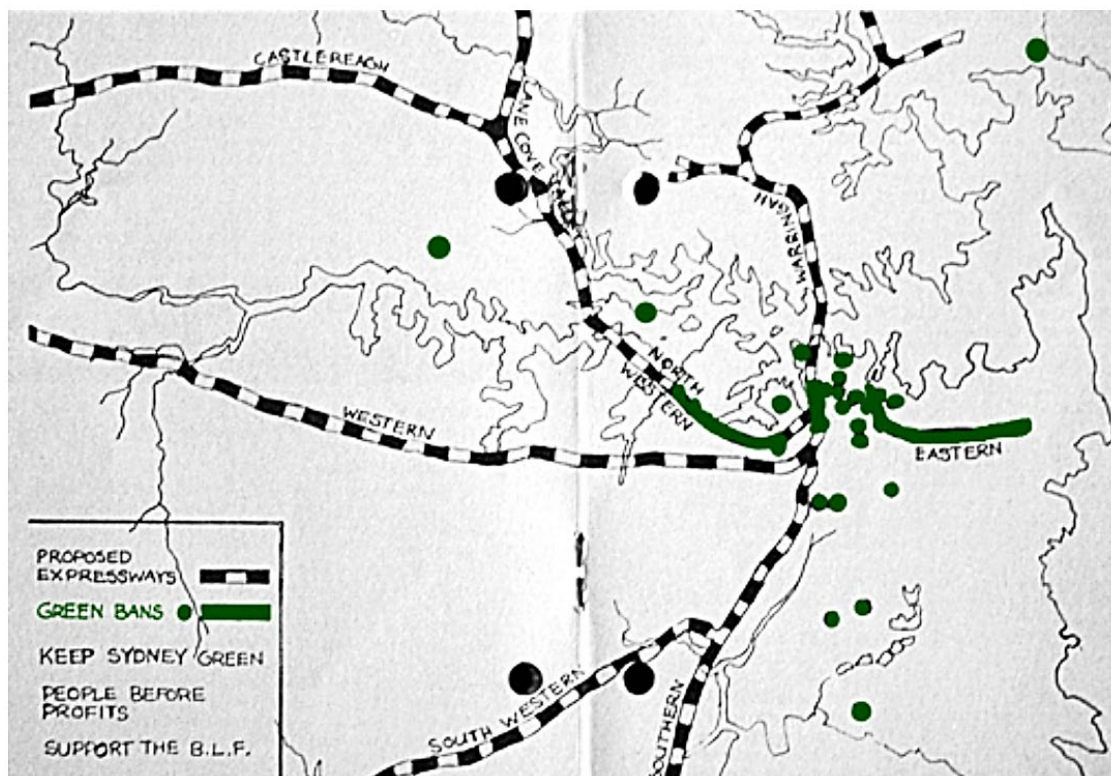


Figure 16 – Map indicating locations of Green Bans within the Sydney metropolitan area
Source: Summers, A. & Bacon, W. 1973, *The Little Green Book: The facts on green bans*, Tomato Press

¹⁹ Burgmann, M. & Burgman, V, 1998, *Green Bans, Red Union. Environmental activism and the New South Wales Builders Labourers' Federation*, University of New South Wales Press, Sydney, pp. 167–299

²⁰ Sydney Morning Herald, 23 August 1973, *Three Views on Development*, p.7

²¹ SMH, 16 December 2015, *Waterloo chosen over Sydney University as site for new metro train station*



Figure 17 – Extract of 1943 aerial with the Metro Quarter shown outlined in red

Source: SIX Maps 2018



Figure 18 – Extract from the 1938-50 Civic Survey, showing the Metro Quarter shown outlined in red

Source: City of Sydney Historical Atlas of Sydney, City of Sydney – Civic Survey, 1938-1950, Map 24 Zetland



Figure 19 – Extract of Nearmap aerial dated 17 January 2017, showing the Metro Quarter outlined in red

Source: Nearmap 2020



Figure 20 – Extract of Nearmap aerial dated 1 June 2020, showing the Metro Quarter outlined in red

Source: Nearmap 2020

7.6 History of the Waterloo Congregational Church

The foundation stone of the Congregational Church on Botany Road was laid in 1883. The church was designed by Mr Herbert S. Thompson, of Eldon Chambers Pitt Street, and the builder was Mr. F Tucker, of Petersham.²² The church was described in an article of the time as follow:

*built of bricks, cemented, with slated roof...finished inside with coved, boarded, and decorated ceiling, broken into panels by means of principals and mouldings. The sittings to accommodate 470 adults, will be of polished kauri and the rostrum of polished cedar. The choir gallery is to be enclosed along the front with ornamental cast-iron railing, with moulded entablature under. Two vestries are included in the design, and every attention is to be paid to ventilation. The frontage to Botany-road is to be enclosed with dwarf stone wall and piers, with iron railing, gates, and lamp standards.*²³

The new church was required due to a growing demand on the church. The church originally commenced in Waterloo in the form of a mission station in 1858, under the supervision of Mr. Slatcher. Due to a 'rapidly growing congregation', the church was removed to a new building erected on Botany-street (now Cope Street), which cost £300 to build and opened on Sunday 28 January 1865. This humble building was later renovated and expanded at a cost of £400.²⁴

When the need for a new church arose, the congregation could not procure a new site within the adjoining estates at a nominal rent, such as was granted to other denominations. The c.1883 church was built at the same location as the former 1865 church.²⁵

²² 1883 'NEW CONGREGATIONAL CHURCH, BOTANY-ROAD, WATERLOO.', The Sydney Morning Herald (NSW : 1842 - 1954), 26 November, p. 7. , viewed 21 May 2018, <http://nla.gov.au/nla.news-article28371685>

²³ Ibid

²⁴ 1883 'NEW CONGREGATIONAL CHURCH, BOTANY-ROAD, WATERLOO.', The Sydney Morning Herald (NSW : 1842 - 1954), 26 November, p. 7. , viewed 21 May 2018, <http://nla.gov.au/nla.news-article28371685>

²⁵ Ibid

The new Congregational Church (as exists today) opened in July 1884.²⁶ Upon opening, the building was further described as follows:

*"The church is approached by a broad flight of steps, whilst the frontage to Botany-road, yet in a partially unfinished state, will be enclosed with a dwarf stone wall and piers, with iron railing, gates and lamp standards. The cost of the church, ground inclusive, is said to be about £2,900. Every attention has been paid to ventilation, and building had five double and two single windows on each side, and a large window of stained glass, presented by the architect, in the front. It is also provided with three sunlights."*²⁷

A City of Sydney image file provides a photograph of the building in the twentieth century (date unknown), included hereunder, and contains a note which states that *"the fence was removed by Council who provided the present landscaping in the 1950s as the cost of refurbishing the iron fence was too costly"*.²⁸



Figure 21 – Photograph of the church in the 20th century

Source: City of Sydney Archives, NSCA CRS 1133, Redfern Waterloo Heritage Study, 1989-1990, NSCA CRS 1133/1/8, File 046\046347



Figure 22 – South Sydney Congregational Church
Source: City of Sydney Archives, NSCA CRS 1133, Redfern Waterloo Heritage Study, 1989-1990, NSCA CRS 1133/1/7, File 046\046346

²⁶ 1884 'Advertising', The Sydney Morning Herald (NSW: 1842 - 1954), 16 July, p. 16., viewed 21 May 2018, <http://nla.gov.au/nla.news-article13572413>

²⁷ Ibid

²⁸ City of Sydney Archives, NSCA CRS 1133, Redfern Waterloo Heritage Study, 1989-1990, NSCA CRS 1133/1/8, File 046\046347



Figure 23 – Photograph of the church in the 20th century

Source: City of Sydney Archives, NSCA CRS 1133, Redfern Waterloo Heritage Study, 1989-1990, NSCA CRS 1133/1/8, File 0461046347

8. Heritage Significance

8.1 Heritage Context of the Site

The subject Waterloo Metro site does not contain any listed heritage items or heritage conservation areas. However, it is located within the vicinity of a number of locally significant heritage items and heritage conservation areas. Most critically, the Waterloo Congregational Church, a locally significant heritage item, is located on Botany Road and is surrounding on three sides by the subject site. The following heritage map shows the location of the subject site and the vicinity heritage items and heritage conservation areas.

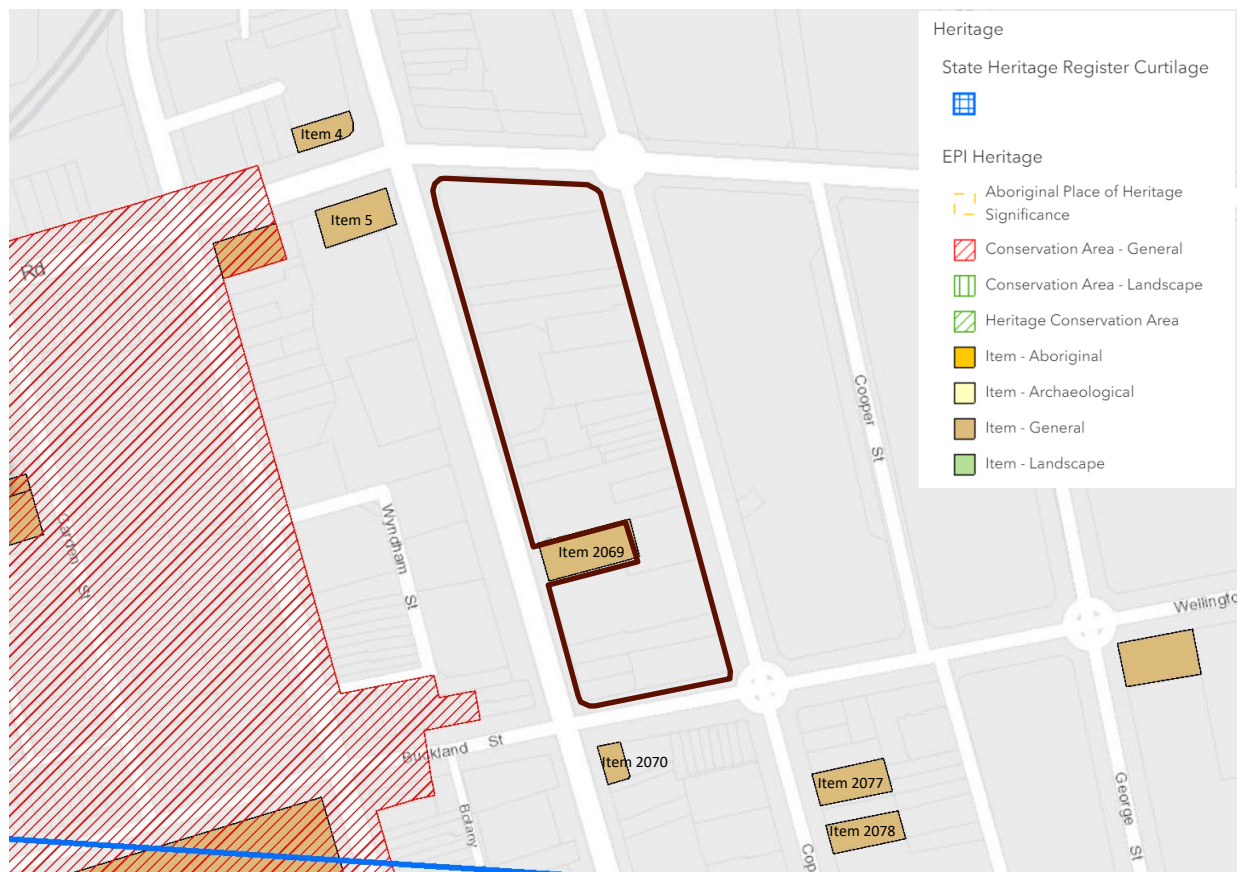





Figure 24 Extract of the NSW Planning Portal Heritage Map showing the subject site outlined in blue
Source: NSW Planning Portal 2020

Outlined overleaf are the listed heritage items located adjacent to and in the immediate vicinity of the Metro Quarter.

Item Description	Local or state significance	Photo (Google Street View)
<i>"Congregational Church including interior", 103-105 Botany Road, Waterloo (Item 2069)</i>	<i>Local</i>	
<i>"Cauliflower Hotel including interior" – 123 Botany Road, Waterloo (Item 2070)</i>	<i>Local</i>	
<i>"Former CBC Bank including interior" – 60 Botany Road, Alexandria (Item 5)</i>	<i>Local</i>	

Item Description	Local or state significance	Photo (Google Street View)
<i>"Cricketers Arms Hotel including interior" – 56-58 Botany Road, Alexandria (Item 4)</i>	<i>Local</i>	
<i>"Terrace Houses", 229-231 Cope Street, Waterloo (Item 2078)</i>	<i>Local</i>	
<i>"Former Waterloo Pre-School (225 Cope Street) including interior"—225-227 Cope Street, Waterloo (Item 2077)</i>	<i>Local</i>	

Table 3 – Heritage Items in the vicinity of the subject site

8.2 Built Heritage Significance Assessment – Subject Site

Between September 2017 and September 2019, all built structures across the Waterloo Metro Quarter subject site were progressively demolished under the previous CSSI Approval 7400, approved 9 January 2017. These structures consisted of a variety of light industrial, manufacturing and commercial use buildings from the twentieth century. The Waterloo Metro Quarter subject site does not meet the threshold for heritage significance under any of the criteria set out by the Heritage Council of New South Wales.

8.3 Statement of Archaeological Significance

The below statement has been sourced from the Waterloo Archaeological Method Statement prepared by AMBS July 2020.

The archaeological resource of the Waterloo Station site has considerable research potential for its ability to provide an insight into the settlement, development and everyday activities of a community within the block and the wider Waterloo/Redfern area from the early into the late nineteenth century. The artefact assemblages associated with houses and businesses have the potential to provide an insight into population densities, occupations, class, taste and gender.

The archaeology of the Waterloo Station site can make a contribution to an understanding of the development of housing and commercial activity within Waterloo and the 'perceived' and actual nature of nineteenth century slums. Occupation deposits from underfloors, the content of cesspits, rubbish pits, wells and cisterns (if present), would provide insights into domestic and commercial practices which are not available from any other source. In particular, variations in the artefact assemblages from Botany Road and Botany Road should be demonstrative of the differences between small scale businesses on Botany Road and the largely domestic assemblages of Botany Street. The lack of previous archaeological investigations in the Waterloo area means that assemblages from this site should provide a good baseline resource for wider local research. This assemblage could be evaluated and compared with assemblages from other similar and contemporary urban sites.

Analysis of soils and the fill of cesspits and agricultural deposits could provide information regarding the initial early nineteenth century landscape, land-use practices, including early agriculture, plantings and the diet of the local community. That this evidence underlies mid-late nineteenth century urban development, some demonstrating continuity from the earliest occupation, has the potential to contribute to substantive research themes and would have state significance.

The archaeological resource associated with the earliest occupation of the Waterloo Station site is unique in the local Waterloo/Redfern area. That evidence of continuity of occupation into the late nineteenth century together with the integration of later businesses and residences that is likely to be present has the potential to contribute to substantive research themes relating development on the fringes of the urban centre of Sydney. As such the archaeological resource in the Waterloo Station site has state significance.

8.4 Statements of Significance – Vicinity Heritage Items & Conservation Areas

8.4.1 Waterloo Congregational Church

The following existing statement of significances has been sourced from the NSW State Heritage Inventory record for the item:

The Gothic church of rendered brick construction was constructed in 1883 to replace the congregation chapel built in 1865. The symmetrical design of the façade demonstrate

*high quality architectural traits of the building. It is one of the earliest worship venues in Waterloo.*²⁹

8.4.2 Cauliflower Hotel

The following existing statement of significances has been sourced from the NSW State Heritage Inventory record for the item:

The Cauliflower Hotel is a good example of a mid- Victorian hotel in the Georgian style and was built in c1862 by George Rolfe who was a leaseholder and a market gardener. The hotel was under the ownership and operation by the Rolfe family until 1920s, and later by Tooheys and Tooth & Co. The name "Cauliflower Hotel" is associated with former market gardens on the site which were said to be used for cauliflower growing. The hotel has been continually licensed since its establishment. This Georgian style building and the unique cauliflower sign is the landmark on Botany Road.³⁰

8.4.3 Former CBC Bank

The following existing statement of significances has been sourced from the NSW State Heritage Inventory record for the item:

*It represents a good example of the Victorian Italianate style by prominent government architect Mansfield. It is a landmark building on a prominent corner site.*³¹

8.4.4 Cricketers Arms Hotel

The following existing statement of significances has been sourced from the NSW State Heritage Inventory record for the item:

*It represents a good example of its architectural style on a prominent corner site. It makes strong contribution to the streetscape of Botany Rd and Henderson St.*³²

8.4.5 Terraces on Cope Street

The following existing statement of significances has been sourced from the NSW State Heritage Inventory record for the item:

*An intact terrace pair representing Victorian land subdivision and residential development c1880. A good example of terrace housing in Waterloo area. The pair may also have associations with the former Waterloo School at 225 Cope St which dates from c1850.*³³

²⁹ NSW State Heritage Inventory, Congregational Church including interior, accessed online at <https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=2420461>

³⁰ NSW State Heritage Inventory, Cauliflower Hotel including interior, accessed online at <https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=2420462>

³¹ NSW State Heritage Inventory, Former CBC Bank including interior, accessed online at <https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=2420460>

³² NSW State Heritage Inventory, Cricketers Arms Hotel including interior, accessed online at <https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=2420459>

³³ NSW State Heritage Inventory, Terrace Houses, accessed online at <https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=2420597>

8.4.6 Former Waterloo Pre-School

The following existing statement of significances has been sourced from the NSW State Heritage Inventory record for the item:

The Waterloo Congregational Chapel - Waterloo Ragged School - Sydney City Mission Waterloo Kindergarten building has clear historic, social and aesthetic significance. The building is of historical and social significance as it provided moral support and education for the underprivileged local residents, particularly the children of the poor, during a period when Waterloo was one of the most disadvantaged areas of Sydney. The original architectural simplicity and lack of architectural detail or pretension of the building are a clear reflection of the original use of the building and the social conditions in which it was built and operated. The building is historically significant as a relatively early religious building in the Waterloo area, as a Congregational Chapel built in 1870, and as an early religious school for the area (operating as a Congregational School by 1880); important for historical association with the Congregational Church, the Sydney Ragged School movement and the Sydney City Mission; socially significant as an early religious establishment and school for the area, and due to its operation as a "Sydney Ragged School" from 1887 to provide education for the children of the poor, and then subsequently (from 1928 till 1997) as a kindergarten run by the Sydney City Mission. The building has aesthetic significance as a simple gabled brick Victorian building, simple in its detail indicating its non-conformist religious and utilitarian function.³⁴

8.4.7 Alexandria Park Heritage Conservation Area

The following existing statement of significances has been sourced from the NSW State Heritage Inventory record for the item:

The Alexandria Park Conservation Area is significant for its ability to demonstrate the growth of the municipality of Alexandria in the second half of the nineteenth century and the first half of the twentieth century. The area developed in association with the industrial growth of Waterloo and the establishment of the Eveleigh Railway and Goods Yards, providing housing for workers. The housing stock reflects successive subdivisions of the Coopers freeholds and Park View Estate. The industrial development illustrates a later overlay reflecting the growing importance of the area as an industrial centre in the early twentieth century. Alexandria Park provides a focus for the community.³⁵

³⁴ NSW State Heritage Inventory, Alexandria Park Heritage Conservation Area, accessed online at <https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=2420596>

³⁵ NSW State Heritage Inventory, Alexandria Park Heritage Conservation Area, accessed online at <https://apps.environment.nsw.gov.au/dpcheritageapp/ViewHeritageItemDetails.aspx?ID=2421456>

9. Heritage Interpretation Strategy

The following Heritage Interpretation Strategy draws on information outlined in Section 7 and 8 with specific reference to stakeholder engagement, the intended audience profile and available resources and recommended forms of heritage interpretation media. The interpretation detailed herein outlines developing strategies and recommendations for the potential locations, themes, key messages and interpretive devices that may be used and/or incorporated into the new development. Implementation of the interpretation media is subject to future detailed design.

9.1 Stakeholder Engagement Program

Urbis has liaised with the following stakeholders to inform the interpretation strategy:

- Isabelle Toland (Aileen Sage Architects) – Public Art Strategy
- Kate Luckcraft (Aspect Studios) – Landscape Architecture
- Angela Kavanagh (Mirvac) – Project Development
- John Holland Group – To ensure consistency with Waterloo Metro site interpretation

In addition to reviewing any feedback provided by DPIE or City of Sydney Council through the SSD DA process and ongoing feedback with those agencies, the following further consultation is recommended to inform the finalisation of the interpretation media:

- Waterloo Metro Station Project Team – To ensure continuity with interpretation incorporated into that site and the greater Central to Eveleigh Rail Corridor.
- AMBS Archaeology and Artefact Heritage – To determine whether any archaeological deposits were found on the site during construction
- Local Aboriginal Groups
- Local Migrant Groups

9.2 Audience Analysis

The Interpretation aims to reveal meanings and connections to the subject site. To effectively achieve this, interpretation is predicated on identifying audiences and using appropriate media. It is important to identify specific audiences so that interpretation responds to the audience needs and takes into consideration literacy levels, accessibility, gender, ethnicity and age. Accessible interpretation of historic themes and values associated with a site ensures these values of the site in general are appreciated by the occupants of the new development and wider community.

The subject site is proposed to be a new mixed-use retail and residential precinct. Therefore, the prospective audience is anticipated to be diverse. The audience of the interpretation elements may fall into the following categories:

- Residents of the new development
- Visitors of the residents (particularly using the outdoor spaces).
- Local community, accessing retail and commercial tenants and using through site links.
- Visitors from out of town, potentially visiting local community members.

9.3 Themes and Narratives

The themes and narratives recommended for interpretation within the subject site focus on the Aboriginal history, light industrial character and general history of the area. It is recommended that these themes and narratives should be further investigated during detailed design to inform content of the interpretation media.

The interpretation themes and narratives have been developed from the information supplied in section of this report and the historic themes outlined by the Heritage Council of NSW as shown in the table below.

Australian Theme	NSW Theme	Notes	Relevance to the Site
<i>2 Peopling Australia</i>	<i>Aboriginal Cultures and interactions with other cultures.</i>	<i>Activities associated with maintaining, developing, experiencing and remembering Aboriginal cultural identities and practises, past and present; with demonstrating distinctive ways of life; and with interactions demonstrating race relations.</i>	<i>Relevant to the broader area as the birthplace of Australia's civil rights movement.</i>
<i>3 Developing local regional and national economies</i>	<i>Environment – cultural landscape</i>	<i>Activities associated with the interactions between humans, human societies and the shaping of their physical surroundings.</i>	<i>Original state of the site as swamps and mangroves.</i>
<i>3 Developing Local regional and national economies</i>	<i>Industry</i>	<i>Activities associated with the manufacture, production and distribution of goods.</i>	<i>In the early twentieth century the subject site was developed for light industrial use and manufacture of goods.</i>
<i>4 Building settlements</i>	<i>Towns, suburbs and villages</i>	<i>Activities associated with creating, planning and managing urban functions, landscapes and lifestyles in towns, suburbs and villages.</i>	<i>Potential remnant of archaeological deposits related to a pattern of building foundation remains.</i>

Australian Theme	NSW Theme	Notes	Relevance to the Site
5 Working	Labour	Activities associated with work practices and organised and unorganised labour.	General places of employment on the site over the course of the 20th century including coppersmiths, weaving mills, garages

Table 4 – Identified themes and narratives for interpretation

The below themes have been developed in collaboration with Aileen Sage Architects and throughout the development of the Public Art Strategy (refer Appendix NN of the southern, northern and central EIS’).

9.3.1 Theme 1 - Country

The work will acknowledge and celebrate the essential nature of the land that Waterloo sits on, above and within Aboriginal land. Land that has provided stories, skills, designs and cultural practices. Weaving patterns (from woven bags, baskets, and mats) will be developed by the artist, as well as interpretations of kinship stories or systems as patterns and designs.

9.3.2 Theme 2 - Community & Language

It will acknowledge the history of Aboriginal activism in the Waterloo /Redfern /Eveleigh area, the birthplace of Australia’s civil rights movement and its continuing significance for the Aboriginal community, emerging communities with each new wave of migration, acknowledging also the stories of food production, industry, craftspeople and makers that at various times have contributed to the character of this area.

9.3.3 Theme 3 - Innovation & Knowledge

The work will celebrate the area’s Aboriginal history and future with a focus on innovation, incorporating in particular ideas and practices celebrating Indigenous knowledge of the skies. Recognising a deep knowledge and understanding of the interconnection between our planet and the broader universe. Honouring the sky above us that unites us under the same blanket of stars.

The work will celebrate the (sometimes difficult) journeys migrants took from the northern hemisphere to the southern and the unifying use of stars as a way of finding place. Honouring the stories of the southern constellations and the ongoing research and innovations that continue to build on this ancient knowledge.

9.3.4 Theme 4 – Development of the Urban Landscape

The overall development of the site from its original state as wetlands, Aboriginal evidence, early land grants, mills and market gardens, through to early residential subdivisions, light industrial and commercial uses before modern development.

9.3.5 Waterloo Metro Site – Key Stories

This report has been prepared with reference to the Waterloo Metro Site Heritage Interpretation Plan. Similarly, the themes developed above have been provided to the Waterloo Metro Site project team for review and coordination. The following key stories for interpretation have been set out in that document:

- Gadigal land prior to European settlement
- Aboriginal life in Waterloo following European settlement
- Aboriginal occupation in the 19th and 20th century
- A meeting place for the Aboriginal Community
- Aboriginal Archaeology
- Industrial development of Waterloo
- Development of Waterloo Estate

9.3.6 Future Themes, Narratives and Research

The following table outlines additional themes and resources that should be considered and used to inform detailed design of interpretation elements proposed for future development across the site. In addition, however, they should also be considered for content and design development of the interpretation media outlined in the section below.

- Experiences of migrant workers – An oral history project could be explored to record the local communities' memories of the area. Interviews with past employees on the block could provide personal narratives to inform additional Heritage Interpretation across the site or to inform the media proposed as part of the Public Art Strategy, while also being complementary to the themes and narratives highlighted in this report. If undertaken, the oral history should be undertaken in consultation with City of Sydney Council and should be a collaborative and co-owned resource. The content of the history could then be incorporated into future signage located across the site or incorporated into online content. The full content should be made publicly accessible through a repository or centre such as the City of Sydney Archives.
- Evidence of Aboriginal or Early European occupation - No sub surface deposits have been found on the western portion of the subject site at this stage given archaeological excavations have not commenced. However, the recently completed archaeological program for the eastern half of the Waterloo Metro Quarter site has located and provided a comprehensive schedule of salvaged artefacts and information. Pending the finalisation of the archaeological program across the entire site and analysis of the significance of the findings, further themes for interpretation may be identified. Deposits may be able to be incorporated into the interpretation strategy for the overall site in accordance with the below.

9.4 Interpretation Media

9.4.1 Public Art Interpretation

A separate strategy for a public art piece has been prepared by Aileen Sage Architects and has been submitted with this application. This Strategy outlines a proposal for public artworks that interpret and represent the values identified in the table in Section 9.3 and the local Indigenous community.

Three opportunities for public art are identified for further investigation and resolution at this stage. A preliminary diagram outlining the possible locations of artworks has been included below.

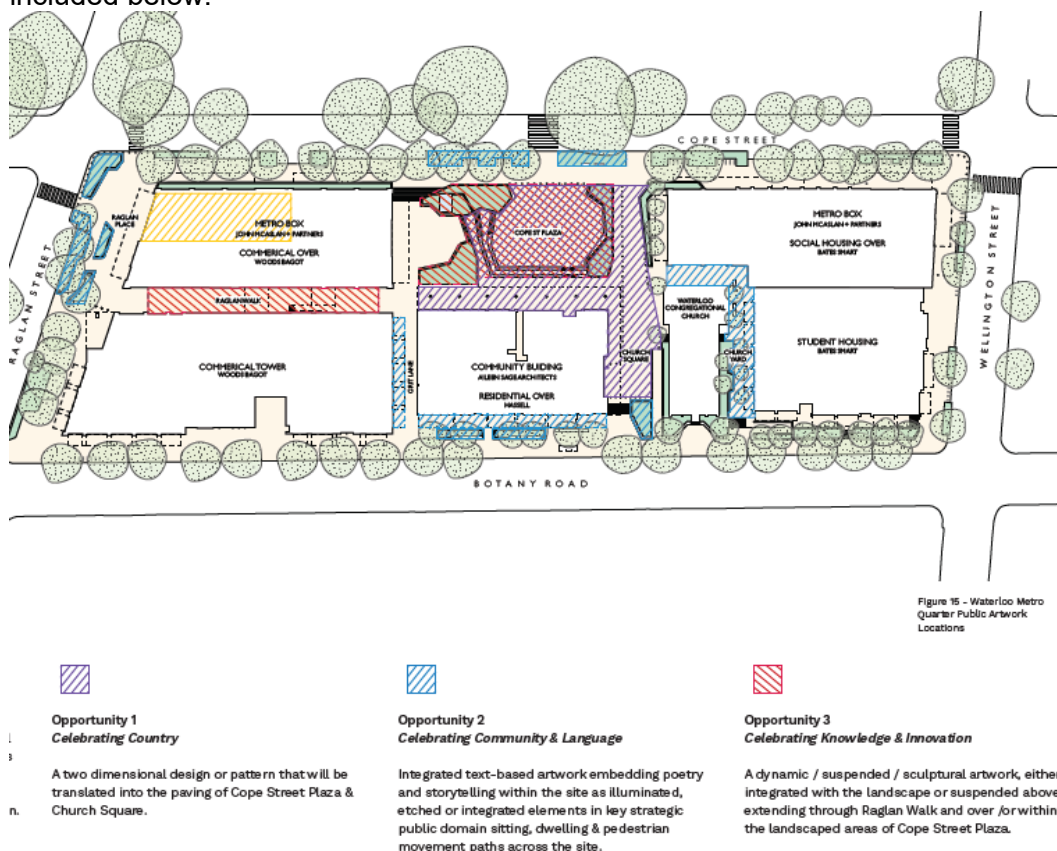


Figure 25 Potential public art locations (note yellow shading constitutes location of Waterloo Metro Station Artwork).

Source: Aileen Sage Architects

The following outlines each opportunity, identifying possible media and the values that each will communicate. This content has been quoted directly from Aileen Sage Architects.

Opportunity 1 - Celebrating Country

This artwork will be a two dimensional design or pattern that will be translated into the brick or concrete unit paving of Waterloo Place and the shareway area between Building 2 and the Waterloo Congregational Church. The work will be highly graphic and abstract, clearly demarcating these important civic zones and creating a strong visual character and marker of these public domain areas when viewed from a distance and from above, looking down from the residential, community and commercial buildings of the precinct and surrounds.

Opportunity 2 - Celebrating Community & Language

This commission will be in the local Sydney language as well as selected migrant languages including English, Mandarin, Arabic, and could include some European languages such as Italian, Greek, French and Russian and any other key languages

considered important in responding to particular immigrant groups with strong relationships, historical and contemporary, with the area. It will work with poetry and storytelling to embed text within the site as illuminated, etched or integrated elements in key strategic places, speaking to identity, culture and community.

Naming of local Indigenous community leaders and heroes as place names could also be incorporated, as well as celebrating historical knowledge and stories that honour the site's position as a place of social progression from particular moments in history. The achievements of local people in a diverse range of fields will be recognised and celebrated, paying tribute to important initiatives that began in this area such as the Aboriginal Legal Service, the Aboriginal Medical Service, the Aboriginal Children's Service, and the National Black Theatre House.

Acknowledgments of Country would also be included at key entry points to the precinct.

- Integration within glass building awnings (refer Built Interpretation at Section 9.4.3 below).
- Illuminated text around or upon strategic walls or vertical surfaces in the precinct – in particular in locations where safety and security will benefit from considered lighting and activation – such as Church Yard, Church Lane and the tall vertical service core wall of Building 1, addressing Botany Road. These could recognise particular local heroes /innovators or significant historical places, industrial heritage or events relevant to the site and community.
- Integrated text (engraved /etched /inlaid into materials) within specific functional design elements within the public domain such as public seats /seating areas, the skylight, the public domain lighting strategy and hostile vehicle mitigation structures. These could be interesting quotes /extracts from stories relating to the original environmental qualities and geology of the site – once a freshwater wetland, sand dunes and a place abundant in food - providing talking points at places of rest or reflection.

Opportunity 3 - Celebrating Innovation & Knowledge

For this opportunity it is proposed that a series of sculptural elements either integrated with the landscape or suspended above would be commissioned extending from Raglan Walk through to Waterloo Place.

The work would commission a collaborative multidisciplinary team including artists working alongside an astronomer and tech innovation specialists to create an innovative and dynamic work which may include elements of dynamic digital programming and/or illuminated elements that could be programmed to respond to particular site conditions /activities /astrological /seasonal /environmental conditions particular to the site.

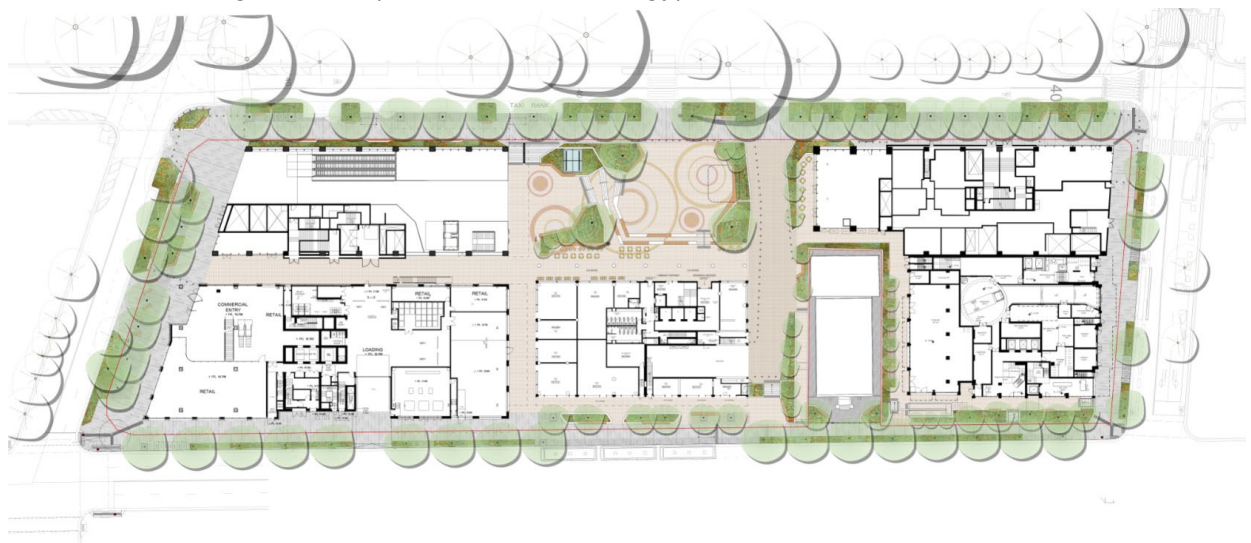
9.4.2 Landscape Interpretation

Aspect Studios have been engaged to prepared the Landscape Design for the public domain (refer masterplan concept below). The landscape design is able to incorporate

particular plantings which represent the early site conditions or local native plants more generally to communicate natural or indigenous values.

Landscape interpretation can include devices such as the following:

- Planting strategies which aim to strengthen the indigenous vegetation of the local area to create an Urban Bushland character
- Incorporation of native species as well as traditional indigenous bush tucker and medicinal plants integrated in pockets throughout the site
- Identification of zones within Waterloo Place and other areas for indigenous artworks in the ground plane
- Paving markers (per Public Art Strategy)



*Figure 26 Landscape design masterplan concept.
Source: Aspect Studios*

9.4.3 Built Form Interpretation

“Every built form is a system of connecting links. Architecture, in this context is the application of a number of spatial and temporal metaphors projected from bodily based experiences.”³⁶ Interpretation in the built form thus refers to the treatment of the built form (being existing and adaptively reused buildings, new structures and streetscape elements) to interpret the site’s significant values.

A built form interpretive strategy is generally a more subtle response which emphasises and compliments the more overt interpretive media. Built form interpretation can be used to interpret specific events, uses, former structures and subdivision patterns, as well as cultural uses and activities including those associated with social welfare and religious communities.

Awnings

The Public Art Strategy identifies that there is an option to incorporate the artwork associated with Opportunity 2 into the awnings along Botany Road and Grit Lane as per the below:

³⁶ Snodgrass and Coyne, page 201.

- *Within glass building awnings such that when light passes through the awnings, the words will be cast in shadow onto the paving below. These may be located in particular along Botany Road and could speak to the idea of Botany Road as a long existing path of travel, it may relate to the rail that runs below the surface (historical & current – industry brought many people to the area from highly varied backgrounds), and could recognise the original watercourses of the site connecting fresh water from the area to salt water at Kamay (Botany Bay).*
- *Into the continuous glass awning along Grit Lane – which provides a covered path of travel between the metro station and the bus interchange on Botany Road.*

9.4.4 Artefacts

The display of artefacts found on a site can be one of the most compelling ways to communicate its history. Incorporation of European and/or Aboriginal Archaeological has the ability to provide a detailed insight into the lives of those communities.

European Archaeology

The Metro station is currently being constructed within the Waterloo Metro Quarter along the eastern side of the city block, as part of the Sydney Metro City & Southwest project. The construction of the Metro station is currently underway and has included to date;

- Demolition of the built structures on the Waterloo Metro Quarter site;
- Excavation for the Metro station to the eastern half of the Waterloo Metro Quarter site, outlined at Figure 27;
- The completion of an archaeological program on the eastern section of the Waterloo Metro Quarter site. Archaeological monitoring and provision of clearance certificates are currently underway by AMBS for the eastern half of the Waterloo Metro Quarter site; and
- Commencement of construction of the metro station.

The recently completed archaeological program for the eastern half of the Waterloo Metro Quarter site has provided a comprehensive schedule of salvaged artefacts and information. Excavations undertaken within the eastern half of the Waterloo Metro Quarter site were carried out in accordance with the *Sydney Metro, City and Southwest Archaeological Method Statements* (AMS) for Waterloo Station prepared by AMBS. Two AMSs were prepared which addressed the eastern half (including the Metro station and part of the subject site) and the future western excavations (including the subject site, to be undertaken under CSSI approval) within the Waterloo Metro Quarter site.

AMBS has provided Sydney Metro with a ‘*Summary report on the historical archaeological investigations at the Waterloo Station Site*’, dated July 2018. We understand that a final excavation report is yet to be completed and released by AMBS for the eastern half of the Waterloo Metro Quarter site. This 2018 interim summary report notes the following conclusions:

- Open area archaeological excavations at the Waterloo Station site began on 8 January and were completed on 25 May 2018.

- The land sloped away to the east and a levelling fill of mixed sands and clays had been introduced apparently to raise the level along Botany Street (now Cope Street) in preparation for constructing housing. Some evidence of activity was identified in this deposit; pits, post holes and what appeared to be features possibly associated with industrial activity.
- The natural white sands beneath the introduced fill showed evidence of early agricultural activity with pits, furrows/plough lines, possible hoe marks and post holes defining simple timber-framed structures as well as three wells lined with diamond frogged sandstock bricks.
- It is anticipated that analysis of the artefacts from these features will provide a date of not later than the 1860s and likely the 1850s if not earlier.
- Analysis of the artefacts should provide a detailed insight into the lives of the Botany Street community.
- Building (house) foundations were also identified.

The summary report concluded that:

“Analysis of the archaeology and the artefacts has not yet begun so it is too early to be certain about the site chronology; however, some houses clearly had a long history of occupation. Also, an extraordinary quantity of artefacts has been recovered (some 600 boxes) which are in the process of being processed in preparation for analysis.

As such, it is too early to state with any certainty, but the features that have been exposed beneath the houses and in the natural sands appear to date to the 1860s or 1850s, and perhaps earlier. This should be clearer following analysis of artefacts and the archaeology. It is likely that the archaeology in the site will provide an insight into the early history and development of the site, that was not previously expected. Whether this results in a re-assessment of the archaeology as having state significance cannot be determined at this stage.”

There is therefore recognised potential for further archaeology to be identified on the site as part of the ongoing archaeological program. Opportunities are to be sought to review the findings with the Waterloo Metro Project Team and determine how the archaeology can be incorporated across the entire Waterloo Metro Quarter.



Figure 27 Sydney Metro, Waterloo Station site map showing excavation zone
Source: Sydney Metro, AMBS Sydney Metro, City and Southwest Archaeological Method Statement for Waterloo Station November 2017

Aboriginal Cultural Heritage

As is the case for historical (non-Aboriginal) archaeology, the Aboriginal archaeological potential and cultural heritage significance of the Metro Quarter has also been previously assessed in detail in a number of reports as part of the CSSI Approval.

It is noted that the Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment report (ACHAR) prepared by Artefact in 2016 concludes that there is moderate-high potential for Aboriginal objects to occur in sub-surface archaeological deposits where there are surviving intact soil profiles (deep sand sheets) across the project site. Any Aboriginal objects that may be identified within this area may be considered to be of moderate to high archaeological significance. The AMBS summary states that minimal aboriginal archaeology was uncovered during the work in the Eastern portion of the subject site.

Notwithstanding the above, there is recognised potential for further archaeology to be identified on the site as part of the ongoing archaeological program. Opportunities are to be sought to review the findings with the Waterloo Metro Project Team and determine how the archaeology can be incorporated across the entire Waterloo Metro Quarter.

9.4.5 Interpretation and Wayfinding Signage

Interpretative signage can take a variety of different forms and may feature text, images, drawings or digitally rendered images. Signage is particularly useful to clearly interpret the history of the site and the relationship with the broader area. It is recommended that

historical aerials or maps are considered to show the development of the block. Information on the early market gardens and later light industrial character of the area should also be highlighted.

It is proposed that the signage be incorporated into the landscape design of the resident's park on the north-eastern corner of the subject site. All interpretation signage should be designed to complement other signage proposed for the new development to ensure a consistent design language. It can also be considered that the interpretation content is incorporated into any wayfinding signage proposed. Precedent examples of appropriate forms of signage have been included below.

The final detailed design of the signage must be designed with regard to durability, installation and maintenance while location of signage should consider safety within children's play areas, accessibility, presentation, historical accuracy/relevance and compatibility with the proposed development. Signage should not be visually or otherwise intrusive.

The content of the signage should provide an overview of the history of the subject site and the relationship to the industrial history of the area.



Figure 28 Pedestal signage located within the landscape and boundary fence.
Source: Designed by Urbis.



Figure 29 Small heritage marker with text and imagery.
Source: Designed by Nutshell.

9.5 Maintenance of Interpretation Elements

It is recommended that the maintenance of the interpretation elements be incorporated into the general maintenance schedule for the landscaping and general upkeep of the building. This will ensure the interpretation elements are maintained and enhances longevity.

As stated above, all interpretation elements should be manufactured in good quality materials to ensure durability however, costs for general upkeep and maintenance of the interpretation media must be incorporated into future management of the site.

10. Conclusion & Recommendations

Section 10.3 of this report has nominated themes and narratives that will be used to inform content for the proposed interpretation media (refer Section 9.3). The four themes that have been specified for interpretation within the subject site include “Country”, “Community and Language”, “Innovation and Knowledge” and “Development of the Urban Landscape”. These themes draw on the early origins of the site and its development through the 19th and 20th centuries.

The proposed interpretation media to be incorporated into this stage of construction works includes the following:

- Public Art Strategy
- Built Form Interpretation.
- Landscape Interpretation
- Interpretation Signage

All interpretation elements have been recommended to reflect the industrial history of the site. Therefore, all interpretation elements should be designed and located to promote accessibility and visibility. The interpretation signage should be manufactured in durable materials to ensure longevity. Details and concepts of the interpretation elements will be prepared during detailed design. These concepts will be informed by the detailed design of the public domain, interiors, wayfinding and landscape.

Next Steps

The following next steps should be incorporated into the project’s ongoing program.

- Archaeological program to be completed under CSSI approval to be finalised to inform prospect of found objects or artefacts. The incorporation of a display for any found artefacts should be investigated based on the outcome of these assessments and consultation with the nominated archaeologists, the stakeholder team and the Waterloo Metro Station Team.
- Undertake program of engagement as set out in this report.
- Once the Heritage Interpretation Strategy has been endorsed by way of an approval for the relevant SSD DAs (refer Section 4.2 of this report) , detailed design of the interpretation elements must be undertaken. This will include confirmation of the following:
 - Preparation of content for all elements.
 - Confirmation of materiality of each element; and
 - Confirmation of locations for elements.

Note that the majority of the interpretation on the site will be centred around public art. Therefore, a Public Art Strategy has been prepared (Appendix NN) has been prepared which sets out the parameters and requirements to be observed by those submitted artworks for potential inclusion on site.

- The elements must be implemented prior to the issue of the final relevant Occupation Certificate.

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