HERITAGE IMPACT ASSESSMENT

APPENDIX Q

Sydney Metro City & South West: Waterloo Over Station Development

Heritage impact assessment report

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1.0 INTRODUCTION

1.1. Purpose of this report

This report accompanies a concept State Significant Development Application (concept SSD Application) submitted to the Department of Planning and Environment (DPE) pursuant to Part 4 of the *Environmental Planning and Assessment Act 1979* (EP&A Act). The concept SSD Application is made under Section 4.22 of the EP&A Act.

This report should be read in conjunction with the Nominated State Significant Precinct (SSP) Study – Waterloo, submitted to the Minister for Planning (The Minister) in July 2018. That study proposes new planning controls to facilitate the development proposed.

Sydney Metro is seeking to secure concept approval for over station development (OSD) above and adjacent to Waterloo Station comprising a podium and three taller buildings which include commercial, residential, and community land uses. The concept SSD Application seeks consent for a building envelope and use for residential, retail, commercial, entertainment, community and recreational purposes, maximum building height, maximum gross floor area (GFA), pedestrian and vehicular access, circulation arrangements and associated car parking and the strategies and design parameters for the future detailed design of development.

Sydney Metro proposes to procure the construction of the OSD as part of an integrated station development package, which would result in the combined delivery of the station, OSD and public domain improvements. The station and its public domain elements form part of a separate planning approval for Critical State Significant Infrastructure (CSSI) approved by DPE on 9 January 2017.

As the development is within a rail corridor, is associated with railway infrastructure and is for "commercial premises or residential accommodation" with a Capital Investment Value of more than $30 million, the project is identified as State Significant Development (SSD) pursuant to Schedule 1, 19(2)(a) of the *State Environmental Planning Policy (State and Regional Development) 2011* (SRD SEPP).

This report has been prepared to outline the heritage impacts and specifically respond to the Secretary's Environmental Assessment Requirements (SEARs) issued for the concept SSD Application on 29th June 2018 which states that the Environmental Impact Statement (EIS) is to address the following requirements:

Reference	SEARs Requirement	Where Addressed in Report
1. Environmental Planning Instruments, Policies and Guidelines	• Heritage Council Guideline on Heritage Curtilages 1996 • Design in Context – guidelines for infill development in the Historic Environment (Heritage Office 2005) • Guide to investigating, assessing and reporting on Aboriginal Cultural Heritage in NSW (DECCW 2011)	Refer to the heritage impact assessment at Section 7.3. Consideration of these documents has been given in the preparation of this impact assessment, where relevant.

10. Heritage	The EIS shall provide: • A detailed heritage impact statement (HIS) that identifies and addresses the extent of heritage impact of the proposal on the site, site curtilage and surrounding area, including any built and landscape items, conservation areas, views and settings, and in particular the impact of the proposal on heritage items of local and State significance, including the locally listed Waterloo Congregational Church, the Cauliflower Hotel, Former Waterloo Pre-school and locally listed terrace houses as well as impacts to the heritage conservation areas in the vicinity of the site. • consider any endorsed conservation management plans for heritage items and conservation areas in the vicinity of the site and the surrounding area • include a heritage interpretation strategy. • considers any archaeological impacts if relevant.	The HIS meets this requirement. The heritage impact assessment at Section 7.3 assesses the potential impacts of the concept SSD Application on the vicinity heritage items. There are no endorsed conservation management plans relevant to the subject site or which need to be referred to in this HIS. A preliminary heritage interpretation strategy relevant to the Metro Quarter is attached at Appendix B.
11. Aboriginal Heritage	The EIS shall: provide a detailed Aboriginal heritage impact statement (AHIS) that identifies and addresses the extent of Aboriginal heritage impacts of the proposal on the site and the surrounding area, including objects, places or features (including biological diversity) of cultural value within the landscape. If Aboriginal Cultural Heritage is found at the site, a full Aboriginal Cultural Heritage Assessment Report together with document of required consultation must be provided.	Refer to relevant discussion at Sections 5.0 and 6.0.

1.2. Overview of the Sydney Metro in its context

Sydney Metro is Australia's biggest public transport project. A new standalone metro railway system, this 21st century network will deliver 31 metro stations and 66km of new metro rail for Australia's biggest city — revolutionising the way Sydney travels. Services start in the first half of 2019 on Australia's first fully-automated railway.

Sydney Metro was identified in *Sydney's Rail Future*, as an integral component of the *NSW Long Term Transport Master Plan*, a plan to transform and modernise Sydney's rail network so it can grow with the city's population and meet the future needs of customers. In early 2018, *the Future Transport Strategy 2056* was released as an update to *the NSW Long Term Transport Master Plan* and *Sydney's Rail Future*. Sydney Metro City & Southwest is identified as a committed initiative in the *Future Transport Strategy 2056*.

Sydney Metro is comprised of three projects:

Sydney Metro Northwest — formerly the 36km North West Rail Link. This $8.3 billion project is now under construction and will open in the first half of 2019 with a metro train every four minutes in the peak.

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

Sydney Metro West – a new underground railway connecting the Parramatta and Sydney central business districts. This once-in-a-century infrastructure investment will double the rail capacity of the Parramatta to Sydney CBD corridor and will establish future capacity for Sydney's fast growing west. Sydney Metro West will serve five key precincts at Westmead, Parramatta, Sydney Olympic Park, The Bays and the Sydney CBD. The project will also provide an interchange with the T1 Northern Line to allow faster connections for customers from the Central Coast and Sydney's north to Parramatta and the Sydney CBD.

Sydney's new metro, together with signalling and infrastructure upgrades across the existing Sydney suburban rail network, will increase the capacity of train services entering the Sydney CBD – from about 120 an hour currently to up to 200 services beyond 2024. That's an increase of up to 60 per cent capacity across the network to meet demand.

Figure 1: Sydney Metro alignment map

Sydney Metro City & Southwest includes the construction and operation of a new metro rail line from Chatswood, under Sydney Harbour through Sydney's CBD to Sydenham and on to Bankstown through the conversion of the existing line to metro standards.

The project also involves the delivery of six (6) new metro stations, including at Waterloo, together with new underground platforms at Central. Once completed, Sydney Metro will have the ultimate capacity for a train every two minutes through the CBD in each direction - a level of service never seen before in Sydney.

On 9 January 2017, the Minister approved the Sydney Metro City & Southwest - Chatswood to Sydenham application lodged by TfNSW as a CSSI project (reference SSI 15_7400).

The CSSI Approval includes all physical work required to construct the CSSI, including the demolition of existing buildings and structures on each site. Importantly, the CSSI Approval also includes provision for the construction of below and above ground structures and other components of future OSD (including building infrastructure and space for future lift cores, plant rooms, access, parking and building services, as relevant to each site). The rationale for this delivery approach, as identified within the CSSI application is to enable the OSDs to be more efficiently built and appropriately integrated into the metro station structures.

The EIS for the Chatswood to Sydenham alignment of the City & Southwest project identified that the OSD would be subject to a separate assessment process.

Since the CSSI Approval was issued, Sydney Metro has lodged four modification applications to amend the CSSI Approval as outlined below:

- Modification 1 - Victoria Cross and Artarmon Substation which involves relocation of the Victoria Cross northern services building from 194-196A Miller Street to 50 McLaren Street together with inclusion of a new station entrance at this location referred to as Victoria Cross North. The modification also involves the relocation of the substation at Artarmon from Butchers Lane to 98 – 104 Reserve Road. This modification application was approved on 18 October 2017.
- Modification 2 - Central Walk which involves additional works at Central Railway Station including construction of a new eastern concourse, a new eastern entry, and upgrades to suburban platforms. This modification application was approved on 21 December 2017.
- Modification 3 - Martin Place Station which involves changes to the Sydney Metro Martin Place Station to align with the Unsolicited Proposal by Macquarie Group Limited (Macquarie) for the development of the station precinct. The proposed modification involves a larger reconfigured station layout, provision of a new unpaid concourse link and retention of the existing MLC pedestrian link and works to connect into the Sydney Metro Martin Place Station. It is noted that if the Macquarie proposal does not proceed, the original station design remains approved. This modification application was approved on 22 March 2018.
- Modification 4 - Sydenham Station and Sydney Metro Trains Facility South which incorporated Sydenham Station and precinct works, the Sydney Metro Trains Facility South, works to Sydney Water's Sydenham Pit and Drainage Pumping Station and ancillary infrastructure and track and signalling works into the approved project. This modification application was approved on 13 December 2017.

The CSSI Approval as modified allows for all works to deliver Sydney Metro between Chatswood and Sydenham Stations and also includes upgrade of Sydenham Station.

The remainder of the City & Southwest alignment (Sydenham to Bankstown) proposes the conversion of the existing heavy rail line from west of Sydenham Station to Bankstown to metro standards. This part of the project, referred to as the Sydenham to Bankstown upgrade, is the subject of a separate CSSI Application (Application No. SSI 17_8256) for which an EIS was exhibited between September and November 2017. A Response to Submissions and Preferred Infrastructure Report was submitted to DPE in June 2018 for further exhibition and assessment. This application is subject to assessment and determination by DPE, taking into consideration a further Response to Submissions Report which was submitted to DPE in September 2018.

1.3. Nominated State Significant Precinct - Waterloo

Following the decision to locate a metro station in Waterloo, the Minister determined that parts of Waterloo are of State planning significance which should be investigated for urban renewal through the SSP process. SSP study requirements for such investigations were issued by the Minister on 19 May 2017.

Investigation of the Precinct is being undertaken by UrbanGrowth NSW Development Corporation (UrbanGrowth NSW), in partnership with Sydney Metro and the Land and Housing Corporation

(LAHC). The outcome of the SSP process will be new planning controls that will enable future development applications for renewal of the Precinct.

The Precinct includes two separate but contiguous and inter-related parts:

- The Waterloo Metro Quarter (the Metro Quarter)
- The Waterloo Estate (the Estate)

A separate SSP Study for the Metro Quarter was lodged in July 2018 in advance of the SSP Study for the Estate to provide a planning framework for the construction of OSD within the Metro Quarter. The staged submission of the Metro Quarter SSP Study also facilitates the proposed development to be delivered concurrently with the metro station, as an integrated station development.

As this concept SSD Application relies upon the planning framework proposed in the Metro Quarter SSP Study, it is anticipated that the SSP Study and the Environmental Impact Statement (EIS) for the SSD Application will be exhibited concurrently.

1.4. Planning relationship between Waterloo Station and the OSD

While Waterloo Station and the OSD will form an integrated station development, the planning pathways defined under the EP&A Act require separate approval for each component of the development. In this regard, the approved station works (CSSI Approval) are subject to the provisions of Part 5.1 of the EP&A Act (now referred to as Division 5.2) and the OSD component is subject to the provisions of Part 4 of the EP&A Act.

For clarity, the approved station works under the CSSI Approval included the construction of below and above ground structures necessary for delivering the station and also enabling construction of the integrated OSD. This includes but is not limited to:

- demolition of existing development
- excavation
- integrated station and OSD structure (including concourse and platforms)
- lobbies
- retail spaces within the station building
- public domain improvements associated with the station
- access arrangements including vertical transport such as escalators and lifts
- space provisioning and service elements necessary to enable the future development of the OSD, such as lift cores, plant rooms, access, parking, retail, utilities connections and building services.

The vertical extent of the approved station works above ground level is defined by the 'transfer level' level (which for Waterloo is defined by approximately RL 33.1 over the northern station box and RL 35.1 over the southern station box), above which would sit the OSD. An example of this delineation is illustrated in Figure 2.

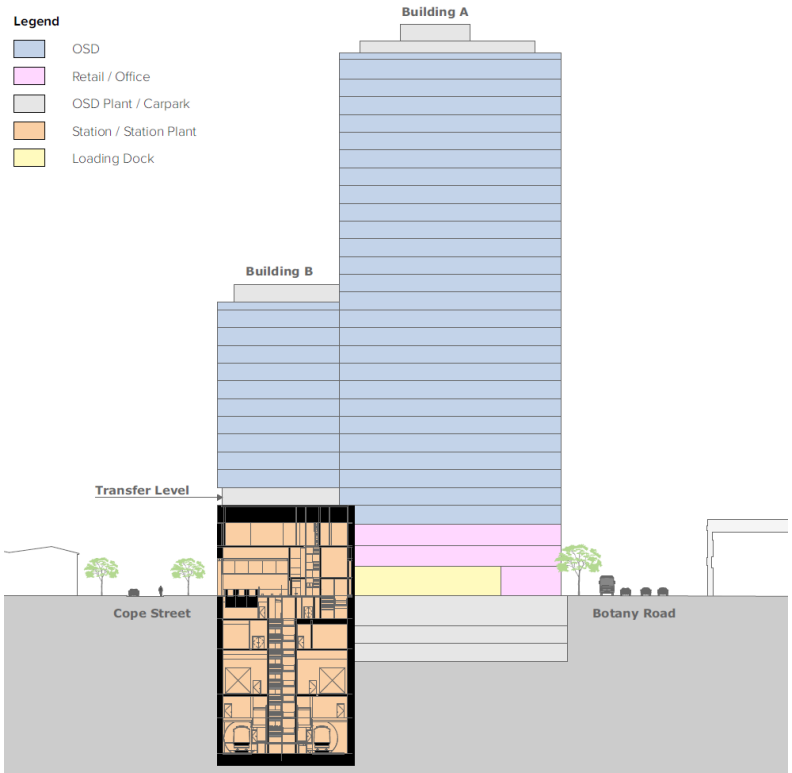


Figure 2: Delineation between the Metro station and OSD

It is noted that the structural and service requirements and space provisioning to support OSD vary from station to station. For example, based on the current level of design, Waterloo Station is not expected to provide for OSD lobbies, end of trip facilities and plant rooms. However, the detailed design may be amended to incorporate these elements as part of the integrated station development.

The CSSI Approval also establishes the general concept for the ground plane of Waterloo Station including access strategies for commuters, pedestrians and workers. In this regard, the main pedestrian access to the station would be via an entry located at the corner of Raglan and Cope Streets. The station design has continued to be developed having regard to its integration with the Metro Quarter OSD, and as a result, a second entrance to the station is to be provided from a proposed public plaza adjacent to Cope Street. Retail uses (approved under the CSSI Approval) would be located on the ground floor of the station development along the Cope Street frontage of the site.

Since the issue of the CSSI Approval, Sydney Metro has undertaken design work to determine the technical requirements for the structural integration of the OSD with the station. This level of design work, together with the planning and design undertaken for the remainder of the Metro Quarter has informed the concept proposal for the OSD. It is noted that ongoing design development of the works to be delivered under the CSSI Approval would continue with a view to developing an Interchange Access Plan (IAP) and Station Design Precinct Plan (SDPP) for Waterloo Station to satisfy Conditions E92 and E101 of the CSSI Approval. The detailed design for the Metro Quarter would continue to evolve having regard to the IAP and SDPP.

Public domain improvement works immediately adjacent to Waterloo Station would be delivered as part of the CSSI Approval, to support pedestrian movements between transport modes (including to new and relocated bus stops, bike parking on Cope Street, and taxis and kiss-and-ride bays on Cope Street), while other public domain works within the Metro Quarter are proposed as part of the OSD. Final details of public domain works for the OSD will be provided with the detailed SSD Application(s) following finalisation of the SDPP and IAP for the CSSI Approval.

1.5. The site

1.5.1. Location

The site is located within the City of Sydney Local Government Area (LGA).

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

The site has an approximate area of 1.287 hectares (refer to Figure 3).

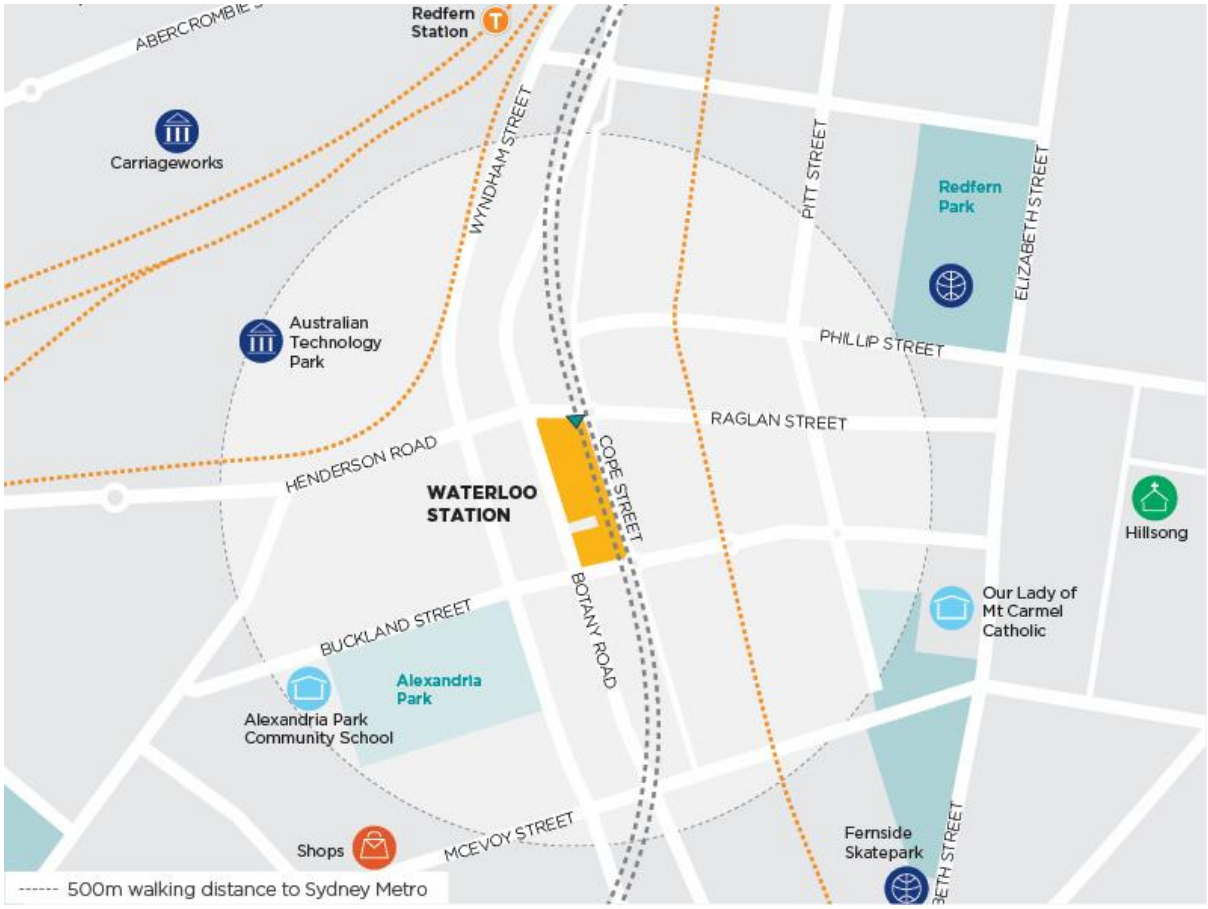


Figure 3: Waterloo Station location plan

1.5.2. Site context

The Metro Quarter is located in Redfern Street Village (see Figure 4) in the City of Sydney LGA approximately 3.3 kilometres south of Sydney CBD, 1 kilometre north of Green Square and less than 1 kilometre south of Redfern Station.

Directly east is the Waterloo Estate, which is owned by the NSW Government and is under the management of NSW LAHC. The Waterloo Estate comprises 2,012 social housing dwellings and a small number of private dwellings in medium and high density forms, ranging from single storey attached dwellings to apartment buildings of up to thirty storeys.

The Metro Quarter is less than 1 kilometre south-east of the Australian Technology Park (ATP), a technology micro-cluster that currently contains around 3,000 – 3,500 workers with a range of businesses in technology and creative industries; and a start-up/business incubator hub. It is set to grow into a business park that will soon accommodate new premises currently under construction (i.e. Commonwealth Bank Australia (CBA) has committed to two major office towers).

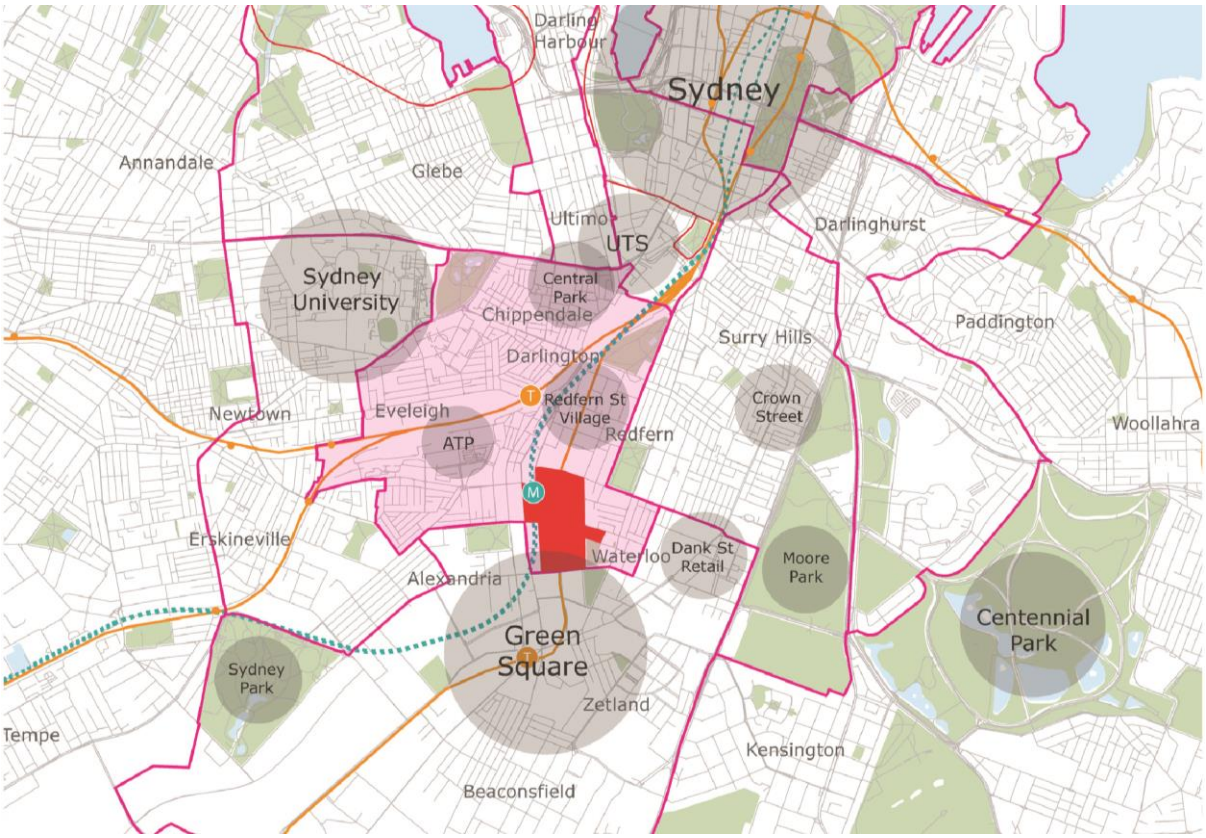


Figure 4: Location and site plan of the Waterloo State Significant Precinct (in red) and Redfern Street Village (in pink)

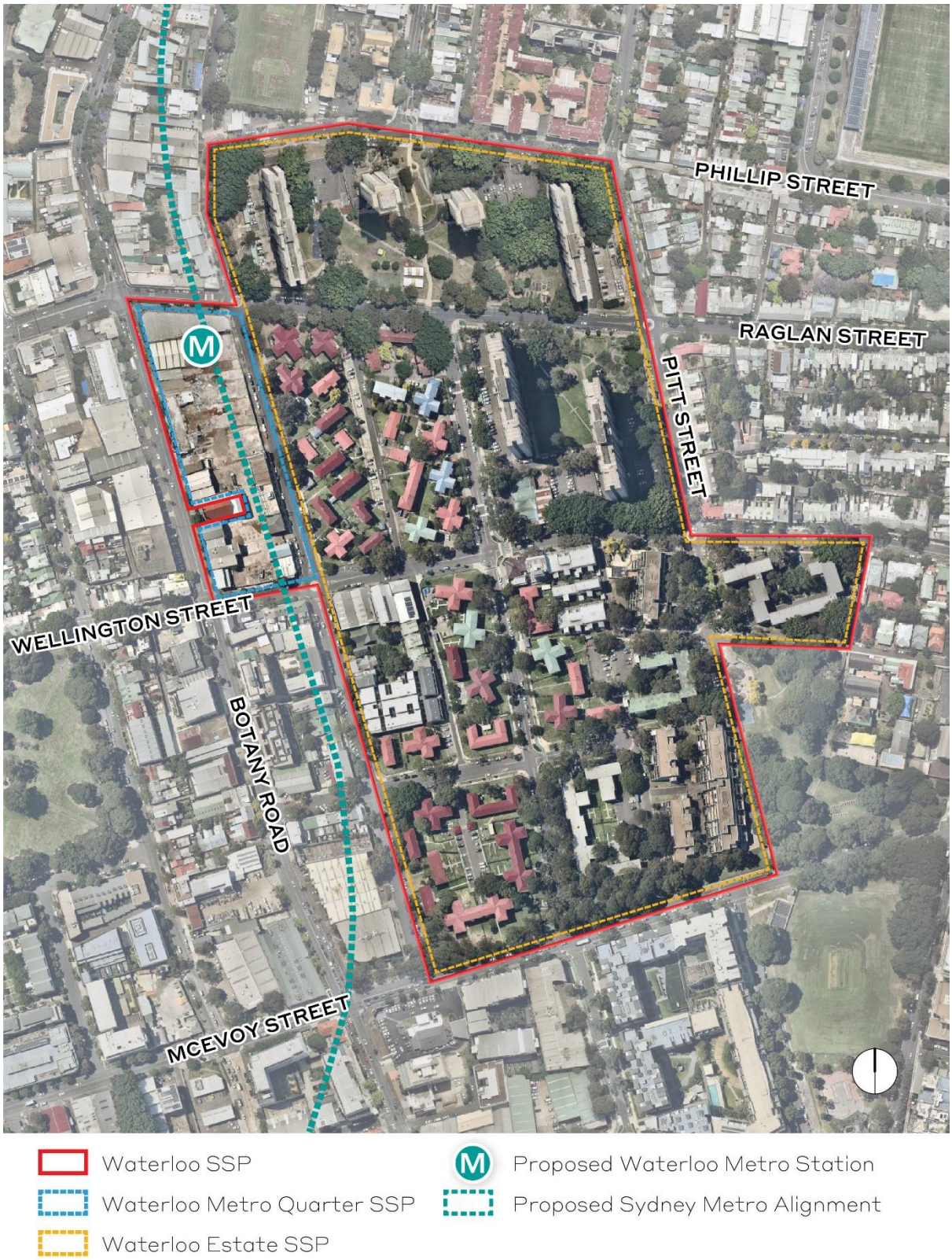


Figure 5: Nominated State Significant Precinct - Waterloo

The site comprises the following properties:

- 136B Raglan Street Lot 4 DP 215751
- 59 Botany Road Lot 5 DP 215751
- 65 Botany Road Lot 1 DP814205
- 67 Botany Road Lot 1 DP228641
- 124-128 Cope Street Lot 2 DP228641
- 69-83 Botany Road SP75492
- 130-134 Cope Street Lot 12 DP399757
- 136-144 Cope Street Lots A-E DP108312
- 85 Botany Road Lot 1 DP27454
- 87 Botany Road Lot 2 DP27454
- 89-91 Botany Road Lot 1 DP996765
- 93-101 Botany Road Lot 1 DP433969 & Lot 1 DP738891
- 156-160 Cope Street Lot 31 DP805384
- 107-117A Botany Road Lot 32 DP805384 & Lot A DP408116
- 119-121 Botany Road Lot 1 DP205942 & Lot 1 DP436831
- 170-174 Cope Street Lot 2 DP205942

The buildings and structures on the site are now demolished in accordance with the CSSI Approval with the exception of one building which is being used to support construction.

1.6. Overview of the proposed development

This concept SSD Application follows the submission of a SSP Study which supports a proposal to amend existing controls to facilitate the proposed development. The concept SSD Application will in turn comprises the first stage of seeking SSD development consent for the Metro Quarter OSD project. It will be followed by a future detailed SSD Application(s) for the design and construction of the OSD built form.

This concept SSD Application seeks approval for the planning and development framework and strategies to inform the future detailed design of the OSD. It specifically seeks approval for:

- maximum building envelopes, including maximum building heights, street-wall heights and ground and upper level setbacks
- a maximum gross floor area (GFA) of 68,750 square metres, comprising:
  - approximately 56,200 square metres GFA of residential accommodation, providing for approximately 700 dwellings, including 5 to 10 percent affordable housing and 70 social housing dwellings
  - approximately 3,905 square metres GFA of retail premises and entertainment facilities

  - approximately 8,645 square metres GFA for business and commercial premises and community, health service and recreational facilities (indoor), including at least 2,000 square metres of floor space for community uses
- a three storey podium and a free standing building located within a public plaza, accommodating non-residential land uses
- residential uses above podium level in various building forms including three taller buildings of 23, 25 and 29 storeys (Reduced Level (RL) 96.9, 104.2 and 116.9 metres AHD respectively)
- use of OSD space provisioning within the footprint of the CSSI Approval
- public domain works, including open spaces, through-site links, footpaths, provision for cycle facilities and enhanced pedestrian crossings and roads.
- car parking for up to 427 vehicles
- cycle parking to support residential and non-residential land uses and visitors to the Metro Quarter. Approval is also being sought for space within the future basement for a bike hub which would also support future bike parking for Waterloo Station
- loading, vehicular and pedestrian access arrangements
- strategies for utilities and services provision
- strategies for managing stormwater and drainage
- a strategy for the achievement of ecologically sustainable development
- a public art strategy
- provision for future signage zones
- a design excellence framework
- the future subdivision of parts of the OSD footprint (if required).

It is noted that the Sydney Metro comprises GFA of approximately 8,415 square metres on the site, approved under CSSI Approval. The total GFA for the integrated station development, including the station GFA is approximately 77,165 square metres, which is equivalent to an FSR of approximately 6:1.

Key parameters of the concept proposal based on the current level of design development are indicated at Figure 6 and Figure 7.

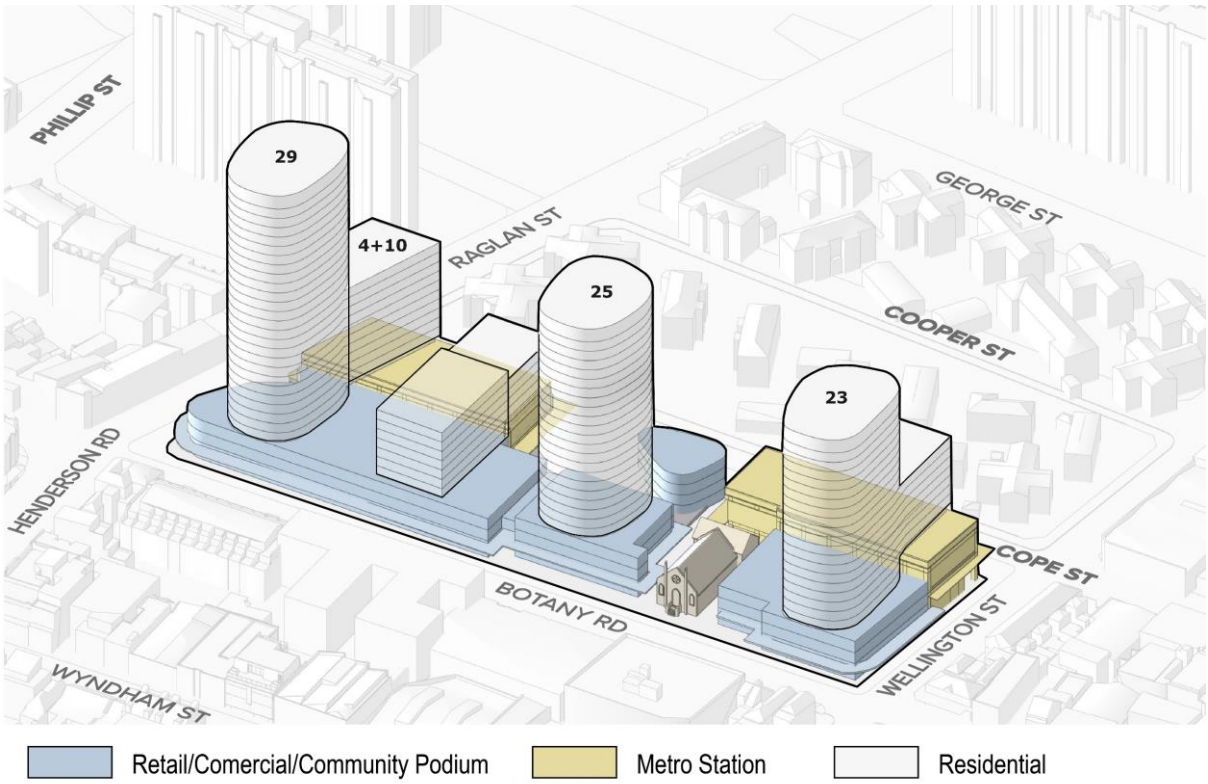


Figure 6: Proposed massing, viewed from the west

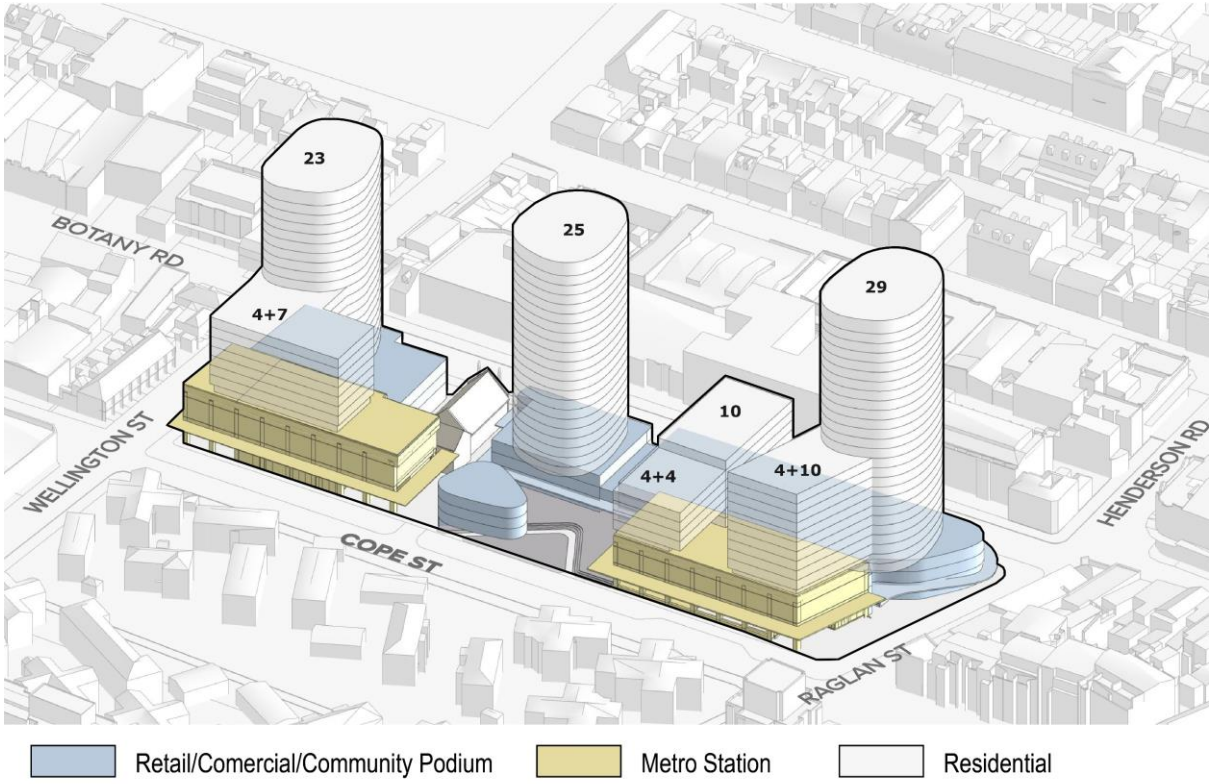


Figure 7: Proposed massing, viewed from the east

The proposal is a significant opportunity to contribute to the urban renewal process for the Waterloo SSP. The objective to deliver the Metro Quarter project as soon as reasonably possible after completion of the Sydney Metro works (earmarked to open 2024) would ensure buildings within the Metro Quarter are occupied to support maximum patronage of the proposed metro station.

The Metro Quarter would contain a mix of uses including residential, commercial, retail, community facilities and services and cultural opportunities sufficient for daily life to be provided for within the wider neighbourhood and to support the activation of the precinct. This would help make Waterloo one of the most connected and attractive inner-city places to live, work and visit.

1.7. Staging and framework for managing environmental impacts

Sydney Metro proposes to procure the delivery of the Waterloo integrated station development in one single package, which would entail the following works:

- station structure fit-out, including mechanical and electrical
- OSD structure fit-out, including mechanical and electrical.

Separate delivery packages are also proposed by Sydney Metro to deliver the excavation of the station boxes/shafts ahead of the integrated station development delivery package, and linewide systems (e.g. track, power, ventilation) and operational readiness works prior to the Sydney Metro City & Southwest metro system being able to operate.

For the purposes of considering construction related impacts, three possible staging scenarios have been identified for delivery of the integrated station development:

1. Scenario 1 – the station and OSD are constructed concurrently by constructing the transfer slab first and then building in both directions. Both the station and OSD would be completed in 2024.
2. Scenario 2 – the station is constructed first and ready for operation in 2024. OSD construction may still be incomplete or soon ready to commence after station construction is completed. This means that some or all OSD construction is likely to still be underway upon opening of the station in 2024.
3. Scenario 3 – the station is constructed first and ready for operation in 2024. The OSD is built at a later stage, with timing yet to be determined. This creates two distinct construction periods for the station and OSD.

The final staging for the delivery of the OSD would be resolved as part of the detailed SSD Application(s).

For the purposes of providing a high level assessment of the potential environmental impacts associated with construction, the following have been considered:

- Impacts directly associated with the OSD, the subject of this SSD Application
- Cumulative impacts of the construction of the OSD at the same time as the station works (subject of the CSSI Approval).

Given the integration of the delivery of the Sydney Metro City & Southwest metro station with an OSD development, Sydney Metro proposes the framework detailed in Figure 8 to manage the design and environmental impacts, in relation to heritage impacts consistent with the framework adopted for the CSSI Approval.

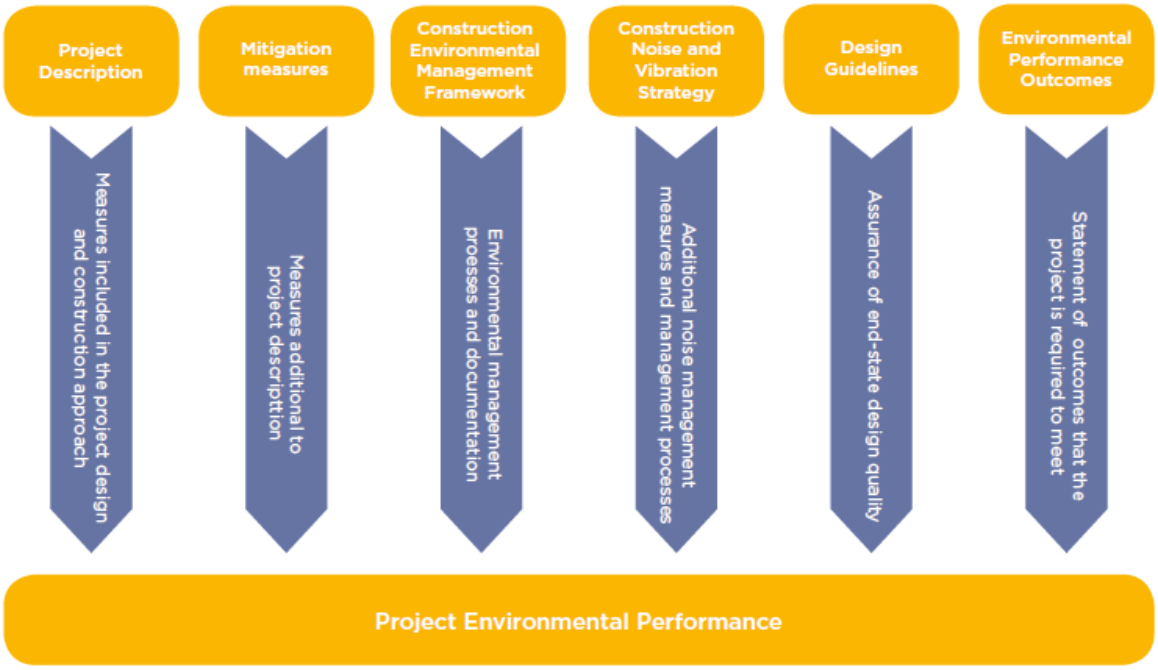


Figure 8 Project approach to environmental mitigation and management

This approach would be implemented until such time as completion of the station works (i.e. works under the CSSI Approval) is achieved. Beyond that point, standard construction environmental management practices would be implemented by the OSD developer in accordance with relevant guidelines and any conditions of approval.

2.0 BASELINE INVESTIGATIONS

2.1. Limitations

The following limitations of this assessment are acknowledged by the authors:

- Internal access to built elements within the study area was limited due to existing tenancies and security. As at the date of this report, the majority of built structures throughout the Metro Quarter had been demolished.
- European and Aboriginal cultural heritage, and the archaeological potential of the Metro Quarter, have been previously assessed in detail in the following reports, as part of the SSI 15_7400 approval:
  - Archaeological & Heritage Management Solutions (AHMS) 2015, Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report.
  - Archaeological & Heritage Management Solutions (AHMS) 2015, Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report.
  - Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Historical Archaeological Assessment and Research Design.
  - Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment.
  - Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Heritage – Archaeological Assessment.
- As these reports have already comprehensively assessed the historical (non-Aboriginal) and Aboriginal archaeological potential and significance of the site, the archaeological assessment presented in this report predominately relies on their research and findings. Where relevant, this has been re-visited and/or supplemented by the results of more recent and relevant assessments and investigations.
- The Historical Overview summary presented at Section 2.0 have been compiled based on information available at the time of drafting this report, and should not be considered exhaustive. All efforts have been made to be as comprehensive as possible within the timing and budget constraints of the project.

Note, it is beyond the scope of this report to assess the social significance of the subject site.

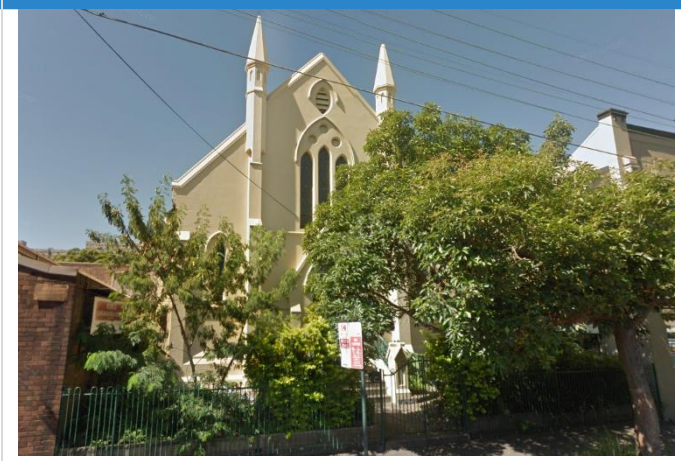
3.0 HERITAGE LISTINGS

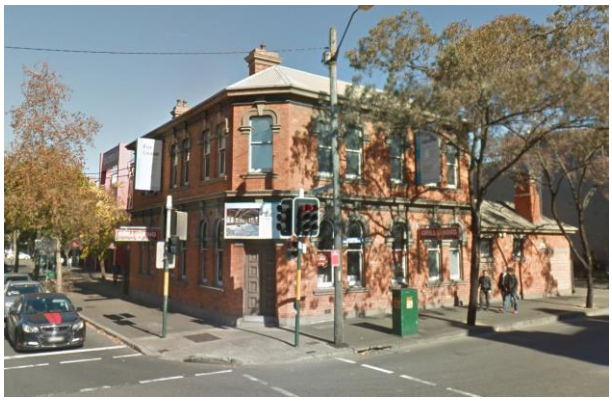
There are a number of listed heritage items and heritage conservation areas (HCAs) located within and in the vicinity of the study area. This is shown in the Figure 10, overleaf, and is summarised further below.

3.1.1. Heritage Items

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

Table 1 – Heritage Items

Item	Local or state significance	Photo (Google Street View)
"Congregational Church including interior", 103-105 Botany Road, Waterloo (Item 2069)	Local	
"Cauliflower Hotel including interior" – 123 Botany Road, Waterloo (Item 2070)	Local	

"Former CBC Bank including interior" – 60 Botany Road, Alexandria (Item 5)	Local	
"Cricketers Arms Hotel including interior" – 56-58 Botany Road, Alexandria (Item 4)	Local	
"Terrace Houses", 229-231 Cope Street, Waterloo (Item 2078)	Local	
"Former Waterloo Pre-School (225 Cope Street) including interior"—225-227 Cope Street, Waterloo (Item 2077)	Local	

3.1.2. Heritage Conservation Areas in the Vicinity of the Metro Quarter

Alexandria Park Heritage Conservation Area located to the west of the Metro Quarter.

"*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*."

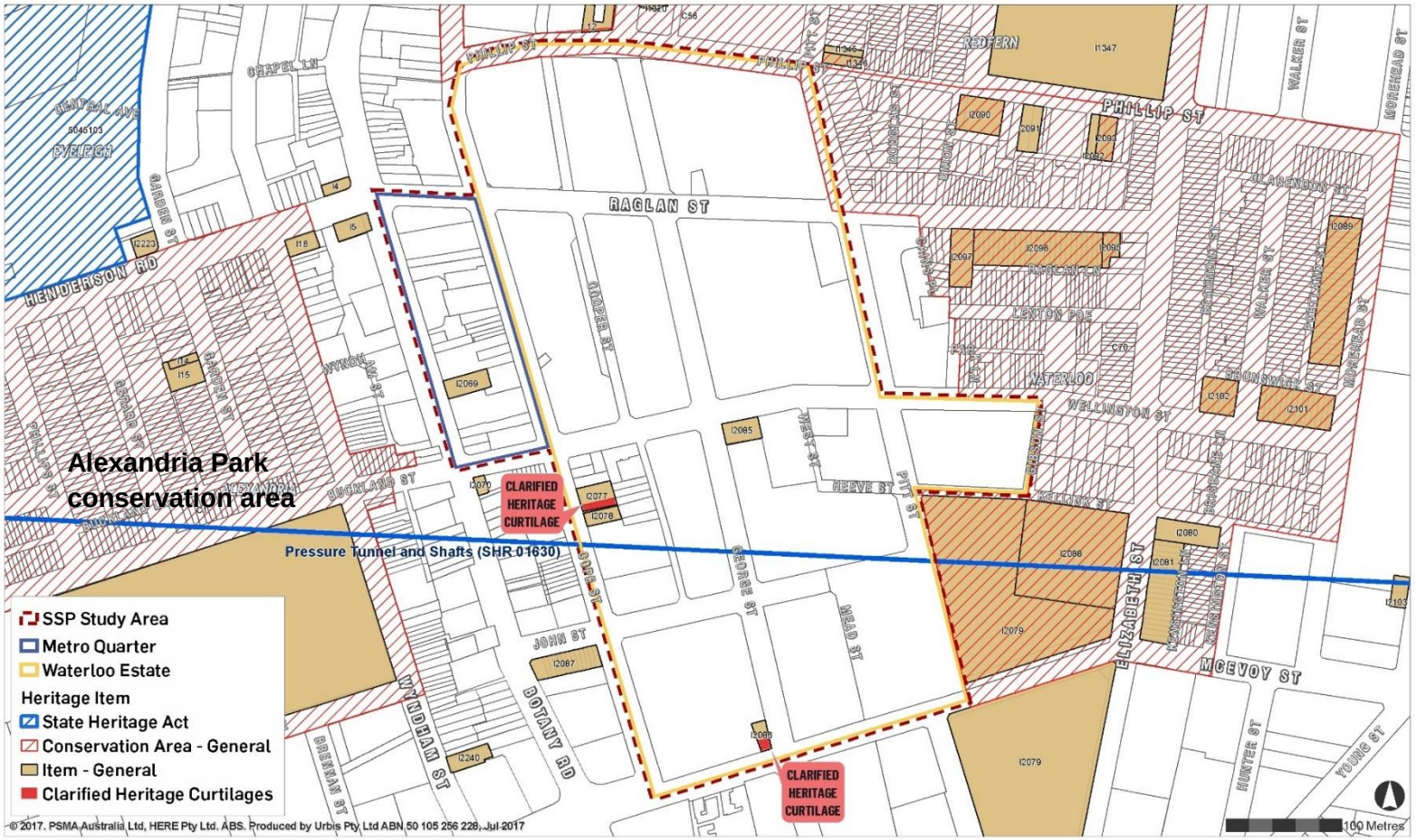
Figure 9 – Selection of views from within the Alexandria Park Heritage Conservation Area (Source: City of Sydney; Database Number 2421456)

Picture 1 – View of Garden Street

Picture 2 – View of Anderson Street.

Picture 3 – Tree planting

Picture 4 – Buckland Street



URBIS

HERITAGE ASSESSMENT REPORT: WATERLOO STATE SIGNIFICANT PRECINCT (SSP) STUDY AREA

HERITAGE MAP FOR THE SSP STUDY AREA

Figure 10 – Heritage map for the study and vicinity area, showing identified clarifications

Source: Sydney Local Environment Plan (LEP) 2012 Heritage Map (010 and 017) with Urbis overlays

3.1.2.1. Heritage Items within and in the Vicinity of the Metro Quarter

There are a number of listed heritage items and heritage conservation areas (HCAs) located in the vicinity of the Metro Quarter. The below map has been prepared to illustrate critical interfaces between the Metro Quarter and heritage items / conservation areas.

Figure 11 – Critical interface areas between the Metro Quarter and heritage items/HCAs in the vicinity

Source: Sydney Local Environment Plan (LEP) 2012 Heritage Map (010 and 017).

4.0 HISTORICAL OVERVIEW OF THE METRO QUARTER

4.1.1. Built Historical Overview – Metro Quarter

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 toilets. 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).

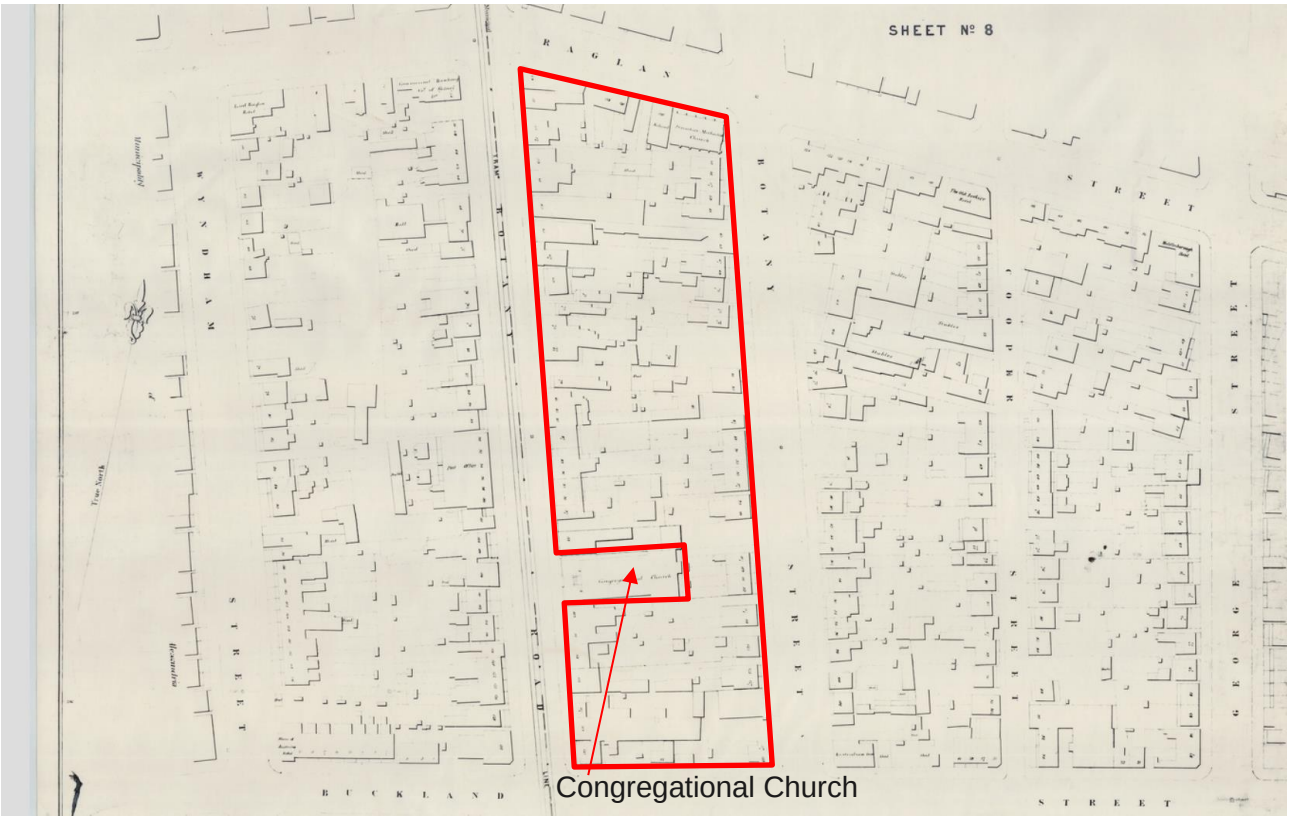


Figure 12 - Metropolitan Detail Series–Waterloo Section 8 (1895) – Metro Quarter outlined in red with heritage item church identified

Source: State Library New South Wales; File Number FL4377348.

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.[1]

With the turn of the twentieth century, Waterloo was firmly established as a working-class suburb, with various industries nearby employing most of the working residents. The speculative building

[1] Sands Sydney and Suburban Directory, 1880-1895.

that had boomed through the 1880s and 1890s had filled in most of the open space, but the quality of the housing remained variable.

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.[2]

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.[3] 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. Newly appointed City Commissioners labelled Waterloo and other surrounding suburbs as slums as early as 1928, and began to openly discuss widespread demolitions and renewal projects for the district.[4]

The reputation as a slum was enforced, as a recession in the mid–1920s was followed by the Great Depression from 1929 and 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.

By the mid twentieth century, the Metro Quarter block was developed predominantly with industrial warehouses and sheds, replacing the earlier terrace housing.

[2] Curson, P. & K. McCraken, Plague in Sydney: The anatomy of an epidemic, NSWU Press, Sydney, 1989, pp. 126-127. The area of Glebe-Balmain-Annandale-Leichhardt recorded 39 cases in the same period.

[3] Curson, P. & K. McCraken, Plague in Sydney: The anatomy of an epidemic, NSWU Press, Sydney, 1989, pp. 194.

[4] The Australian Worker, 15 February 1928, p.9.

Figure 13 – Extract of 1943 aerial with the Metro Quarter shown outlined in red

Source: SIX Maps 2018

Figure 14 – 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

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 is being used to support construction). The heritage-listed Congregational Church building at 103-105 Botany Road is surrounded by and directly adjacent to the Metro Quarter but excluded from the site area.

Figure 15 – Extract of Nearmap aerial dated 17 January 2017, showing the Metro Quarter outlined in red

Source: Nearmap 2018

Figure 16 – Extract of Nearmap aerial dated 15 April 2018, showing the Metro Quarter outlined in red

Source: Nearmap 2018

4.1.1.1. The 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.[5] 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*.[6]

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

[5] 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

[6] Ibid

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.[7]

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.[8]

The new Congregational Church (as exists today) opened in July 1884.[9] 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."[10]

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*".[11]

Picture 5 – 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

Picture 6 – 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

[7] 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

[8] Ibid

[9] 1884 'Advertising', The Sydney Morning Herald (NSW: 1842 - 1954), 16 July, p. 16., viewed 21 May 2018, http://nla.gov.au/nla.news-article13572413

[10] Ibid

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

Picture 7 – 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

5.0 HISTORICAL (NON-ABORIGINAL) ARCHAEOLOGY

5.1. Overview and summary of historical (non-Aboriginal) archaeological excavation undertaken within the Metro Quarter to date

The historical (non-Aboriginal) archaeological potential of the Metro Quarter has been previously assessed in detail in the reports outlined at Section 5.2, as part of the SSI 15_7400 Approval. A summary of the previously prepared reports available and a summary of known site works to date have therefore been provided for reference, below. It is noted that these previous findings are directly relevant to the current site, and have therefore been relied upon in compiling the assessment of historical (non-Aboriginal) archaeological potential and significance.

The metro station is being constructed within the Metro Quarter as part of the Sydney Metro City & Southwest project. While most of the metro station will be located beneath finished ground level, two substantial entry and plant structures, with heights equivalent to a 5-storey residential building (up to 20 metres), will protrude above finished ground level; one along the northern end of Cope Street, the other along the southern end of Cope Street.

The construction of the Sydney Metro is currently underway and has included to date (September 2018);

- Demolition of the majority of built structures on the Metro Quarter site;
- Excavation for the metro station to the eastern half of the site, outlined at Figure 17;
- The completion of an archaeological program on the eastern section of the site. Archaeological monitoring and provision of clearance certificates are currently underway by AMBS for the eastern half of the site (outlined at Figure 17); and
- Commencement of construction of the metro station

The recently completed archaeological program on the adjacent eastern section of the site (outlined below at Figure 17) has provided a comprehensive schedule of salvaged artefacts and information. Excavations undertaken within the eastern portion of the site were carried out in accordance with the *Sydney Metro, City and Southwest Archaeological Method Statement* (AMS) for Waterloo Station prepared by AMBS. This AMS addressed both the eastern section and the future western excavations of the Metro Quarter.

AMBS has provided Sydney Metro with a '*Summary report on the historical archaeological Investigations at the Waterloo Station Site*', dated July 2018, as a final excavation report is yet to be completed and released by AMBS for the eastern section of the site. This summary report notes the following:

- Open area archaeological excavations at the Waterloo Station site began on 8 January and 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."

Figure 17 – 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

5.2. Summary findings of previous reports

The historical (non-Aboriginal) archaeological potential and significance of the Metro Quarter, as advised above, have been previously assessed in detail in the following reports, as part of the SSI 15_7400 approval:

- Archaeological & Heritage Management Solutions (AHMS) 2015, Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report.
- Archaeological & Heritage Management Solutions (AHMS) 2015, Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report.
- Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Historical Archaeological Assessment and Research Design.
- AMBS 2017, Sydney Metro, City and Southwest Archaeological Method Statement for Waterloo Station.
- AMBS 2018, Summary report on the historical archaeological Investigations at the Waterloo Station Site.

The following table provides a summary of the outcomes and recommendations of the above studies. These reports are available in full online at www.majorprojects.planning.nsw.gov.au and www.sydneymetro.info/documents.

Table 2 – Historical (non-Aboriginal) archaeological conclusions from previous studies

Report	Conclusions

Archaeological & Heritage Management Solutions (AHMS) 2015, Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report	The following conclusions have been drawn directly from the Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report prepared by AHMS in 2015.
	
	As a general guide, the following principles should be adopted to guide future development:
	
	• Heritage within the precinct provides a unique character that should be embraced, with significant heritage buildings to be considered for adaptive reuse opportunities that allow a focus for public use and community activity.
	
	• Conservation Management Plans and heritage studies to be prepared for North Eveleigh West, Redfern Station and South Eveleigh precincts, to be staged in accordance with precinct planning. These should be consistent with Office of Environment and Heritage best practice guidelines.
	
	• Prior to the sale of any heritage building:
	  ○ provision will be made for the ongoing conservation of any associated moveable heritage items;
	  ○ all heritage information relating to the building will be collated and amassed and lodged with an appropriate permanent conservation repository;
	  ○ any heritage items to be transferred or sold that does not have a current endorsed CMPs will be sold or transferred subject to a CMP being completed within 12 months, in accordance with Heritage Council guidelines.
	
	• An Archaeological Assessment and associated Archaeological Zoning Plan (covering both Aboriginal and historic heritage) will be prepared to inform future management and development decisions for areas not previously assessed;
	
	• An integrated interpretation strategy will be prepared covering significant heritage items within the corridor focussing on both the common themes and the unique characteristics that contribute to the Aboriginal, historic and industrial heritage narratives of the corridor;
	
	• Consideration should be given to urgently undertaking an oral history programme focussing on the links between the surrounding urban communities and the heritage places within the Corridor (this should include but not be limited to Aboriginal oral histories from the area);
	
	• Demolition will only be considered where the benefits of demolition enhance the viability of more significant heritage buildings, and where demolition includes other tangible community benefits;

Report	Conclusions
	• Any demolition or substantial interventions will be preceded with appropriate demolition plans and archival recordings which meet the guidelines specified by the Heritage Branch OEH; • In designing new buildings and infill development due consideration will be made to the heritage significance of buildings and items as a collection addressing issues such as connectivity and relationships between buildings and site features, as well as public access.
Archaeological & Heritage Management Solutions (AHMS) 2015, Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report	The following conclusions have been drawn directly from the Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report prepared by AHMS in 2015. *The report concludes that while the highly significant industrial and transport history of the sites associated with the railway have been well developed, three gaps were identified in the existing interpretive themes which understandably focus on the historic development of the railways and the industries and workforce that were associated with them. These were:* • *The pre and post contact Aboriginal heritage* • *The history of multicultural diversity in the adjoining areas* • *The pre settlement natural landscape and its transformation* *On the basis of the overview of the history of the corridor (see AHMS 2015) and the existing interpretation plans a number of overarching story lines emerge as pertinent to the corridor as whole.* *They provide opportunities to connect the individual site based interpretation programmes while allowing the latter to focus on specific areas of relevance to the different heritage places.* • *The Central to Eveleigh Corridor as a centre for industry;* • *Central to Eveleigh as a transport hub and the role of the railway network in connecting city and country. This should include the histories of workers associated with the Eveleigh Carriage works, Aboriginal diaspora histories, the link provided between country and city centres (for example with mortuary station) and the Railways historical role as a major employer, noting that Eveleigh Railway Workshops was one of the City's largest employer's, including of Aboriginal workers, from its opening in 1886 until its closure.* • *Redfern as a place of freedom, activism and creativity. Aboriginal people were attracted to the study area by the possibility of jobs and of escaping the oppressive government control that Aboriginal people were subjected to on reserves and in country towns. Subsequently Redfern and the surrounding area has become source of Aboriginal creativity, sports prowess and activism.* • *The suburbs surrounding the corridor as a centre of diversity and multiculturalism; o Natural and cultural environment, pre-European settlement;* • *Development of the urban landscape from the early settlement of Sydney and the Devonshire St cemetery through to the corridor, and establishing the construction of the*

Report	Conclusions
	railway line and Central station. This can establish the context for the current development and its role in the evolution of the modern urban landscape. *A heritage and interpretation strategy for the whole Corridor would present the opportunity to identify the most significant buildings and stories in the precinct, which should influence the character of the Corridor and ensure a holistic approach to the interpretation of all the values represented within the corridor. Examples of innovative interpretive devices are showcased in the report to demonstrate the range of ideas and opportunities that could be utilised to showcase and convey the cultural heritage values of the Corridor and embed this in the broader context of the study area.*
AMBS 2017, Sydney Metro, City and Southwest Archaeological Method Statement for Waterloo Station.	The *Sydney Metro, City & Southwest Archaeological Method Statement for Waterloo Station* (AMS) prepared by AMBS Ecology & Heritage (AMBS, November 2017) identified that there would be significant archaeological remains within the footprint of the Waterloo station box. This was at variance with the predicted archaeological potential contained in the *Sydney Metro Historical Archaeological Assessment and Research Design Report* (AARD) prepared by Artefact Heritage (2016), which identified that there was low-moderate potential for significant archaeological remains, citing that there is no documentary evidence of former structures located in the area prior to 1882, when the study area was subdivided for residential and commercial development, and that it is likely that reticulated water supply and sewerage networks, as well as municipally organised garbage collection, was in place at this time (Artefact 2016b, 278-279). The AMS prepared by AMBS included additional and extensive historical research and analysis and predicted the potential for archaeological remains associated with the 1860s, if not earlier, housing to be present in the site. The Statement of Significance for the site in the AMS is: *The archaeological resource associated with the Waterloo Station site, if present with good integrity, has the potential to provide information regarding the mid-nineteenth century development of housing and industry of a local 'slum' community. It may contribute to the debate on the 'perceived' character of the mid- and later-nineteenth century slums and the nature of landlord and tenant relationships and poor housing stock.* *Physical evidence of houses and outbuildings, as well as artefact assemblages from underfloor deposits, cesspits and rubbish pits, if present with good integrity, have the potential to provide an insight into life in a slum and information regarding population densities, occupations, class and gender. Evidence from the archaeological resource of the Waterloo Station site, such as personal and domestic artefacts, has the potential to be compared with assemblages from similar sites and assist with addressing research questions relating to urbanisation, material culture, consumerism, identity, and everyday life of a mid-nineteenth century slum.* *If evidence of modifications to the landscape to create a more habitable environment survive in the archaeological record this would contribute to our understanding of early land management practices and of contemporary acceptable hygienic site conditions or how site preparation changed across the city block.* *The archaeological resource associated with the Waterloo Station site, if present with good integrity, would have local significance* (2017:40).

Report	Conclusions
	Analysis of the 1893 Sydney Water Plan indicated that there was potential for the remains of some 30 houses and the Primitive Methodist Church within the footprint of the station box.
AMBS 2018, Summary report on the historical archaeological Investigations at the Waterloo Station Site	AMBS has provided Sydney Metro with a 'Summary report on the historical archaeological Investigations at the Waterloo Station Site', dated July 2018, as a final excavation report is yet to be completed and released by AMBS for the eastern section of the site. This summary report notes the following: • Open area archaeological excavations at the Waterloo Station site began on 8 January and 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, which was not previously expected. Whether this results in a re-assessment of the archaeology as having state significance cannot be determined at this stage."*

6.0 ABORIGINAL ARCHAEOLOGY AND CULTURAL HERITAGE

6.1. Summary findings of previous reports

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 the following reports, as part of the SSI 15_7400 approval:

- Archaeological & Heritage Management Solutions (AHMS) 2015, Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report.
- Archaeological & Heritage Management Solutions (AHMS) 2015, Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report.
- Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment.
- Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Heritage – Archaeological Assessment.
- Urbis 2018, Stage 1 Aboriginal Cultural Heritage Study, Waterloo State Significant Precinct (SSP) Study Area.

Table 3 – Historical (non-Aboriginal) archaeological conclusions from previous studies

Report	Conclusion
Archaeological & Heritage Management Solutions (AHMS) 2015, Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report	• The following conclusions have been drawn directly from the Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report prepared by AHMS in 2015. • As a general guide, the following principles should be adopted to guide future development: • Heritage within the precinct provides a unique character that should be embraced, with significant heritage buildings to be considered for adaptive reuse opportunities that allow a focus for public use and community activity. • Conservation Management Plans and heritage studies to be prepared for North Eveleigh West, Redfern Station and South Eveleigh precincts, to be staged in accordance with precinct planning. These should be consistent with Office of Environment and Heritage best practice guidelines. • Prior to the sale of any heritage building: • provision will be made for the ongoing conservation of any associated moveable heritage items; • all heritage information relating to the building will be collated and amassed and lodged with an appropriate permanent conservation repository;

	• any heritage items to be transferred or sold that does not have a current endorsed CMPs will be sold or transferred subject to a CMP being completed within 12 months, in accordance with Heritage Council guidelines. • An Archaeological Assessment and associated Archaeological Zoning Plan (covering both Aboriginal and historic heritage) will be prepared to inform future management and development decisions for areas not previously assessed; • An integrated interpretation strategy will be prepared covering significant heritage items within the corridor focussing on both the common themes and the unique characteristics that contribute to the Aboriginal, historic and industrial heritage narratives of the corridor; • Consideration should be given to urgently undertaking an oral history programme focussing on the links between the surrounding urban communities and the heritage places within the Corridor (this should include but not be limited to Aboriginal oral histories from the area); • Demolition will only be considered where the benefits of demolition enhance the viability of more significant heritage buildings, and where demolition includes other tangible community benefits; • Any demolition or substantial interventions will be preceded with appropriate demolition plans and archival recordings which meet the guidelines specified by the Heritage Branch OEH; In designing new buildings and infill development due consideration will be made to the heritage significance of buildings and items as a collection addressing issues such as connectivity and relationships between buildings and site features, as well as public access.
Archaeological & Heritage Management Solutions (AHMS) 2015, Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report	The following conclusions have been drawn directly from the Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report prepared by AHMS in 2015. *The report concludes that while the highly significant industrial and transport history of the sites associated with the railway have been well developed, three gaps were identified in the existing interpretive themes which understandably focus on the historic development of the railways and the industries and workforce that were associated with them. These were:* • *The pre and post contact Aboriginal heritage* • *The history of multicultural diversity in the adjoining areas* • *The pre settlement natural landscape and its transformation* *On the basis of the overview of the history of the corridor (see AHMS 2015) and the existing interpretation plans a number of overarching story lines emerge as pertinent to the corridor as whole.* *They provide opportunities to connect the individual site based interpretation programmes while allowing the latter to focus on specific areas of relevance to the different heritage places.* • *The Central to Eveleigh Corridor as a centre for industry;* • *Central to Eveleigh as a transport hub and the role of the railway network in connecting city and country. This should include the histories of workers associated with the Eveleigh*

	Carriage works, Aboriginal diaspora histories, the link provided between country and city centres (for example with mortuary station) and the Railways historical role as a major employer, noting that Eveleigh Railway Workshops was one of the City's largest employer's, including of Aboriginal workers, from its opening in 1886 until its closure. • *Redfern as a place of freedom, activism and creativity. Aboriginal people were attracted to the study area by the possibility of jobs and of escaping the oppressive government control that Aboriginal people were subjected to on reserves and in country towns. Subsequently Redfern and the surrounding area has become source of Aboriginal creativity, sports prowess and activism.* • *The suburbs surrounding the corridor as a centre of diversity and multiculturalism; o Natural and cultural environment, pre-European settlement;* • *Development of the urban landscape from the early settlement of Sydney and the Devonshire St cemetery through to the corridor, and establishing the construction of the railway line and Central station. This can establish the context for the current development and its role in the evolution of the modern urban landscape.* *A heritage and interpretation strategy for the whole Corridor would present the opportunity to identify the most significant buildings and stories in the precinct, which should influence the character of the Corridor and ensure a holistic approach to the interpretation of all the values represented within the corridor. Examples of innovative interpretive devices are showcased in the report to demonstrate the range of ideas and opportunities that could be utilised to showcase and convey the cultural heritage values of the Corridor and embed this in the broader context of the study area.*
Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment	The following conclusions have been drawn directly from the Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment report (ACHAR) prepared by Artefact in 2016. <u>*Waterloo Station*</u> *The Waterloo Station construction site would be located within the block bounded by Raglan Street, Cope Street, Wellington and Botany Road. The site currently contains commercial and residential buildings. Subsurface impact would occur as a result of the excavation of the cut and cover station box, and as a result of construction of ancillary facilities such as offices and laydown areas.* <u>*Impacts to Aboriginal Heritage*</u> *No identified Aboriginal sites would be impacted by the proposed works at Waterloo Station. 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.*

Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Heritage – Archaeological Assessment	The following conclusions have been drawn directly from the Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Heritage – Archaeological Assessment report prepared by Artefact in 2016. *Assessment of archaeological potential* *The survivability of Aboriginal archaeological deposits in sites such as Waterloo Station is dependent largely on the extent and nature of subsequent phases of historical construction activities. As demonstrated at archaeological excavations across the Quaternary sand sheet, discrete portions of surviving archaeological deposit containing Aboriginal objects may occur beneath extant buildings and deep layers of introduced fill.* *There are likely to have been significant, although not necessarily comprehensive, sub-surface impacts across the Waterloo Station site from 19th and 20th century construction and service installation across the site. The extent of introduced fill and depth of excavation during construction of the extant structures was unknown at the time this report was prepared.* *Results from previous archaeological excavations across the Quaternary sand sheet demonstrate the potential for buried Aboriginal sites associated in those contexts. These sites can occur buried beneath areas of surface impact. Results of geotechnical investigations in the vicinity of the Waterloo Station site indicates the presence of buried sand beneath layers of introduced fill overlying Ashfield shale.* *There is moderate-high archaeological potential for Aboriginal objects in sub-surface contexts where there have not been extensive sub-surface impacts.* *Significance assessment* *The assessment of archaeological potential indicates the possible survival of Aboriginal objects in sub-surface contexts in those areas that have not been impacted by construction of basements and underground car parks.* *Intact Aboriginal archaeological deposits within the region area are extremely rare and would be of high research significance. It is also possible that out of context Aboriginal artefacts may be present in the layers of fill used in the area. Any such artefacts would not be likely to demonstrate high archaeological significance as they would not have the potential to provide accurate information or answers to relevant research questions.* *Impact assessment* *No identified Aboriginal sites would be impacted by the proposed works at Waterloo Station.* *There is potential for Aboriginal objects to occur in the sub-surface archaeological deposits where there are surviving portions of A horizon sands.* *Further archaeological investigation* *Further archaeological investigation, which may include archaeological test / salvage excavation, is recommended where surviving Quaternary sands are identified at the Waterloo Station site.*

Urbis 2018, Stage 1 Aboriginal Cultural Heritage Study, Waterloo State Significant Precinct (SSP) Study Area	As part of the studies undertaken for the Waterloo State Significant Precinct (SSP), which comprises the Waterloo social housing estate ('the estate') and the Waterloo Metro Quarter (the current site), a Stage 1 Aboriginal Cultural Heritage Study was prepared by Urbis (2018). As the Metro Quarter is now being assessed separately, this Stage 1 report considered the Metro Quarter only briefly. This report concluded that that there is a low degree of potential for shell midden of stone artefact deposits to be present within the 'estate' study area. If present, such archaeological material is predicted to occur in the less disturbed areas of the site, and in proximity to known resource areas, such as the Waterloo Swamp and Shea's Creek to the south/southwest of the study area. This is in accordance with the findings of the 2015 AHMS study. This assessment of potential was based on the assessed area being located across the Tuggerah soil landscape. This soil landscape is characterised as an aeolian landscape, and consists of a variety of deep (greater than two metres) loamy sands and peats commonly found in dune fields. It is noted that the geotechnical assessment prepared for the study area (refer below) identifies that the site is also underlain by quaternary alluvium sands; the interaction between the Aeolian and alluvium sand deposits in this area is not clear, and has been heavily impacted by environmental processes over time, as well as by more contemporary development and associated disturbances. Within this soil landscape generally, recent and Pleistocene (>10,000 years BP) cultural materials are commonly encountered, and archaeological finds at depths greater than two metres are not uncommon within this context. It is noted that while development in the local area and immediate study area would have resulted in significant disturbance to the upper part of the dune profile, deeper deposits may remain intact below.

6.2. Environmental Context

6.2.1. Land-Use History/Disturbance

As has been outlined in the Historical Overview presented at Section 4.0, the site has been subject to residential, commercial and industrial development for over 150 years. This has resulted in significant modifications to the landscape, including 'truncation' or cutting and filling works, the construction of buildings and associated landscaping, and the installation of services across the site.

However, it has been noted in previous assessments that in association with the Tuggerah soil landscape, artefacts have been identified at depths greater than two metres within the wider, surrounding landscape. The implications of the underlying geology and soil landscape on archaeological potential are considered further below.

6.2.2. Topography and Hydrology

The site and surrounding landscape is situated within a landscape that was originally characterised by moderate to steep slopes which likely reflect the upper slopes and crests of large sand dunes. There is a sharp and notable increase in slope and elevation to the east, primarily associated with the local rise in the topography around the Our Lady of Mt Carmel School. Levelled areas have been created within the site to enable development, and this has resulted in modification to the original topography.

To the south of the site the elevation declines, and prior to European contact land to the south contained a large number of swamps, creeks and wetlands known as the Waterloo Swamps (alternate names include Lachlan Swamps or Botany Wetlands). The Swamps were formerly a network of fresh water and marshland that extended from what is now known as Botany Bay to Centennial Park, with parts of the system being located within 500 metres of the site.

Shea's Creek, now known as the Alexandria Canal, was a tributary of the Cooks River and is located approximately 850 metres to the southwest of the site. Two lagoons, one of which is known as Boxley's Lagoon, are located to the northwest of the site in Redfern; the ethnographical record strongly suggests that these lagoons were frequented by Aboriginal people during the contact period.

6.2.3. Soils

The site is situated on the Tuggerah soil landscape. This soil landscape is characterised as an aeolian landscape, and consists of a variety of deep (greater than two metres) loamy sands and peats commonly found in dune fields. It is noted that the geotechnical assessment prepared for the immediately adjacent Waterloo SSP Study Area (refer below) identified that the site is also underlain by quaternary alluvium sands; the interaction between the Aeolian and alluvium sand deposits in this area is not clear, and has been heavily impacted by environmental processes over time, as well as by more contemporary development and associated disturbances.

Within this soil landscape generally, recent and Pleistocene (>10,000 years BP) cultural materials are commonly encountered, and archaeological finds at depths greater than two metres are not uncommon within this context. It is noted that while development in the local area and site would have resulted in disturbance to the upper part of the dune profile, deeper deposits may remain intact below. This has been confirmed by the relevant geotechnical studies, as outlined at Section 6.2.6 below.

6.2.4. Geology

As touched on above, the site is, in association with the aeolian Tuggerah soil landscape, underlain by quaternary (Holocene and Pleistocene) alluvium. This comprises wind-blown, fine to medium grained, well sorted marine quartz sand commonly referred to as the Botany Sands.

The bedrock underlying the Botany Sands is either:

- Ashfield Shale, underlain by the Mittagong Formation and/or Hawkesbury Sandstone; or
- Hawkesbury Sandstone.

Ashfield Shale is described as black to dark grey shale and laminate, while the Mittagong formation is an intermediate unit sometimes present between the Ashfield Shale and Hawkesbury Sandstone. It is sometimes referred to a transition bed between the fine-grained Ashfield Shale and relatively coarse-grained Hawkesbury Sandstone and is described as shale, laminite, and medium grained quartz sandstone. The Hawkesbury Sandstone is described as medium to coarse-grained quartz sandstone, very minor shale and laminite lenses.[12]

The 2015 AHMS report notes that a source of silcrete, a type of stone commonly used by Aboriginal people to manufacture stone implements, is known to occur in Newtown, which indicates that good quality workable stone was locally available to Aboriginal people in the past.[13]

6.2.5. Flora and Fauna

Prior to European settlement and the intensive development of the site and surrounding landscape, the site is likely to have situated within a transitional zone between the Eastern Suburbs Banksia Scrub (ESBS) vegetation community and open woodland forest. This is based on the underlying geology and soil landscapes.

ESBS is a sclerophyllous heath/scrub community that occurs on disjunct patches of nutrient poor aeolian dune sand along the Sydney coast. Small patches of woodland, low forest or limited wetter areas may be present within ESBS, depending on site topography and hydrology. Common species of the community include wallum banksia, heath-leaved banksia, old man banksia, pink wax flower, variable swordsedge, coastal tea tree, broom heath, and the grass tree.[14] Open woodland within the Sydney Basin is most typically characterised by eucalypt species.

The above vegetation communities would have provided habitats for a variety of animals, as well as providing potential food and raw material sources for Aboriginal people. The nectar of the banksia flower is known to have been sourced by Aboriginal people in the past, while the dry cones of the flowers are known to have been used as firebrands, to strain drinking water, or as tools (e.g. needles).[15]

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[12] AECOM, May 2017, *Phase 1 Geotechnical and Contamination Study: Waterloo*, prepared for UrbanGrowth NSW.

[13] AHMS, *Redfern, Waterloo and South Eveleigh Urban Renewal Sites, Desktop Aboriginal Heritage Assessment*, 2014, p. 41.

[14] NSW Department of Environment and Conservation, 2004, *Eastern Suburbs Banksia Scrub Endangered Ecological Community Recovery Plan*, NSW Department of Environment and Conservation: Hurstville.

[15] Nash, Daphne. 2004. *Aboriginal Plant Use in South-Eastern Australia*. edited by Australian National Botanic Gardens, p. 2.

The grass tree had many uses; nectar was collected from the long flowering spokes with a sponge made of stringybark, while the stalks from old flowers and fruits were used as tinder. The heart of the flower stem was edible, and the long dry stem could be used to make light spear shafts while the soft wood provided the base for a fire-drill used for fire making. The soft bases of young leaves were sweet, and have a nutty flavour, and tough leaves were used as knives to cut meat. Resin was used as glue to fasten barbs in spears or axe heads to handles, and roots are known to have been eaten. Further, grass trees flower in response to fire, making them a more useful natural resource in the past.[16]

Eucalyptus trees were a particularly important resource; leaves were crushed and soaked for medicinal purposes, bowls, dishes, and canoes were made from the bark, and spears, boomerangs and shields were crafted from the hard wood.[17]

Typical animals which may have been present in the area and hunted by Aboriginal people in the past include kangaroos, wallabies, wombats, sugar gliders, possums, echidnas, a variety of lizards and snakes, birds, as well as native rats and mice. These animals may have been utilised as a source of food, or as a resource for the manufacture of implements and ornaments.[18]

6.2.6. Relevant Geotechnical Studies

As part of the Waterloo SSP project (referenced above), AECOM has prepared a *Phase 1 Geotechnical and Contamination Report*. This report has identified the following preliminary geotechnical model, which is based on available borehole data in the vicinity of the current site.

Table 4 – Preliminary geotechnical model developed for the adjacent Waterloo SSP Study Area

Geotechnical Unit	Description	Depth to top of unit (m)	Unit thickness (m)
Fill	Likely to be variable sands or clays containing silt, gravel, possibly waste materials	Ground surface	Less than 1
Tuggerah Aeolian Sands and Botany Alluvium Sands	Sand: mainly fine to medium grained, loose and medium dense	0.6 to 1.6	1 to 6
Residual Soil	Silty Clay: medium plasticity, very stiff and hard	2.2 to 5.2	2.7 to 6
Ashfield Shale	Shale: extremely weathered to highly weathered, very low to medium strength	7.8 to 14.6	1.2 to 9.2
Mittagong Formation and/or Hawkesbury Sandstone	Sandstone: mainly fresh rock with medium to high strength	9.2 to 22.5	Not proven

[16] Nash, Daphne. 2004. *Aboriginal Plant Use in South-Eastern Australia*. edited by Australian National Botanic Gardens, p. 5-6.

[17] Nash, Daphne. 2004. *Aboriginal Plant Use in South-Eastern Australia*. edited by Australian National Botanic Gardens, p. 7-8.

[18] Attenbrow, V. 2003. *Sydney's Aboriginal Past: Investigating the Archaeological and Historical Records*: UNSW Press, p. 70-76.

As this Phase 1 report identifies, however:

> *The unit depths, thicknesses and material properties presented in Table 1 should not be assumed to represent the maximum or minimum values on the site. Actual unit boundaries and material properties can be highly variable, particularly for fill.*[19]

To date no geotechnical information regarding the site specifically has been provided to Urbis, and the information presented in Table 4 is indicative only. It is known, however, that the archaeological investigations undertaken by AMBS in the eastern section of the Metro Quarter revealed natural white sand deposits beneath later development and disturbance.

This is consistent with archaeological investigations undertaken at other sites within the immediately surrounding area. One example of this is the former Rachel Forster Hospital at 134-144 Pitt Street, to the north of the current site. Two geotechnical studies were undertaken of the former hospital site, which identified:

> *The soil profile across the site was characterised generally by fill materials consisting of brown to light brown/grey to light grey gravely silty sand with brick and crushed concrete fragments and minor ash traces, grass and tree rootlets, dry; overlying natural brown to light grey sand, fine to medium grained, dry (0.3 to 2.5 m BGL [below ground surface]); overlying natural red/grey clay, medium-high plasticity, dry (0.3 to 6m BGL).*[20]

AHMS, who worked on this site for the purposes of archaeology, identified that for the purposes of Aboriginal heritage the natural sand between 0.3 and 2.5 metres below ground surface was of interest. This is because this sand unit has the potential to reflect part of the under-lying dune system common in this region, and has been demonstrated to be a deposit with potential to contain buried Aboriginal objects.

Given the proximity of the former Rachel Forster Hospital site, and the known presence of natural sands below later development within the eastern portion of the Metro Quarter, it can be assumed that a similar sub-surface profile will be present within the current site.

6.2.7. Summary

A review of the environmental context suggests that resources, including food (flora and fauna) and raw material sources, would have been available in and around the site in the past. Topographically, the site would have been easily accessed and navigated on foot.

The site also would have been well relatively sourced with subsistence resources, including flora, fauna and water. Within 500 metres to the south of the site, and prior to European contact, a network of fresh water and marshland swamps, creeks and wetlands known as the Waterloo Swamps (alternate names include Lachlan Swamps or Botany Wetlands) was formerly located. Shea's Creek, now known as the Alexandria Canal, is also located approximately 850 metres to the southwest, and lagoons were located to the northeast. These water sources would have provided a significant resource for Aboriginal people in the past, both in the form of water as well as the provision of riverine/lacustrine resources generally, including food in the form of shellfish and fish.

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[19] AECOM, May 2017, *Phase 1 Geotechnical and Contamination Study: Waterloo*, prepared for UrbanGrowth NSW.

[20] *Environmental Investigations,* 2012, Unpublished report to Kaymet Corporation Pty Ltd.: Kaymet Corporation Pty Ltd. Additional environmental investigations. 134-150 Pitt Street, Redfern, NSW.

Original vegetation and associated fauna would have also provided an abundance of natural resources for use as food, or for the manufacture of tools and general equipment. As discussed above, vegetation species present in the study area, including various eucalypt and banksia species, are known to have been used by Aboriginal people in the past.

Preferred raw stone materials such as chert, mudstone, quartz and silcrete do not naturally occur in the immediate area. However, this is not to say that such material may not have been brought to the immediate area from farther afield either for working or use, as is typically seen to be the case as low-density artefact sites within the Sydney Basin. The known silcrete source present in Newtown, which is located in relative proximity to the site, indicates that quality workable stone was locally available to Aboriginal people in the past.[21]

6.3. Archaeological Context

The purpose of reviewing the relevant heritage information is to assist in identifying whether Aboriginal objects or places are present within the site. An understanding and review of the relevant archaeological context is critical in formulating predictive models and assessing the archaeological potential of the area.

6.3.1. Ethnohistorical Context

At the time of European settlement, the Aboriginal people of the Sydney region were organised into named territorial groups. The groups local to the study area would most likely have belonged to the Darug (Dharug), Gundundurra and the Dharawal (Thurrawal) language groups.

However, as noted in the 2015 AHMS report and 208 Urbis report, there is considerable ongoing debate about the nature, territory and range of pre-contact Aboriginal language groups of the greater Sydney region. These debates have arisen largely because by the time colonial diarists, missionaries and proto-anthropologists began making detailed records of Aboriginal people in the late 19th Century, Aboriginal groups had been broken up and reconfigured by European settlement activity.

Sydney region archaeologist and historian Val Attenbrow has cautioned:

> *'Any boundaries mapped today for (these) languages or dialects can only be indicative at best. This is not only because of an apparent lack of detail about such boundaries in the historical documents, but because boundaries between language groups are not always precise line'.*

Language groups such as the Darug included a number of sub-groups often referred to as 'clans', based upon religious and/or totemic associations to country. Ethno-historical evidence indicates the Redfern/Waterloo area may have been part of the land occupied by the Cadigal or coastal Darug clans.

6.3.1.1. AHMS Mapping Project – Mapping Sydney's Ethnohistorical Record

To assist in the development of Aboriginal Cultural Heritage Assessments, AHMS has initiated a mapping project to explore early historical texts and diaries to identify spatial locations where Aboriginal activities were observed. The AHMS project 'Mapping Sydney's Aboriginal Past' provides

[21] AHMS, *Redfern, Waterloo and South Eveleigh Urban Renewal Sites, Desktop Aboriginal Heritage Assessment*, 2014, p. 41.

a spatial understanding of Aboriginal activity around the point of contact. It consists of an interactive map, a searchable database of site-specific ethnographic evidence, and a range of other tools which bring a spatial perspective to the primary sources.

The database was created by systematically reviewing the early primary sources for the Sydney region and plotting any site-specific ethnographic evidence on an interactive map. The area of study extended from the Hunter River in the north to Jervis Bay in the south, and as far west as the Lachlan River. The sources consulted ranged from James Cook's visit to Botany Bay in 1770 through to Missionary James Backhouse's visit to the colony in 1835-1837. In total, this project reviewed over fifty primary sources, including all major First Fleet journals and all relevant volumes of the Historical Records of Australia.

A search of AHMS' ethnographic database reveals no specific observations within the site. Only one ethnographic recording is evident in close proximity to the site, specifically an Aboriginal track. This track appears to extend along the current alignment of Botany Road. This database entry, as included in AHMS study, reads as follows:

> *Date: 31 May 1788*
>
> *Location: Leading away from Cockle Bay and the site where convicts Samuel Davis and William Okey were killed.*
>
> *Sources: William Bradley, A Voyage to New South Wales, December 1786 - May 1792: The Journal of Lieutenant William Bradley of HMS Sirius (Sydney: Ure Smith Pty Limited, 1969), 31 May 1788; Watkin Tench, A Narrative of the Expedition to Botany Bay (London: Prepared J. Debrett, 1789), Chapter IX, January-February 1788; David Collins, An Account of the English Colony in New South Wales, Volume 1 (London: T. Cadell Jun. and W. Davies, 1798), Chapter VI; John Hunter, An Historical Journal of the Transactions at Port Jackson and Norfolk Island (London: Printed for John Stockdale, 1793), September 1789.*
>
> *Quotes: Bradley: Saturday. 31 May 1788: The Governor with a party went to the place where the two Men had been killed by the Natives, the boat returned leaving them in a Natives path which they meant to follow until they met with the Natives.*
>
> *Sunday. 1st June. The Governor & party return'd by land to Sydney Cove: He had followed the path to the NW arm of Botany Bay, met with a party of Armed Natives of 210; The Governor & one of their principal people, met unarmed, one of the Natives advanced to shew a wound which he had received in the shoulder apparently with an Axe; they were all friendly, the Women shew'd every disposition to be very familiar; a quantity of dried fish was found among these people & bones which from the size were supposed to belong to the Kanguroo. Orders were this day given, that no party under 6 armed Men were to go into the woods on account of the Natives being so numerous.*
>
> *Tench, February 1788: In spite, however, of all our precautions, they soon found the road to Botany Bay, in visits to the French, who would gladly have dispensed with their company.*

Collins, March 1789: Immediately on this being known in the settlement, an armed party was sent out with an officer, who found the body of the man that had been killed, stripped, and lying in the path to Botany Bay.

Hunter, September 1789: this route being now well known, and the path well trodden, it was not an unpleasant walk.

Other: This route is marked in as a path on Charles Grimes' map 'A topographical plan of the settlements of New South Wales, including Port Jackson, Botany Bay and Broken Bay', 1799. MAP RM 711. See also Paul Carter, The Road to Botany Bay (London: Faber and Faber Ltd, 1987).

The map presented in the AHMS report showing the location of this track is provided below. It is understood that this track has been included in reporting for the Waterloo SSP Study Area, and has formed part of the consultation process undertaken to date for that project. It is anticipated that any interpretation of the former track would form part of the Waterloo SSP project.

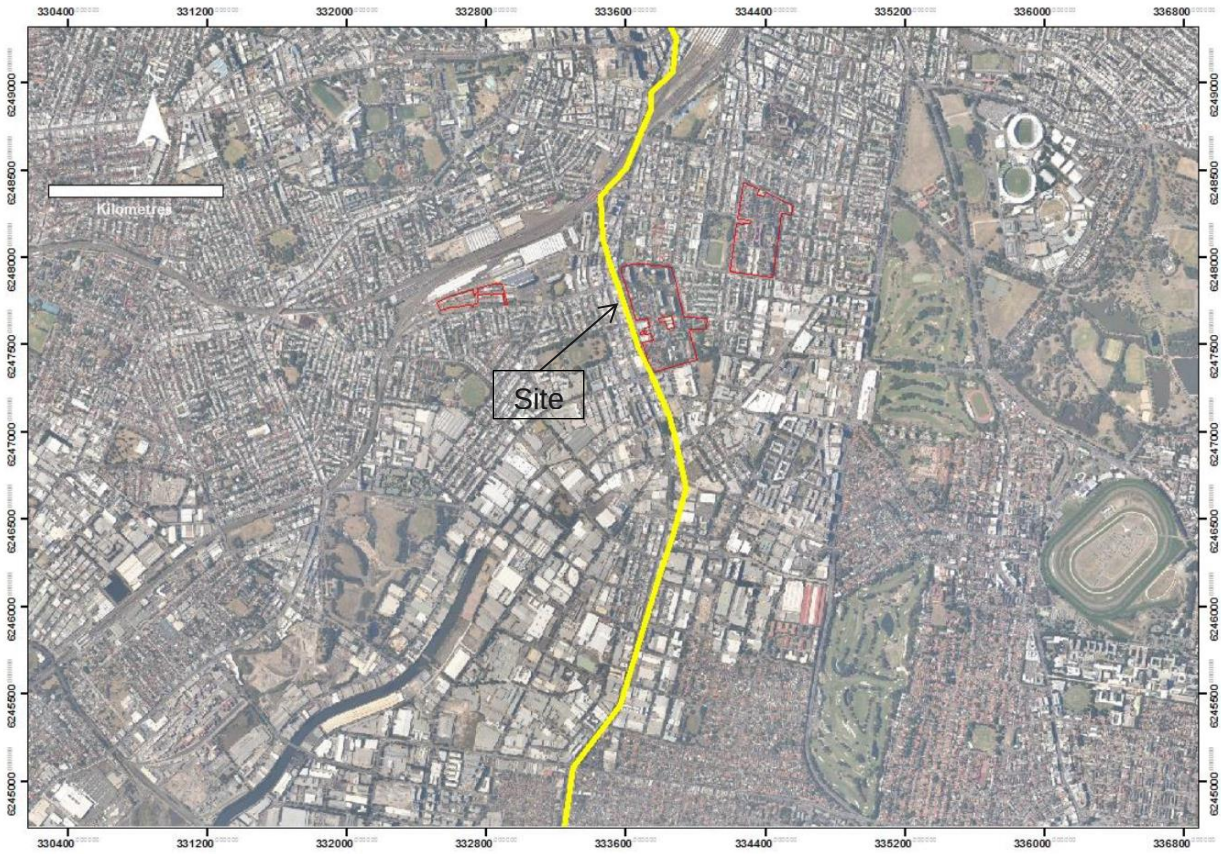

Figure 18 – Map of Aboriginal trackway documented in the vicinity of the site (indicated)

Source: AHMS, Redfern, Waterloo and South Eveleigh Urban Renewal Sites, Desktop Aboriginal Heritage Assessment, 2014, p. 38, Figure 24

6.3.2. Summary of relevant literature

A review of relevant reporting and literature regarding Aboriginal archaeology and cultural heritage in the immediately surrounding area demonstrates that archaeological sites present within the surrounding landscape have been uncovered within sites/properties that have been subject to a similar degree of disturbance as the current site. Select examples of this are provided below for reference.

GML Heritage, Angel Place Project 1997, Archaeological Excavation Volume 3, Salvage Excavation of Site #45-6-2581, report prepared for AMP Asset Management Australia, the NSW Heritage Council and NPWS (NSW)

- GML conducted salvage excavations of site 45-6-2581 in Angel Place, situated between George and Pitt Streets in Sydney's CBD. The site straddles the former alignment of the Tank Stream. 54 flaked stone were artefacts recovered during the excavations.
- The original size of the site could not be determined due to development impacts. However, the artefact distribution suggested that there was a contiguous distribution of lithics along the banks of the original creek, likely to have been deposited from repetitive or continuous Aboriginal occupation.
- It was concluded that the site is likely to have been a point of first contact between the original Aboriginal occupants of the Tank Stream Valley and the European settlers arriving in Sydney Cove in 1788. However, no unequivocal physical evidence of contemporary Aboriginal contact and/or occupation was detected at the site.

Steele, D, 2006, Final Aboriginal Archaeological Excavation Report: The KENS Site (Kent, Erskine, Napoleon and Sussex Streets), Sydney, NSW, containing DECC Site 45-6-2647 and associated areas of PA, unpublished report to Leighton Contractors Pty Ltd

- In 2006 excavations were undertaken at the KENS site, bounded by Kent, Erskine, Napoleon and Sussex Streets in the Sydney CBD. A total of 952 artefacts were excavated, with silcrete being the dominant raw material type. Tuff and quartz artefacts were also present.
- The excavation report interpreted the site as being occupied between 2,800 BP to 1788.

AHMS, 2007, Former Rachel Forster Hospital – Initial Archaeological Assessment, unpublished report to Redfern-Waterloo Authority and AHMS, 2012, Former Rachel Forster Hospital Site Aboriginal Heritage Impact Assessment, prepared for Kaymet Corporation Pty Ltd

- AHMS undertook a preliminary assessment of this site in 2007 and prepared an Aboriginal Heritage Impact Assessment in 2012. The site is the Former Rachel Forster Hospital site located at 34 Pitt Street, Redfern.
- The assessments identified that the subject site would have moderate to high potential for Aboriginal objects/sites to be present. In addition the assessments identified that local landscape features of the site (on the crest of a dune) and landscape features in the vicinity of the site (several water resources), increases the likelihood that the locality was used by Aboriginal people in the past.
- Specifically, the assessments identified that naturally occurring soil deposits are likely to occur below historic occupation layers are typical of those found within the Tuggerah and

Newport soil landscapes which cover extensive portions of south and eastern Sydney. Both are aeolian sands, laid down c10,000 years BP, with the Tuggerah landscape forming extensive dune fields, while the Newport landscape forms a sand mantle over earlier soil horizons. The date of formation of these sand deposits is therefore well within the known timeframe for Aboriginal occupation in the Sydney Basin.

- The assessments identified that the site is located near the former presence of numerous streams and swamps within these soil landscapes was a resource zone that was attractive to Aboriginal people, as demonstrated by numerous early historic accounts of the late Eighteenth and early Nineteenth Centuries. This, combined with the documented identification of Aboriginal sites by archaeological investigations within development contexts on former dune fields and beside former water sources (e.g. Angel Place, Sydney, and Prince of Wales Hospital, Randwick), suggested that the natural soil have some potential to contain remains of Aboriginal occupation in areas where soil deposits have not been substantially removed by the construction of the hospital.

AHMS, 2009, National Indigenous Development Centre – Aboriginal Heritage Impact Assessment, unpublished Report for Indigenous Land Corporation

- In 2007, AHMS undertook an assessment of the proposed National Centre for Indigenous Excellence located between George, Phillip and Cope Streets, Redfern, located in proximity to the current site.
- The assessment identified that the site had potential to be on aeolian (wind-blown) dunes in the general vicinity of Black Wattle Creek, a significant water source running through the southern edge of the (now) Sydney CBD. These findings, along with the relatively undisturbed nature of the site, prompted test excavations.
- Excavations consisted of four 1m2 test pits located within a larger historic excavation of several mid-late 19th century residences on the site. The test pits reached depths of up to 90 centimetres and confirmed the aeolian nature of the area. However, no Aboriginal objects were recovered as part of the excavations.

Site types uncovered at comparable sites include artefact sites and shell midden sites. This suggests that the site has the potential to contain similar archaeological deposits within less disturbed areas and in association with residual natural soil profiles (which would be present at depth). However, it is noted that excavations undertaken in closer proximity to the current site have not resulted in the identification of archaeological deposits, despite the confirmed presence of naturally occurring sands.

Given the known presence of residual natural soil profiles within the site (based on the AMBS excavations), the known potential for archaeological material to be recovered from similarly developed sites, and the location of the site in relation to what would have been major resource areas (the Waterloo Swamps, Shea's Creek, Boxley's lagoon) for Aboriginal people in the past means that the potential for Aboriginal archaeological deposit to be present within the site below later development cannot be discounted.

6.3.3. Aboriginal Heritage Information Management System (AHIMS)

A search of the AHIMS database undertaken on 11 November 2018 for the area contained within the following co-ordinates, with a buffer of 1000 metres allowed for:

- Lat, Long From: -33.901, 151.1983;
- Lat, Long To: -33.8947, 151.2069.

This search revealed that no registered Aboriginal sites, objects or places are located in or within 100 metres of the site.

However, within the wider search radius, a total of four Aboriginal sites have been recorded, the closest of which is located approximately 400 metres to the north of the current site. This site is registered as 'Wynyard Street midden', and a review of the site card indicates this is a shell scatter located in a park near Gibbons Street, just south of Redfern Station.

Other site types include a potential archaeological deposit (PAD) located on Broadway, an Aboriginal resource and gathering site located within the University of Sydney Campus, and an unspecified artefact site located on City Road. All three of these sites are located more than a kilometre to the northwest of the current site.

6.3.4. Summary of Aboriginal archaeological potential

The review of the historical, environmental, and ethnohistorical context of the site presented in this report demonstrates that the site retains a degree of potential, however limited, to contain Aboriginal archaeological material or objects.

If present, archaeological material is predicted to occur in the less disturbed areas of the site, particularly in terms of the depth of disturbance. The recent excavations undertaken by AMBS within the eastern portion of the site have definitively demonstrated that natural sands have been preserved beneath later development, and previous archaeological studies in the wider, surrounding landscape have demonstrated that natural sand deposits associated with the Tuggerah soil landscape have the potential to contain archaeological deposit at depth. Though excavations undertaken in the immediate area to date have had mixed results in terms of the actual discovery of Aboriginal archaeological material within such sand deposits, the potential for this to occur within the current site cannot be discounted based on desktop research alone.

In the event that Aboriginal archaeological material is found within the current site, it would make a relatively rare and highly significant contribution to the archaeological record. Preserved Aboriginal archaeological sites are relatively rare within the Sydney CBD and inner-city fringe areas, and within highly urbanised and developed contexts generally.

It is noted that the Aboriginal track discussed at Section 6.3.1.1 represented an intangible cultural element that is not considered to have the potential to have a physical presence. As such, an assessment of the potential for any physical evidence of this track to be present has not been considered as part of this assessment.

6.4. Consultation and Aboriginal Cultural Heritage

6.4.1. Assessment of Cultural Heritage Significance and Values

An assessment of cultural heritage significance and values incorporates a range of values which may vary for different individual groups and may relate to both the natural and cultural characteristics of places or sites. Cultural significance and Aboriginal cultural views can only be determined by the Aboriginal community using their own knowledge of the area and any sites present, and their own value system.

All Aboriginal heritage evidence tends to have some contemporary significance to Aboriginal people, because it represents an important tangible link to their past and to the landscape. As Aboriginal cultural values can only be assessed by Aboriginal people, this report does not include an assessment of the cultural value of the current site to Aboriginal people. Such values should only be explored through direct consultation with the Aboriginal community.

6.4.2. Consultation for the Metro Quarter

As part of the 2016 Aboriginal Cultural Heritage Assessment prepared by Artefact, full consultation in accordance with the *Aboriginal Cultural Heritage Consultation Requirements* (ACHCRs) for *Proponents* (DECCW, now OEH, 2010) was undertaken. As part of this consultation, it was determined that the wider study area, which included the Metro Quarter, was generally of cultural and social significance to Aboriginal people.

6.4.3. Consultation for the wider Waterloo SSP Study Area

As noted above, the current site was assessed as part of the *Stage 1 Aboriginal Cultural Heritage Study, Waterloo State Significant Precinct (SSP) Study Area.*

Consultation in accordance with the *Aboriginal Cultural Heritage Consultation Requirements* (ACHCRs) for *Proponents* (DECCW, now OEH, 2010) is a requirement of the *Nominated State Significance Precinct – Waterloo: Study Requirements* for the Waterloo SSP Study Area. It is understood that, as part of the Waterloo SSP project, an extensive program of community consultation and engagement has already been commenced, and that this consultation program will remain ongoing until project completion. This consultation includes consideration of the Metro Quarter with regards to Aboriginal cultural heritage.

It is also understood that consultation in accordance with the ACHCRs will be undertaken prior to any test excavation being undertaken within the Waterloo SSP Study Area (within the 'estate' portion) prior to any physical works occurring within the 'estate'. Consultation undertaken to date is summarised below for reference.

6.4.3.1. Consultation undertaken to date for the Waterloo SSP Study Area

A newspaper advertisement was placed in addition to a letter sent to the Metropolitan Aboriginal Land Council in accordance with Department of Environment Climate Change and Water (DECCW). No submissions were received.

The below further consultation has been conducted.

The following information has been drawn from the 'Summary of Consultation Outcomes: Engagement Report on the Waterloo Metro Quarter' report, prepared by Urbis and dated 2018.

Engagement Outcomes – Culture and Community Life

There was a strong desire to maintain Waterloo's unique character and celebrate its history and heritage, in particular its significant Aboriginal heritage. The following responses were recorded.

- The community suggested changing the name of Waterloo Metro Station with an Aboriginal name that is significant to the local area.
- People supported the creation of a new transport hub and village centre at the Waterloo Metro Quarter.
- People supported the inclusion of community and cultural spaces at the Waterloo Metro Quarter.
- People wanted to ensure that the Waterloo Metro Quarter acknowledges the history and unique character of Waterloo. Suggestions to achieve this outcome included a museum to introduce past and present history of Waterloo as an important land for the Aboriginal community. People also mentioned to name a building after a local Aboriginal leader that has contributed to the area.
- Many people expressed concern about anti-social behaviour and wanted to ensure that the Waterloo Metro Quarter is adequately lit. Some people wanted a stronger Police presence, including a Police shopfront station at the Waterloo Metro Quarter. Other people suggested that venues serving alcohol should not be allowed at the Metro Quarter.
- "The history of the area should be celebrated through public art and building names"
- "Should celebrate local history & acknowledge Waterloo as an important site for urban indigenous people" Waterloo [is] special because we have business, school, churches, young adults, children, business people, retired people, senior citizens. This makes Waterloo a great place to live: close to city, we have a choice to shop local or take a train, bus, bike or just walk"

Further detail regarding community consultation is available in the Urbis 2018, *Summary of Consultation Outcomes: Engagement Report on the Waterloo Metro Quarter* report.

Engagement Outcomes – Culture and Community Life

There was a strong desire to maintain Waterloo's unique character and celebrate its history and heritage, in particular its significant Aboriginal heritage. Responses recorded in relation to Aboriginal culture included:

- The community suggested changing the name of Waterloo Metro Station with an Aboriginal name that is significant to the local area.
- …
- People wanted to ensure that the Waterloo Metro Quarter acknowledges the history and unique character of Waterloo. Suggestions to achieve this outcome included a museum to introduce past and present history of Waterloo as an important land for the Aboriginal community. People also mentioned to name a building after a local Aboriginal leader that has contributed to the area.
- …
- "The history of the area should be celebrated through public art and building names"

- “Should celebrate local history & acknowledge Waterloo as an important site for urban indigenous people” …

Further detail regarding community consultation is available in the Urbis 2018, *Summary of Consultation Outcomes: Engagement Report on the Waterloo Metro Quarter* report.

7.0 ASSESSMENT

The following heritage impact assessment has regard to the potential impact of the Metro Quarter OSD proposal as outlined in Section 1.6. Where applicable, the heritage impact assessment considers the impact of the indicative concept proposal, which has been provided as an example of the potential future development outcome which would be facilitated by the proposed building envelope.

Overall the proposal is considered acceptable from a heritage perspective. While the proposal facilitates an intensification of use and scale across the Metro Quarter, it has been informed by the heritage principles and DCP provisions prepared as part of the SSP. This has included developing appropriate setbacks to the Church, and establishing appropriate heights that respond to the Church. Design Guidelines have been developed to guide the future detailed design of the OSD. The work undertaken to inform the indicative concept proposal, together with the Design Guidelines that form part of this SSD Application, are considered to ameliorate any negative impact of the potential future development on the heritage significance of heritage items in the vicinity.

Consent is not being sought for any physical building works at this stage. Excavation of the eastern portion of the Metro Quarter site and construction of the metro station has been approved the CSSI Approval and is excluded from this proposal.

7.1. Indicative Future Outcome

The following indicative renders to help visualise the potential future outcome of this SSD Application.

Figure 19 – Indicative render of the type and form of future development which may be provided for under the concept proposal – view of potential future development adjoining the Congregational Church, showing proposed setbacks (building design and articulation to form part of a future application).

Source: UrbanGrowth NSW 2018

Figure 20 – Indicative render of the type and form of future development which may be provided for under the concept proposal – view of potential future development at Raglan Street to the underground metro entrance (building design and articulation to form part of a future application).

Source: UrbanGrowth NSW 2018

Figure 21 – Indicative render of the type and form of future development which may be provided for under the concept proposal – view of a potential future public square adjacent to the metro (building design and articulation to form part of a future application).

Source: UrbanGrowth NSW 2018

7.2. Built Heritage Significance Assessment – Metro Quarter

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 is being used to support construction). The heritage-listed Congregational Church building at 103-105 Botany Road is surrounded by and directly adjacent to the Metro Quarter but excluded from the site area.

The previously prepared significance assessment undertaken as part of the SSP Study by Urbis found that none the previous building stock was of any identified heritage significance.

7.3. Heritage Impact Assessment

7.3.1. Development Control Plan Provisions

The below draft DCP provisions were developed for the Metro Quarter as part of the SSP Study to guide future development on the precinct. The draft DCP is intended to be prepared under Division 3.6 of the EP&A Act and would provide detailed planning and design guidelines to support the planning controls in SSP SEPP 2005.

It is noted that Clause 11 of the SRD SEPP states as follows:

> *'Development control plans (whether made before or after the commencement of this Policy) do not apply to… State significant development'*

Notwithstanding that DCPs do not apply to SSD, the draft DCP provisions developed for the SSP Study for the Metro Quarter are included below for reference.

5.9.8 Heritage

Objectives

(a) Development retains significant heritage items within the Waterloo Metro Quarter.

(b) Development respects the heritage values of the Waterloo Metro Quarter and its setting.

(c) Development enhances the heritage values of the Waterloo Metro Quarter and its setting by removing unsympathetic surrounding development.

(d) Development exposes and celebrates significant elements within the Waterloo Metro Quarter and its setting.

(e) Development provides appropriate setbacks from heritage items.

(f) Development provides appropriate building form and scale with consideration for heritage items in the vicinity of the Waterloo Metro Quarter.

(g) Development enhances and complements existing character in its design but not replicate heritage buildings.

(h) Development responds appropriately to heritage items and conservation areas in the vicinity of the Waterloo Metro Quarter.

(i) Development responds to significant corner typologies in the vicinity of the Waterloo Metro Quarter.

Provisions

5.9.8.1 Setbacks

1. Development is setback:

(a) A minimum of 10 metres from the Botany Road street alignment on either side (north and south) of the Waterloo Congregational Church, at the ground level, as shown in Figure 18 – Waterloo Metro Quarter Setbacks.

(b) A minimum of 6.5 metres from the northern face of the Waterloo Congregational Church at the ground level.

(c) A minimum of 4 metres from the southern face of the Waterloo Congregational Church at the ground level.

(d) A minimum of 3 metres from the Wellington Street alignment at tower level.

(e) A minimum of 13 metres from the northern face of the Waterloo Congregational Church at tower level.

(f) A minimum of 14 metres from the southern face of the Waterloo Congregational Church at tower level.

5.9.8.2 Bulk, scale & height

1. The height and façade articulation of the Botany Road ground level development and any awnings must consider the proportion scale and architectural features of the Congregational Church.

2. The height, proportion, scale and architectural articulation of the Botany Road Podium for new development must consider the proportion scale and architectural features of the Congregational Church.

3. The height, proportion, scale and architectural articulation of any adjacent new development to the Congregational Church must consider the proportion scale and architectural features of the Church.

5.9.8.3 Layout and design

1. Development incorporates articulated corner forms which define each corner in its context, having specific regard to heritage items in the vicinity, including;

(a) The Cauliflower Hotel at 123 Botany Road, Waterloo;

(b) The Former CBC Bank at 60 Botany Road, Alexandria; and

(c) The Cricketers Arms Hotel at 56-58 Botany Road, Alexandria.

5.9.8.4 Materiality

1. *Development incorporates materiality that appropriately responds to heritage items in the vicinity, and also reflects the industrial heritage and character of Waterloo.*

5.9.8.5 Public domain

1. *Development incorporates a publicly accessible shared way to the immediate north of the Waterloo Congregational Church to significantly enhances visibility of the church as a distinct built form item.*
2. *Subject to landowner's consent, the existing later fence and vegetation at the front of the Waterloo Congregational Church site is removed to enable greater visibility from the Botany Road public domain.*
3. *Subject to landowner's consent, the setting of the Waterloo Congregational Church is integrated into the public domain design for the Metro Quarter, in particular through selection of consistent paving materials.*
4. *Development incorporates the Waterloo Congregational Church through the provision of visual and physical connections between the Church, the Metro Station, and the public domain.*
5. *Public domain and built form incorporates materials that reference the industrial heritage of the Metro Quarter, including brickwork.*
6. *The public domain incorporates public art that celebrates the heritage values of the Metro Quarter.*

5.9.8.6 Excavation in the vicinity of heritage items

1. *Excavation beneath or adjacent to heritage items and/or buildings in heritage conservation areas will only be permitted if it is supported by both a Geotechnical Engineering report and a Structural Engineering report.*

5.9.8.7 Heritage assessments

1. *A Heritage Impact Statement is to be submitted for development applications which have the potential to impact heritage items or buildings within heritage conservation areas.*
2. *The consent authority may not grant consent to a development application that proposes substantial demolition or major alterations to a building older than 50 years, until it has considered a heritage impact statement, so as to enable it to fully consider the heritage significance of a building and the impact that the proposed development has on the building and its setting.*
3. *The Heritage Impact Statement is to be prepared by a suitably qualified person, such as a heritage consultant. Guidelines for the preparation of Statements of Heritage Impact are*

available on the website of the Heritage Branch, NSW Department of Planning at www.heritage.nsw.gov.au.

4. *The Heritage Impact Statement is to address:*

(a) *the heritage significance of the building or its contribution to a heritage conservation area;*

(b) *the options that were considered when arriving at a preferred development and the reasons for choosing the preferred option;*

(c) *the impact of the proposed development on the heritage significance of the heritage items or buildings within heritage conservation areas; and*

(d) *the compatibility of the development with conservation policies contained within a Heritage Conservation Management Plan or Conservation Management Strategy, or conservation policies within the Sydney Heritage Inventory Report, as applicable.*

5.9.8.8 Archaeological assessments

1. *An archaeological assessment is to be prepared by a suitably qualified archaeologist in accordance with the guidelines prepared by the NSW Office and Environment and Heritage.*

2. *An archaeological assessment is to be submitted as part of the Statement of Environmental Effects for development applications affecting an archaeological site or a place of Aboriginal heritage significance, or potential archaeological site that is likely to have heritage significance.*

3. *An archaeological assessment is to include:*

(a) *an assessment of the archaeological potential of the archaeological site or place of Aboriginal heritage significance;*

(b) *the heritage significance of the archaeological site or place of Aboriginal heritage significance;*

(c) *the probable impact of the proposed development on the heritage significance of the archaeological site or place of Aboriginal heritage significance;*

(d) *the compatibility of the development with conservation policies contained within an applicable conservation management plan or conservation management strategy; and*

(e) *a management strategy to conserve the heritage significance of the archaeological site or place of Aboriginal heritage significance.*

4. *If there is any likelihood that the development will have an impact on significant archaeological relics, development is to ensure that the impact is managed according to the assessed level of significance of those relics.*

7.3.2. Waterloo Congregational Church

The Waterloo Congregational Church on Botany Road is the only heritage item located directly adjacent to the Metro Quarter. This significant heritage item would be wholly retained as it does not technically form part of the site. No physical works to this heritage item are proposed.

Potential future development, as provided for by the indicative concept proposal, responds appropriately and sympathetically to the Church building, and the Design Guidelines provide guidance for the future detailed design of the development.

As indicated previously, the concept proposal detailed at Section 1.6 has been designed with reference to the heritage principles and draft DCP provisions prepared as part of the SSP Study, to provide an appropriate building envelope and design strategies to support this SSD Application.

The concept proposal has provided for significant setbacks to the Church, including a generous publicly accessible laneway along the northern boundary of the Church for pedestrian use. The design of this laneway ensures that the Church building would be accessible visually to the most people possible, including residents, commuters and business operators within the Metro Quarter. The laneway also provides for the exposure of the northern elevation of the Church building by preventing built form from being developed in close proximity, allowing for the users of the space to observe and appreciate this significant fabric.

Figure 22 – Extract of figure showing the potential built form outcome and provision of open space around the Waterloo Congregational Church, as provided for in the concept proposal

Source: UrbanGrowth NSW

The concept proposal has also included a further visual connection with the Church building, by providing an 'undeveloped' visual corridor linking the Church with a new public plaza (Cope Street Plaza) to the east of the Metro Quarter site. This visual connection would enable a greater number of people to visually connect with and interpret the history of the site, beyond those people using the

proposed laneway. This is a positive heritage outcome and shows how the Church can be meaningfully integrated into a potential future built form outcome.

Figure 23 – Extract of figure showing the potential built form outcome and provision of visual connection with the Waterloo Congregational Church, as provided for in the concept proposal.

Source: UrbanGrowth NSW

The proposed setbacks and visual corridors enable the greater exposure and appreciation of significant fabric of the Church building, and identification of heritage interpretation opportunities.

The building envelope along Botany Road has been designed to be of a lower scale at the podium form, similar in height to the Church building. The street setback is also 10 metres for a considerable distance along Botany Road to both the north and south of the Church. This prevents the podium form along Botany Road from overwhelming and dominating the heritage-listed Church, and also provides a stepped development form whereby the higher-scale development may be located further back from the street front.

Views towards the Church building would be altered as a result of future development provided for by the concept proposal. However, the concept proposal including podium forms and heights and adoption of appropriate setbacks and view lines, mean that potential future development would not obscure existing views of the Church. The visibility of the facades and form as a whole would be improved from the pre-demolition state of the site. The provision of setbacks from the Church, and the visual corridors being adopted in the concept proposal, mean that new views and vistas towards the Church building would be introduced. The increased exposure of the Church to the public would assist in providing important historical layering to the site, that can be accessed by site users.

Figure 24 – Extract of figure showing the potential built outcome and streetscape context of the Waterloo Congregational Church, as provided for in the concept proposal

Source: UrbanGrowth NSW

Overall the proposal is considered acceptable from a heritage perspective. There are no proposed alterations or additions to the heritage-listed Congregational Church building which is located outside the subject site. This significant community building is being wholly retained, and the concept proposal would provide the Church with an expanded setting and curtilage to enable greater public appreciation and interpretation of the item's significance.

7.3.3. North-west Corner

The north-west corner of the Metro Quarter is located opposite two listed heritage items of local significance, being;

- Item 4 under the Sydney LEP 2012, "Cricketers Arms Hotel including interior", at 56-58 Botany Road, Alexandria; and,
- Item 5 under the Sydney LEP 2012, "Former CBC Bank, including interior", at 60 Botany Road, Alexandria.

Both of these significant properties would be unaffected physically by the concept proposal. Both of these heritage items are located outside of the boundary of the Metro Quarter OSD.

The Metro Quarter OSD concept proposal would facilitate future development that would be of a significantly larger scale than that previously known at the site. This means that vicinity heritage items would have altered outward views towards a new mixed-use urban precinct. However the development that could be accommodated by the proposed building envelope would not obscure significant views and view corridors towards vicinity heritage items. All vicinity heritage items would be fully retained as part of any potential future development at the Metro Quarter.

The lower three-storey height of the podium to Botany Road responds to the traditional, lower height of heritage items in the vicinity, generally located on corners opposite the Metro Quarter.

The heritage principles and prescribed draft DCP provisions provided in the SSP Study stipulate that potential future development at the Metro Quarter, under the proposed planning framework, respond appropriately to significant corner typologies in the vicinity of the site, including the Cricketers Arms Hotel and former CBC Bank building at the north-west corner. This has been taken into consideration in the design development of the concept proposal. In addition, Design Guidelines require appropriate consideration of heritage in the detailed design of the future development.

Overall, the scale and form of potential future development provided for by the concept proposal is not considered to have detrimental impacts on the proximate heritage items at the north-west corner of the Metro Quarter.

7.3.4. South-west Corner

The south-west corner of the Metro Quarter is located opposite one listed heritage item of local significance, being Item 2070 under the Sydney LEP 2012, “Cauliflower Hotel including interiors”, at 123 Botany Road, Waterloo.

This significant property would be unaffected physically by the future development provided for by the proposed building envelope. This heritage item is located outside the boundary of the Metro Quarter, and outside the broader Waterloo SSP boundary.

The Metro Quarter OSD concept proposal would facilitate future development that would be of a significantly larger scale than that previously known at the site. This means that vicinity heritage items would have altered outward views towards a new mixed-use urban precinct. However the development that could be accommodated by the proposed building envelope would not obscure significant views and view corridors towards vicinity heritage items. All vicinity heritage items would be fully retained as part of any potential future development at the Metro Quarter.

The lower three-storey height of the podium to Botany Road responds to the traditional, lower height of heritage items in the vicinity, generally located on corners opposite the Metro Quarter.

The heritage principles and prescribed draft DCP provisions provided in the SSP Study report stipulate that potential future development at the Metro Quarter, under the proposed planning framework, respond appropriately to significant corner typologies in the vicinity of the site, including the Cauliflower Hotel at the south-west corner. This has been taken into consideration in the design development of the concept proposal. In addition, Design Guidelines require appropriate consideration of heritage in the detailed design of the future development.

Overall, the scale and form of potential future development provided for by the concept proposal is not considered to have detrimental impacts on the proximate heritage items at the south-west corner of the Metro Quarter.

7.3.5. Heritage Conservation Areas and vicinity items

The scale and form of potential future development provided for by this concept proposal, is not considered to have any detrimental impacts on proximate heritage items or conservation areas.

The proposal would not impact on the significance of the C1 Alexandria Park HCA to the west. This conservation area is identified to be significant for its collection of nineteenth century terrace and cottage building stock, which would not be physically affected by the Metro Quarter OSD concept proposal. This conservation area generally consists of single and two storey small scale dwellings with minimal setbacks and street trees throughout. This small scale at pedestrian level creates an insular streetscape with minimal views beyond the immediate context.

The street orientation within the HCA is principally north-south alignment, with the Metro Quarter being located to the east, therefore distant views along view corridors within the conservation area are rare towards the Metro Quarter. As such, concept proposal would have a negligible, if any, visual impact on the conservation area.

The Visual Impact Study prepared for the proposal by Cardno confirms that while the future development facilitated by the proposal would be visible from Alexandria Park itself, the views are distant and the new development would form part of an evolving urban skyline. Distant views of the upper portions the development accommodated by the proposal building envelope would not impact on the significance of Alexandria Park as a heritage item and would not obscure significant views to or within the park. From the north eastern portion of the park, the future potential development would be almost entirely screened by existing trees and buildings, likewise for views within the C1 Alexandria Park HCA.

Figure 25 – Comparison showing existing view and future potential view (photomontage) of the form of development which would be facilitated by the concept proposal

Source: Cardno 2018

Figure 26 – Comparison showing existing view and future potential view (photomontage) of the form of development which would be facilitated by the concept proposal

Source: Cardno 2018

There would be no impact of the potential future development provided for by this concept proposal on the C70 Waterloo HCA to the east, as it is substantially separated physically and visually from the Metro Quarter by the Waterloo Estate site.

As discussed above, views from the vicinity conservation areas to the Metro Quarter (and any future development thereon provided for by this proposed concept proposal would be limited if not non-existent, and screened by existing development and vegetation.

7.3.6. Historical (Non-Aboriginal) Archaeological Impact Assessment

The historical (non-Aboriginal) archaeological potential and significance of the Metro Quarter has been previously assessed in detail in the reports outlined at Section 5.0.

The findings and conclusions of these previous assessments have been reviewed; particularly, the findings of recent excavations completed by AMBS within the eastern portion of the Metro Quarter have been considered. Based on this review, the following assessment has been prepared in accordance with the requirements of the relevant SEARs, which require that this report:

'*Considers any archaeological impacts if relevant.*'

The information presented at Section 5.0 clearly demonstrates that the site has a very high degree of potential to contain historical (non-Aboriginal) archaeological material. Given the similarities in the development history of the entire Metro Quarter, comprising both the eastern and western sections, it is anticipated that any historical (non-Aboriginal) archaeological resources present within the western section will be similar and comparable to those uncovered within the eastern section.

This may include occupational deposits, including personal items, building remnants, wells and cesspits, post holes, features associated with industrial activity, and features associated with early agricultural use of the land. These remains may date from the 1850s onwards, with potential for material of a greater age to be present.

Based on the results of the AMBS excavations undertaken to date, this material is likely to be of local significance. However, it is acknowledged that based on the interim *Summary report* provided by

AMBS, there remains potential (pending the completion of analysis and post-excavation reporting by AMBS) for this material to be of State significance. As the salvage programme for the eastern section of the Metro Quarter is now complete, it is understood that there are no further historical (non-Aboriginal) excavation or physical investigation requirements for that section of the Metro Quarter; this should, however, be confirmed by the nominated Excavation Director (ED) (AMBS).

As an AMS for the Metro Quarter in its entirety has already been prepared, it is recommended that the recommendations and archaeological investigation parameters of this AMS remain applicable to the western section of the Metro Quarter. However, given the extent of archaeological investigation that has already been undertaken, and the likelihood that the western section of the Metro Quarter will contain a similar archaeological resource, the following recommendations are made:

- The post-excavation analysis and reporting currently in preparation by AMBS should be reviewed thoroughly prior to the commencement of any archaeological investigations within the western portion of the Metro Quarter. This should be undertaken whether this information is available in final format or draft
    - The nominated ED for the western section should make efforts to consult with AMBS prior to works commencing
- Prior to any ground disturbance works being undertaken within the western portion of the Metro Quarter, consultation should be undertaken with the NSW Heritage Division to confirm the applicability of the current AMS prepared by AMBS
    - This should be informed by the above recommended post-excavation report review and consultation with AMBS
- The potential to limit archaeological investigation within the western portion of the Metro Quarter, so as to limit the duplication of results between the eastern and western sections, should be discussed with the NSW Heritage Division based on the outcomes of the AMBS post-excavation analysis and reporting, and depending on the final assessment of archaeological significance contained therein
- Opportunities to incorporate any uncovered archaeological material into interpretive displays or media as part of the Metro Quarter should be considered

7.3.7. Aboriginal Heritage Impact Statement

The Aboriginal archaeological potential and cultural heritage of the Metro Quarter has been previously assessed in the reports outlined at Section 6.0 as part of the SSI 15_7400 Approval, as well as part of the studies compiled for the Waterloo SSP Study Area. The findings and conclusions of these previous assessments have been reviewed, and the archaeological context of the current site outlined.

As outlined in Section 6.0, it is known that natural sand profiles are present within the Metro Quarter, and that these profiles have the potential to be artefact bearing. There therefore remains potential for Aboriginal archaeological material to be present within the current site in less disturbed areas and at depth below later development. This was assessed by Artefact in 2016, as follows:

> *"Results from previous archaeological excavations across the Quaternary sand sheet demonstrate the potential for buried Aboriginal sites associated in those contexts. These sites can occur buried beneath areas of surface impact. Results of geotechnical*

investigations in the vicinity of the Waterloo Station site indicates the presence of buried sand beneath layers of introduced fill overlying Ashfield shale.

There is moderate-high archaeological potential for Aboriginal objects in sub-surface contexts where there have not been extensive sub-surface impacts."

It is therefore recommended that the conclusions and recommendations of the below reports are maintained for the western section of the Metro Quarter, unless contradicted by the post-excavation reporting and findings currently in preparation for the western section of the Metro Quarter by AMBS:

- Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment
- Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Heritage – Archaeological Assessment

It is noted that the SEARs require that:

'If Aboriginal Cultural Heritage is found at the site, a full Aboriginal Cultural Heritage Assessment Report together with document of required consultation must be provided.'

It is noted however that a Cultural Heritage Assessment Report, including full consultation, has already been prepared for the Metro Quarter by Artefact (2016). As such, there should be no requirement to prepare an additional Cultural Heritage Assessment Report for the Metro Quarter.

With regards to Aboriginal cultural heritage values of the site, this has already been assessed as part of the 2016 Aboriginal Cultural Heritage Assessment prepared by Artefact, and continues to be assessed as part of the ongoing Waterloo SSP project. Aboriginal cultural heritage values have therefore not been directly addressed as part of this assessment.

It is noted that the Aboriginal track discussed at Section 6.3.1.1 has been included in reporting for the Waterloo SSP Study Area, and has formed part of the consultation process undertaken to date for that project. It is anticipated that any interpretation of the former track would form part of the Waterloo SSP project.

8.0 CONCLUSION

The scale and form of the development provided for by the Metro Quarter OSD concept proposal is not considered to have any detrimental impacts on the proximate heritage items or heritage conservation areas, including The C1 Alexandria Park HCA to the west. This conservation area is identified to be significant for its collection of nineteenth century terrace and cottage building stock, which would not be physically affected by the proposed development at the Metro Quarter.

This conservation area generally consists of single and two storey small scale dwellings with minimal setbacks and street trees throughout. This small scale at pedestrian level creates an insular streetscape with minimal views beyond the immediate context. The street orientation within the HCA is principally north-south alignment, with the Metro Quarter being located to the east, therefore distant views along view corridors within the conservation area are rare towards the Metro Quarter. As such, the concept proposal would have a negligible, if any, visual impact on the conservation area.

There would be no impact on the C70 Waterloo HCA to the east, as it is substantially separated physically and visually from the Metro Quarter by the Waterloo Estate.

As discussed above, views from the vicinity conservation areas to the Metro Quarter would be limited if not non-existent, and screened by existing development and vegetation. Any future development on the Metro Quarter, provided for by this concept proposal would form part of a broader transformational precinct which is distinct and separate from the building stock in the conservation areas. This distinction would not impact on the conservation areas, which in themselves would remain fully intact, with protected significant internal view corridors.

The Waterloo Congregational Church on Botany Road is the only heritage item directly adjacent to the Metro Quarter. Given that it does not technically form part of the SSD Application site, his significant heritage item would be wholly retained and conserved.

The concept proposal has been designed with reference to the heritage principles and draft DCP provisions prepared as part of the SSP Study, to provide an appropriate building envelope and design strategies to support this SSD Application.

The Design Guidelines require the detailed SSD Application(s) to respond appropriately and sympathetically to the Church building, including requiring appropriate setbacks to the Church.

The Metro Quarter OSD concept proposal would facilitate development of a significantly larger scale than that previously known at the site. This means that vicinity heritage items would have altered outward views towards a new mixed-use urban precinct. However, significant views and view corridors towards vicinity heritage items would not be obscured. No heritage items would be altered as part of the Metro Quarter proposal.

In relation to historical archaeology, an AMS for the Metro Quarter in its entirety has already been prepared, and it is recommended that the recommendations and archaeological investigation parameters of this AMS remain applicable to the western section of the Metro Quarter. However, given the extent of archaeological investigation that has already been undertaken, and the likelihood that the western section of the Metro Quarter will contain a similar archaeological resource, the recommendations outlined in Section 7.3.6 are applied.

In regards to the Aboriginal Cultural Heritage of the Metro Quarter, it is recommended that the conclusions and recommendations of the below reports are maintained for the western section of the Metro Quarter, unless contradicted by the post-excavation reporting and findings currently in preparation for the western section of the Metro Quarter by AMBS:

- Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment
- Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Heritage – Archaeological Assessment

An interpretation strategy is included at Appendix B to provide guidance on the Metro Quarter's relationship with nearby heritage items in accordance with Interpreting Heritage Places and Items Guidelines.

Overall the concept SSD Application is supported from a heritage perspective and is recommended for approval.

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

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Appendix A - Interpretation Strategy – Waterloo Metro Quarter

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APPENDIX A: INTERPRETATION STRATEGY

METRO QUARTER

WATERLOO STATE SIGNIFICANT PRECINCT

12 NOVEMBER 2018
SH1002
PREPARED FOR URBANGROWTH NSW

URBIS

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1. INTRODUCTION

1.1. BACKGROUND

This Interpretation Strategy has been prepared to satisfy the requirements of the Secretary's Environmental Assessment Requirements (SEARs) issued in relation to the concept State Significant Development (SSD) Application 9393. It is noted that Study Requirements issued in respect of the State Significant Precinct (SSP) process for the Metro Quarter also required the preparation of an Interpretation Strategy (part 11.7 of the Study Requirements). This Interpretation Strategy relates only to the Metro Quarter.

An Interpretation Strategy identifies historical themes and narratives to inform future interpretative devices. It is anticipated that an Interpretation Plan would be prepared in conjunction with the detailed design, identifying the type, location and specific content of interpretation devices, with details submitted with the detailed SSD Application(s).

Subsequent stages of interpretation are to include:

- Development of select interpretive media and content (Interpretation Plan); and
- Implementation of select interpretive initiatives (to be developed in conjunction with future development to ensure an integrated response and in conjunction with any relevant stakeholders).

This Interpretation Strategy is an Appendix to, and should be read in conjunction with, Urbis's 2018 *Heritage Impact Assessment Report, Waterloo Over Station Development* report.

1.2. METHODOLOGY

This Interpretation Strategy is intended to inform and guide collaborative interpretation planning for the Metro Quarter, with stakeholders, consultants and other relevant parties and forms part of a staged delivery of interpretation.

1.2.1. Heritage Guidelines and the Burra Charter

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 with reference to 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). The general philosophy and process adopted is guided by the Australia ICOMOS *Burra Charter 2013.*

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

[1] NSW Heritage Branch, Department of Planning, Heritage Information Series, Heritage Interpretation Policy, August 2005, pg. 2.

[2] Ibid 3

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

1.3. LIMITATIONS

This Interpretation Strategy has been prepared for the Metro Quarter portion of the precinct only. It relies on the built heritage research contained herein, and Aboriginal cultural heritage assessment contained in the following reports:

- Archaeological & Heritage Management Solutions (AHMS) 2015, Central to Eveleigh Corridor: Aboriginal and Historical Heritage Review, Final Report.
- Archaeological & Heritage Management Solutions (AHMS) 2015, Opportunities for Interpretation in the Central to Eveleigh Corridor, Final Report.
- Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Historical Archaeological Assessment and Research Design.
- Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Cultural Heritage Assessment.
- Artefact 2016, Sydney Metro City & Southwest, Chatswood to Sydenham: Aboriginal Heritage – Archaeological Assessment.

These reports are available online at https://www.sydneymetro.info/documents.

It is noted that recommended locations for interpretation and media contained within this strategy outline are indicative and will be subject to further consideration through the preparation of final Interpretation documentation and development of detailed interpretation proposals.

2. HERITAGE INTERPRETATION

2.1. STAKEHOLDER ENGAGEMENT PROGRAM

It is intended that development of interpretation incorporate consultation with the following stakeholders:

- UrbanGrowth Development Corporation NSW (UrbanGrowth NSW).
- Waterloo Congregational Church.
- City of Sydney (CoS) Council.
- Office of Environment and Heritage (OEH).
- NSW Land and Housing Corporation (LaHC).

2.2. AUDIENCE PROFILE

Interpretation aims to reveal meanings and connections. 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 audience needs and motivations and also takes into consideration literacy levels, disability, gender, ethnicity and age. Accessible interpretation of heritage themes and values will ensure that the heritage significance and values of the Metro Quarter site are appreciated by the precinct occupants and wider community.

There are no visitor statistics or surveys available to authoritatively define the makeup of projected visitors to the site, however with consideration for future detailed development schemes for the Metro Quarter, the site will host a number of audiences that may fall into the following categories:

- Residential/ commercial/ retail occupants of the site.
- Residential and commercial visitors to the site.
- Visitors to the site utilising community facilities.
- Recreational / tourism (international, interstate, and metropolitan visitors).
- General public, workers and residents of nearby suburbs.
- Commuters (pedestrian and vehicular) / through traffic (pedestrian).

2.3. RESOURCES

Various resources are available to inform detailed development of the interpretation of the site, including the adjacent Waterloo Congregational Church, historical records, published histories, oral histories, potential family histories and reports.

Historical records show that there are no groups with strong identifiable personal associations with the Metro Quarter site.

2.4. INTERPRETATION THEMES AND NARRATIVES

2.4.1. Previous Studies

The Metro Quarter lies within the 'Central to Eveleigh Corridor' broader study area, as identified in AHMS's 2015 report *Opportunities for Interpretation in the Central to Eveleigh Corridor*. While this report predominantly discusses opportunities for interpretation within the smaller defined 'Central to Eveleigh Corridor', the report outlines potential interpretation opportunities with consideration for relevant themes and installation devices. Extracts from this report are outlined below.

Executive Summary

Based on a desktop review of European and Aboriginal heritage values of the corridor (AHMS 2015) this report includes a summary of (but does not otherwise revisit research into) thematic stories that can be used to link the sites, and places of memory to provide an integrated approach to interpreting the history of the area.

The report concludes that while the highly significant industrial and transport history of the sites associated with the railway have been well developed, three gaps were identified in the existing interpretive themes which understandably focus on the historic development of the railways and the industries and workforce that were associated with them. These were:

- *The pre and post contact Aboriginal heritage*
- *The history of multicultural diversity in the adjoining areas*
- *The pre settlement natural landscape and its transformation*

On the basis of the overview of the history of the corridor (see AHMS 2015) and the existing interpretation plans a number of overarching story lines emerge as pertinent to the corridor as whole.

They provide opportunities to connect the individual site based interpretation programmes while allowing the latter to focus on specific areas of relevance to the different heritage places.

- *The Central to Eveleigh Corridor as a centre for industry;*
- *Central to Eveleigh as a transport hub and the role of the railway network in connecting city and country. This should include the histories of workers associated with the Eveleigh Carriage works, Aboriginal diaspora histories, the link provided between country and city centres (for example with mortuary station) and the Railways historical role as a major employer, noting that Eveleigh Railway Workshops was one of the City's largest employer's, including of Aboriginal workers, from its opening in 1886 until its closure.*
- *Redfern as a place of freedom, activism and creativity. Aboriginal people were attracted to the study area by the possibility of jobs and of escaping the oppressive government control that Aboriginal people were subjected to on reserves and in country towns. Subsequently Redfern and the surrounding area has become source of Aboriginal creativity, sports prowess and activism.*
- *The suburbs surrounding the corridor as a centre of diversity and multiculturalism;*
- *Natural and cultural environment, pre-European settlement;*
- *Development of the urban landscape from the early settlement of Sydney and the Devonshire St cemetery through to the con, and establishing the construction of the railway line and Central station. This can establish the context for the current development and its role in the evolution of the modern urban landscape.*

Conclusion

Interpretation of the history and significance of the Central to Eveleigh development corridor is an integral part of the future planning for the site. Further work to develop and implement interpretation initiatives will be required as the planning process is refined and individual sites are identified for development.

While development along the Central to Eveleigh Corridor is likely to proceed on a precinct by precinct basis, the owners of individual sites may need to proceed with site interpretation as part of their development planning and design. It is recommended that an overarching interpretation strategy is developed and that individual site -based plans are consistent with this strategic direction. This will harness the opportunity to

capture and interpret larger stories relevant to the corridor as a whole. This is not intended to preclude or overshadow the specific significance of individual sites that will continue to have a detailed and more intimate story to tell. However it will require such detailed site plans to also incorporate agreed elements that link to the overarching story of the Central to Eveleigh Corridor.

As the Corridor will remain part of the fundamental system of commuter and visitor transport in Sydney it makes good sense to ensure that the City of Sydney's wayfinding strategy is adopted and integrated into the cultural heritage interpretation planning for the Corridor although noting that in the case of the ATP site, their signature colour palette would apply.

There is an opportunity to develop an interpretation strategy for the corridor that highlights the significant heritage of the Corridor and its historical and contemporary relationship to surrounding communities in the study area. That document should develop the overarching story lines around the key stories identified in section 2.1.1. Consideration should be given to including a locally relevant theme which is the pre contact natural environment. Considered development in the future design of the corridor may provide a rare opportunity to do this in a meaningful way.

2.4.2. Historical Themes

With consideration for the documented historical uses and occupation of the site, the following historical themes have been identified for interpretation. These themes collectively and individually embody the significant aspects of the site and will assist to communicate significant values via interpretation.

Historical themes can be used to understand the context of a place, such as what influences have shaped that place over time. The Heritage Council of NSW established 35 historical themes relevant to the State of New South Wales. These themes correlate with National and Local historical themes.

Table 1 – Relevant historical themes

Australian Theme	NSW Theme	Local Theme	Relevance to the Metro Quarter
3 Developing local, regional and national economies	Industry	Activities associated with the manufacture, production and distribution of goods.	The Metro Quarter and the broader Waterloo and Alexandria region of Sydney was developed throughout the twentieth century as the south-Sydney industry hub.
4 Building settlements, towns and cities	Accommodation	Activities associated with the provision of accommodation, and particular types of accommodation.	Documented residential uses of the site began in the mid-Victorian period prior to conversion of the Metro Quarter site into industrial and commercial uses.
8 Developing Australia's cultural life	Religion	Activities associated with particular systems of faith and worship	The foundation stone of the adjacent Waterloo Congregational Church on Botany Road was laid in 1883, and this site continues to operate for this religious use today.

2.4.3. Community Engagement

2.4.3.1. Community Engagement Overview

Between 30 May - 20 June 2018, UrbanGrowth NSW and Sydney Metro ran a period of engagement on an indicative concept proposal for the Metro Quarter.

The concept proposal was informed by the visioning engagement held by LAHC in late 2017. During that engagement process, more than 1,570 people provided feedback across more than 40 consultation events. Through that engagement process, UrbanGrowth NSW heard that people wanted the Metro Quarter to provide a range of shops and services, including affordable fresh food, spaces for health and wellbeing, a community facility, and a mix of social and affordable housing.

Prior to this, more than 500 people participated in face-to-face activities run by UrbanGrowth NSW between between April 2014 and July 2015 about the Central to Eveleigh corridor, which encompassed the Metro Quarter site. Activities included community workshops and briefings, a community panel, interviews, study nights, online feedback, market stalls, doorknocking, a business breakfast and key stakeholder information sessions.

The purpose of this “non-statutory” period of engagement was to enable people to see, and provide feedback on, the indicative concept proposal before it is formally lodged with the NSW Department of Planning and Environment (DPE).

This period of engagement sought feedback on community and cultural uses, active transport, shops and services, and the design of the public domain. The engagement process clearly stated what was negotiable and not negotiable in the indicative concept proposal, that is those aspects on which UrbanGrowth NSW was informing the community and those on which it was consulting or seeking feedback. These accepts of the indicative concept proposal are summarised in Table 2 below.

Table 2 – Level of engagement across aspects of the indicative concept proposal

Area of interest	Engagement response
Building scale, height, density and configuration	**Inform** – explain how the indicative concept proposal responds to technical and feasibility constraints and is appropriate given proximity to station.
Station access	**Inform** – explain how access points to station will interface with station design.
Land uses	**Consult** – invite feedback on mix of community, retail, commercial and cultural uses to create a safe and active area during day and night.
Public amenity	**Consult** – invite feedback on early public benefits that can be delivered through renewal, specifically the mix of shops and new community services, facilities and open space.
Public domain	**Consult** – invite feedback on public art, materials and design to ensure public spaces are distinctive, welcoming and functional.
Place making	**Consult** – invite feedback on programmed activities and spaces to connect people to place.

2.4.3.2. Engagement Activities

The following activities were undertaken as part of this phase of engagement.

Table 3 – Engagement activities

Date	Activity	Participants	Number of participants
30th May 2018	Community information session	Groundswell: Coalition of local organisations including Inner Sydney Voice, REDWatch, Counterpoint, Redfern Legal Centre, Shelter NSW and the Tenant's Union.	16
30th May 2018	Community information session	Waterloo Redevelopment Group	12
30th May 2018	Community drop-in session	Redfern Town Hall – General public	57
2nd June 2018	Community drop-in session Redfern Town Hall	Redfern Town Hall – General public	62
5th June 2018	Community information session	Russian-speaking estate residents	20
7th June 2018	Community information session	Chinese-speaking estate residents	13
7th June 2018	Community information session	Aboriginal and Torres Strait Islander estate residents	4
7th June 2018	Community information session	RedWatch group: Community group residents from Sydney suburbs of Redfern Eveleigh Darlington and Waterloo.	Approximately 25
13th June 2018	Community information session	Alexandria Residents Action Group (ARAG): Alexandria residents group	Approximately 25
14th June 2018	Community information session and BBQ	Waterloo estate residents	69

2.4.3.3. Engagement Outcomes

Summary of Feedback

A summary of key themes from the feedback is provided below and has been analysed by the project objectives. The section that follows includes responses to the issues raised.

Overarching Feedback

A number of major themes emerged from the feedback. Firstly, there was broad support for delivery of a Metro Station at Waterloo. There were also a range of queries about how the indicative concept proposal for the Metro Quarter has been developed, including the integration of planning and engagement for the Metro Quarter and the neighbouring social housing estate; the process used to determine building densities and heights; the management of the road network and pedestrian and how the planning process will set aside uses including community and cultural facilities, open space and retail at a range of price points.

Culture and Community Life

There was a strong desire to maintain Waterloo's unique character and celebrate its history and heritage, in particular its significant Aboriginal heritage. The community suggested changing the name of Metro Station with an Aboriginal name that is significant to the local area.

- People supported the creation of a new transport hub and village centre at the Metro Quarter.
- People supported the inclusion of community and cultural spaces at the Metro Quarter.
- People wanted to ensure that the Metro Quarter acknowledges the history and unique character of Waterloo. Suggestions to achieve this outcome included a museum to introduce past and present history of Waterloo as an important land for the Aboriginal community. People also mentioned to name a building after a local Aboriginal leader that has contributed to the area.
- Many people expressed concern about anti-social behaviour and wanted to ensure that the Metro Quarter is adequately lit. Some people wanted a stronger Police presence, including a Police shopfront station at the Waterloo Metro Quarter. Other people suggested that venues serving alcohol should not be allowed at the Metro Quarter.

"The history of the area should be celebrated through public art and building names"

"Should celebrate local history & acknowledge Waterloo as an important site for urban indigenous people" Waterloo [is] special because we have business, school, churches, young adults, children, business people, retired people, senior citizens. This makes Waterloo a great place to live: close to city, we have a choice to shop local or take a train, bus, bike or just walk"

Transport, Streets and Connections

Many people supported the creation of homes, shops and services above the Waterloo Station and the objective to prioritise the use of public transport, walking and cycling. Some people expressed concern that these objectives would not be met and that dissuading people from using private vehicles would be a challenge. Many people identified current road congestion and were concerned that conditions would deteriorate with the introduction of more people in to the area. This feedback particularly related to Botany Road and the intersection with Raglan Street.

Some people were also concerned about pedestrian safety for commuters and other users of the Metro Quarter, again mainly on Botany Road and at the intersection of Botany Road and Raglan Street. Some people also queried why there is only one proposed entrance for the metro station, at Raglan Street, and sought a commitment from government to investigate additional access points to the station. There were also concerns over the provision of parking spaces and a widely held view that the proposed 65 car parking spaces – comprising 35 residential car spaces, 15 retail car spaces and 15 resident car share spaces – would not meet the demand of the Metro Quarter and would lead to congested street parking in nearby streets. There were also a range of queries about the Metro services and changes to existing transport services that would result from the introduction of Sydney Metro.

Transport services

- Questions about travel times and frequency of the Metro services; questions as to why a station has not been included between Waterloo and Sydenham; questions regarding future changes to existing bus services as a result of the introduction of Sydney Metro.

- Concerns that existing streets are at capacity and could not sustain any increase in traffic as a result of the delivery of the Metro Quarter and surrounding development.
- Some people wanted to see a separation of paths for cyclists and pedestrians in the proposal.
- Suggestions for the provision of a free shuttle bus to service the local area and to extend it to the estate.

Pedestrian safety

- Concerns about pedestrian safety along Botany Road and Botany Road and Raglan Street intersection. Some queries as to whether a pedestrian tunnel under Botany Road has been considered.
- People supported the proposed inclusion of “slow streets” in the streets surrounding the Metro Quarter. Some people wanted to see speed limits further reduced, for example 10 kilometres per hour on Cope Street and 40 kilometres per hour around the metro station.

Access

- People supported the fully accessible nature of the metro station, which has full lift accessibility and roll on-roll off platforms. As outlined above, some people wanted to see the plans allow for additional access points to the metro station.

Traffic and parking

- Some people were concerned that housing delivered at the Metro Quarter would intensify traffic congestion in local and regional streets.
- Some people were concerned that if housing is delivered before the Metro services commence, people will use their cars, putting additional pressure on local streets and parking.
- Many people felt that the 50 residential parking spaces allocated for the Metro Quarter will be insufficient to meet the demands of residents.
- Some people felt that further consideration needs to be given to the provision of dedicated parking, including disabled parking and carer access, for residents.
- Some people felt the proposal needs to further consider motorcycle parking, more car share spaces and more loading zones and taxi or Uber pick-up areas.
- Queries regarding the provision of cycling facilities. Some people wanted to see undercover and secure bicycle parking facilities and dedicate cycle lanes.

“ensuring that transport links are adequate, both in the years between the opening of the residential areas & the opening of the metro”

“A tunnel under Moore Park to Coogee from the South Dowling Street and Lachland street oh the old monorail would have been perfect right down the centre of South Dowling”

“This area needs a holistic, integrated transport strategy”

“There's plenty of space for more people. But not if they own cars. Those planned apartment buildings need to have zero off-street parking to ensure only non-car owners move in”.

Housing and Neighbourhood Design

There were mixed views on the provision of housing above the new metro station. Whilst most people supported the location of homes with the new, high-speed transport service, many people were concerned about the proposed number of apartments, building density and height. Most people supported the inclusion of affordable and social housing at the Metro Quarter, with some people calling for a higher percentage of this form of housing to be included in the plan.

- Concerns regarding the height of the buildings and the potential for overshadowing on dwellings within and neighbouring the Metro Quarter, the plaza, and neighbouring open spaces.
- Concerns that the proposed building heights are not in keeping with the surrounding area and will set a precedent for height.
- Queries about how the dwelling numbers have been calculated and the criteria used.

- Queries about how the planning controls will ensure that heights, densities and floor space ratios (FSR) in the final built form do not exceed those allowed.
- Some people wanted to see a higher percentage of affordable and social housing than the up to 20 percent proposed in the plan.
- People wanted to ensure that the design of buildings allows for adequate lighting and sightlines, to ensure that the Metro Quarter is a safe and welcoming place.

"I feel committed to maintaining the number of social housing units in new development and socio-economic mix in this area. My preference is to increase affordable units in addition"

"Provide as much public and social housing as part of the development as possible. Current levels not enough"

"That's crazy. There's already too many high rise. They should build a park on top of the metro station."

Community Facilities, Human Services and Shops

People supported the setting aside of areas in the plan for community and cultural uses, services such as health care, and retail at a range of price points. People also had queries about how the provision of these services is likely to be allocated across the Metro Quarter and the neighbouring social housing estate.

- General support for the inclusion of shops, services, open space, a plaza and community and cultural facilities at the Metro Quarter.
- Suggestions for the provision of a shared cultural facility which can be used by the broader community, such as an area which celebrates the history of Waterloo and its Indigenous heritage. Some people suggested to have a new exhibition centre to display Aboriginal art and recognise the history and contributions from the Aboriginal community to the area.
- A number of people mentioned that they would like to see a library.
- People wanted to ensure that the plaza has plenty of seating. Some people mentioned that seating areas should provide phone chargers, have free Wi-Fi and charge points to address digital inclusion.
- Suggestions for shops and services included a large, affordable supermarket (Aldi was frequently mentioned), cafes, local producers, arts space, Aboriginal-run shops, a health food shop, a pharmacy (preferably operating late night or 24 hours), a childcare facility, post office, banks and ATMs, medical and dental centre, outdoor gyms, hairdressing salon, fruit and vegetable markets, and an Asian grocery store.
- Some people wanted more information on the planning for human services across the Metro Quarter and Estate and sought to have the process of mapping the social services in the area to be done in collaboration with the local community.

"There should be a range of social support services such as community housing offices, employment hub, training facilities."

"high end street furniture, alfresco dining going on, cosy restaurants and bars and music venues, interesting little shops selling a range of different things"

"Opportunities for small and independent business retail space e.g. butchers, fruit shop, bakery, etc (local & individual rather than franchise)"

Environment and Open Space

The general sentiment was supportive of the planned open space, however, it was also felt that the development could offer more green areas.

- A number of respondents felt that the public space needs to be much bigger to allow more creative and cultural events like markets and festivals.
- People wanted to ensure that the Metro Quarter includes native trees, bush and flowers.
- People wanted to ensure that the open spaces are dog-friendly.

- Access to open space that is welcoming, friendly and oriented to maximise the use of natural light was seen as positive elements for the health and happiness of people accessing the Metro Quarter.
- People mentioned that important for open areas to be, cleaned safe and well-maintained.

"*Incorporate Waterloo's character, disability access, lots of open space*"

"Lots of lighting and open spaces and interchanges for buses to other areas"

"Increase open space activities for young kids at ground level so everyone can watch. Balance innovation without being too high tech. Look at areas where the estate locals hang out now. The existing residents are losing their sense of place."

"The proposed Waterloo Metro Quarter looks excellent. The placement of the metro station near shops and pedestrianised square away from big roads is perfect. The low-rise brick buildings provides a wonderful sense of human scale. Credit where credit is due, this looks promising".

3. PROPOSED HERITAGE INTERPRETATION

This report forms part of staged delivery and implementation of interpretation at the site. The below outlines recommended interpretation devices for the site, with detailed design and locations for interpretation to be determined as part of the detailed design and SSD Application(s). The interpretation is informed by the historical analysis and responds to the proposed site redevelopment and nominated audiences as detailed above.

Having regard to the historical analysis and identified historical themes, it is concluded that the elements of the Metro Quarter warranting heritage interpretation are listed below:

- The Waterloo Congregational Church (as a significant adjacent building).
- The former residential uses in the mid-Victorian period prior to conversion of the Metro Quarter site into industrial and commercial uses and the subsequent industrial uses in association with the wider Waterloo local area.
- The pre-settlement natural landscape and its transformation.
- Indigenous interpretation as per the outcomes of the consultation process and previous studies, where relevant.

Key principles for developing interpretation of the Metro Quarter, and specifically the adjacent Waterloo Congregational Church (as a significant heritage building surrounding by the Metro Quarter), include the following:

- Ensure that interpretation is integrated into the detailed design of the Waterloo Metro Quarter – interpretation should be a collaborative exercise, involving project and landscape architects and heritage experts, other relevant technical advisers in developing detailed interpretation design briefs.
- Ensure that interpretation is engaging to identified audiences.
- Interpretation should be integrated into the overall site planning and management of the Metro Quarter, including planning for the continued maintenance and review of interpretive media.
- Interpretation should be undertaken in accordance with the relevant heritage guidelines and best practice “ingredients” for interpretation and consent requirements.
- Interpretation should not be visually or otherwise intrusive and should permit the audience to discover and interact or engage with the interpretation over time and on various levels.
- Interpretation should be contemporary and allow for technological innovation, including social and multimedia where appropriate.
- Interpretation should be considered as part of the public art strategy and suitable opportunities explored.

The following sections of the report provide examples and detail on various types of heritage interpretation. It should be noted however, that the highest form of interpretation is the retention and conservation of significant fabric.

3.1.1. Built Form interpretation

Interpretation in the built form 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 subtler response which emphasises and complements 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 Aboriginal narratives.

Opportunities for integrated interpretation should be a key consideration in the detailed design of interpretation briefs and in the detailed design of the ground plane and public areas for a broader development. Interpretation should be informed by the identified significant values of the site. Built form interpretation takes a wide variety of forms and may include any or all of the following:

- Text and graphic representations of significant site aspects and narratives in surfaces and finishes, e.g. ground inlays, wall surfaces, street furniture, façade treatments etc.
- Landscape design that references the sites natural and indigenous values.
- Interpretation of previous structures.
- Associated signage and historic markers.

Figure 1 – Sample built form interpretation

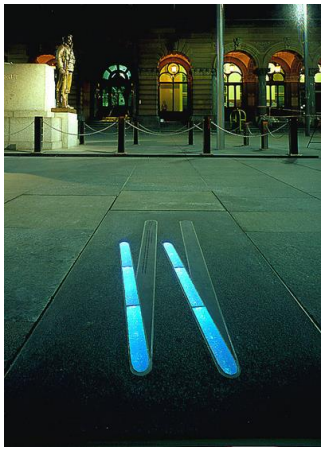
Picture 1 – The layout of the gardens interprets the former tanks on the Ballast point park site

Source: Urbis

Picture 2 – Circular Quay footpath markers indicating the position of the Sydney harbour shoreline in 1788. Source: Urbis

Picture 3 – Carpet graphics in the Locomotive workshops at Everleigh interpret former rail lines and bay numbers

Source:3d projects via everlightstories.com.au



Picture 4 – Tank stream interpretation in paving at Martin Place Sydney CBD

Source: whats on Sydney

3.1.2. Signage and Historic Markers

Interpretive signage can take a variety of different forms and may feature text, images, drawings or digitally rendered images and may also incorporate object display and/ or interactive media. Signage is particularly useful to interpret specific significant sites and values but should form part of the overall integrated response. Materials for signage can vary extensively and may be specific to a place evoking the significant values being interpreted. Signage may be permanent/ fixed or temporary, with temporary signage being particularly appropriate for hoardings during building works or during temporary programs.

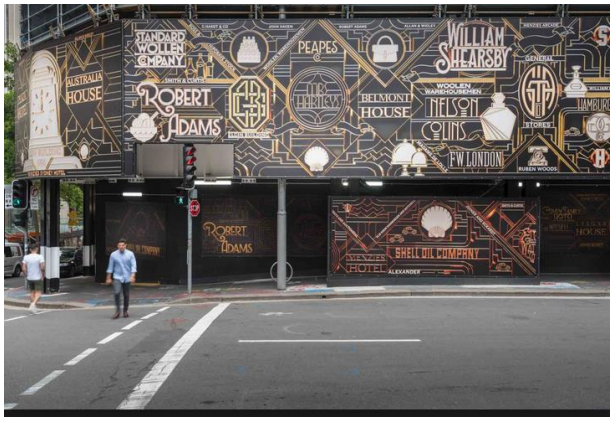
Figure 2 – Samples of signage

Picture 5 – Interpretation signage at 200 George Street

Source: Urbis

Picture 6 – sample of signage at Ballast Point Park

Source: Urbis



Picture 7 – Interpretation signage on temporary hoarding at Wynyard Place

Source: Ambush gallery

Picture 8 – Historic photos on temporary hoarding in the Sydney CBD

Source: City of Sydney

Signage must be designed with regard to durability, installation and maintenance while location of signage should consider pedestrian traffic, accessibility, presentation, historical accuracy/ relevance and compatibility with the proposed development. Signage should not be visually or otherwise intrusive.

3.1.3. Public Art

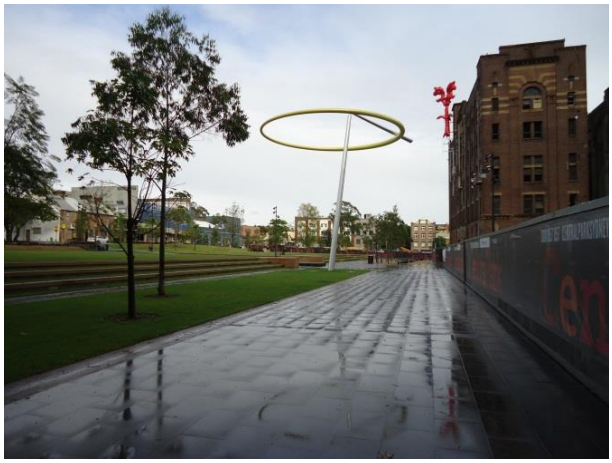
Public art is a rich and evocative interpretive tool which also adds to the aesthetic and cultural character of a place, and there is an opportunity to incorporate public art that responds to, engages with and challenges the identified natural, indigenous and cultural values of a place in the detailed development of the site. Public art should consider and draw on the site's significant values (whether in an abstract or more tangible way) and form part of an integrated response to the place. In developing briefs for public art, nominated interpretation themes herein should be considered.

Samples of artworks are provided at Figure 3 below.

Figure 3 – Samples of Public Art and interpretation

Picture 9 – The *Edge of the Trees* sculpture, at the Museum of Sydney incorporates soundscapes (Aboriginal voices call out their clan and place names).

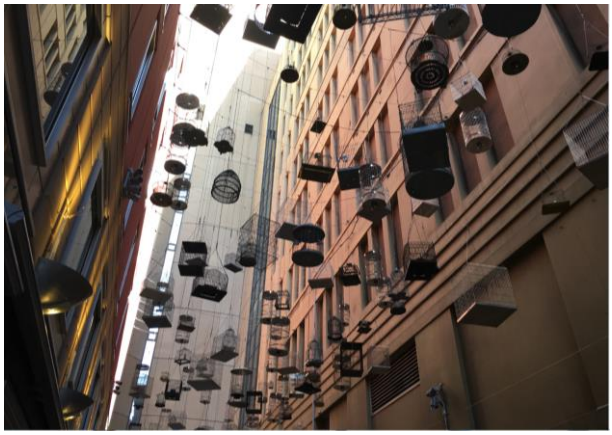
Source: Urbis 2015



Picture 10 – *Halo* (2012) by Jennifer Turpin and Michaelie Crawford

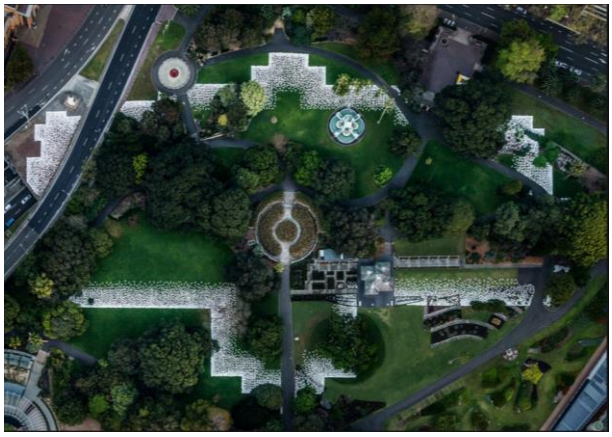
Caroline Rothwell's inflatable tree is also shown in the background, fixed to the brewery building and was commissioned as part of a temporary art program.

Source: Central Park



Picture 11 – *Forgotten Songs* (2009) by Michael Thomas Hill commemorates bird species present in Central Sydney now lost with development

Source: Urbis 2016



Picture 12 – Aerial view of Jonathan Jones *Barrangal Dyara* (Skin and Bones) which commemorates the lost Garden Palace and the countless Aboriginal artefacts lost with it, in the fire of 1882.

Source: Art Guide Australia 2016

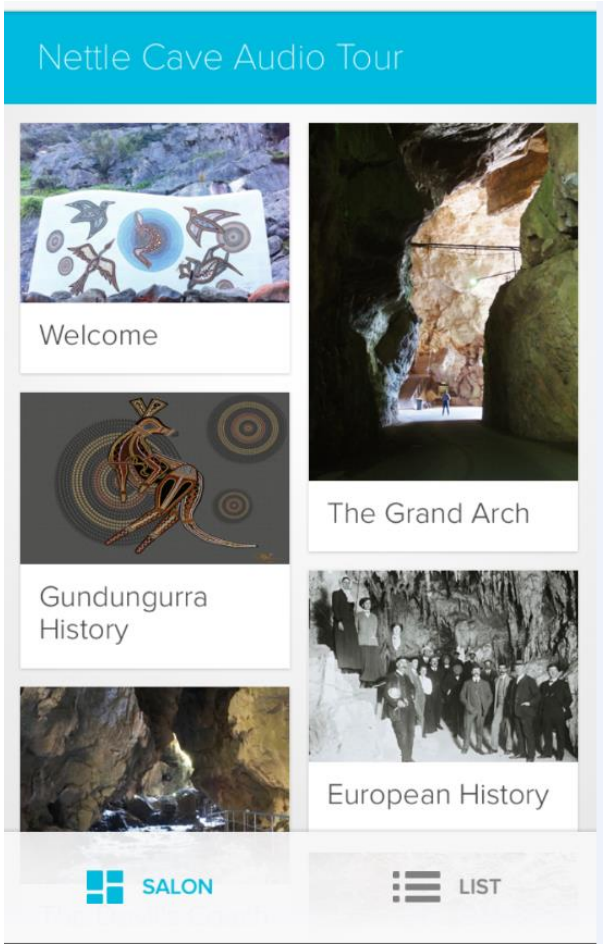
3.1.4. Published Materials and Multimedia

Interpretation of the site should also consider opportunities for published materials and multimedia. This may involve a variety of media including print and electronic publications, video, soundscape or film productions and internet or digital media (e.g. phone applications), with the intent of making the information more readily accessible to a broader public audience through a broader variety of channels.

Interactive guide maps may also be considered allowing the end user to download an app or QR code on their smart device to navigate around the site. The app/ code would allow the end user to scan specific trigger points and listen to information about the designated points on the map. The benefit of this media is that it is widely accessible but allows the user to determine their level of interaction.

Figure 4 – Samples of digital Interpretation media

Picture 13 – Sample data point for smart phones and electronic devices used variously around the rocks (1 of 37 locations)



Picture 14 – Screen shot of one of the audio tour options in the Jenolan Caves app

3.2. OPPORTUNITIES FOR INTERPRETATION

The following opportunities for interpretation have been provided as draft options, and are subject to detailed design development in conjunction with key stakeholders including Sydney Metro, UrbanGrowth NSW and Waterloo Congregational Church. The options have had regard to the proposal outlined in the Heritage Impact Statement prepared by Urbis.

Opportunities for interpretation include the following:

- Incorporate interpretation in the ground plan public open space areas, pedestrian footpaths or public forecourt to the Metro Station. These areas allow access to the widest possible audience. Interpretation may also be incorporated within lobby and publicly accessible foyer areas.
- Respect for the heritage significance of the Waterloo Congregational Church through;
  - Provision of a setting for the Church, including provision of appropriate setbacks;
  - Provision of publicly accessible pathways and sightlines which celebrate the Church building and provide integration and connection with surrounding development; and
  - Where relevant and with the Church owner's consent, provision of informative signage or built form interpretation about Waterloo Congregational Church building.
- Provision of signage, built form, public art and multimedia interpretation in public areas interpreting the identified themes above and summarised below;
  - The former residential uses in the mid-Victorian period prior to conversion of the Metro Quarter site into industrial and commercial uses and the subsequent industrial uses in association with the wider Waterloo local area
  - The pre-settlement natural landscape and its transformation
  - Indigenous interpretation as per the outcomes of the consultation process and previous studies, where relevant.

4. CONCLUSION AND RECOMMENDATIONS

This Interpretation Strategy forms part of staged delivery and implementation of interpretation at the Metro Quarter, and is provided for the purpose of conceptualising the vision for ‘interpretation’, and to inform detailed interpretation development pending archaeological investigation.

A variety of interpretive devices are identified herein, including provision of;

- Built form interpretation;
- Signage and historic markers;
- Interpretation of the Archaeological resource;
- Public art; and
- Published materials and multimedia.

It is noted that not all of the devices may be required to be implemented or would be appropriate. The recommended interpretation options respond to the site’s development proposal and anticipated audiences. Whilst specific locations for interpretation are to be determined (subject to detailed interpretation design), this report recommends that interpretation should focus on;

- Potential future ground plane pedestrian links and public area, and interpretation should relate to the Waterloo Congregational Church or the development of the broader Metro Quarter (site history); and
- Provision of signage, built form, public art and multimedia interpretation in public areas interpreting the identified themes above and summarised below;
  - The former residential uses in the mid-Victorian period prior to conversion of the Metro Quarter site into industrial and commercial uses and the subsequent industrial uses in association with the wider Waterloo local area
  - The pre-settlement natural landscape and its transformation
  - Indigenous interpretation as per the outcomes of the consultation process and previous studies, where relevant.

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