

WATERLOO METRO QUARTER OVER STATION DEVELOPMENT

HERITAGE INTERPRETATION PLAN

Prepared for WL Development Pty Ltd
August 2023





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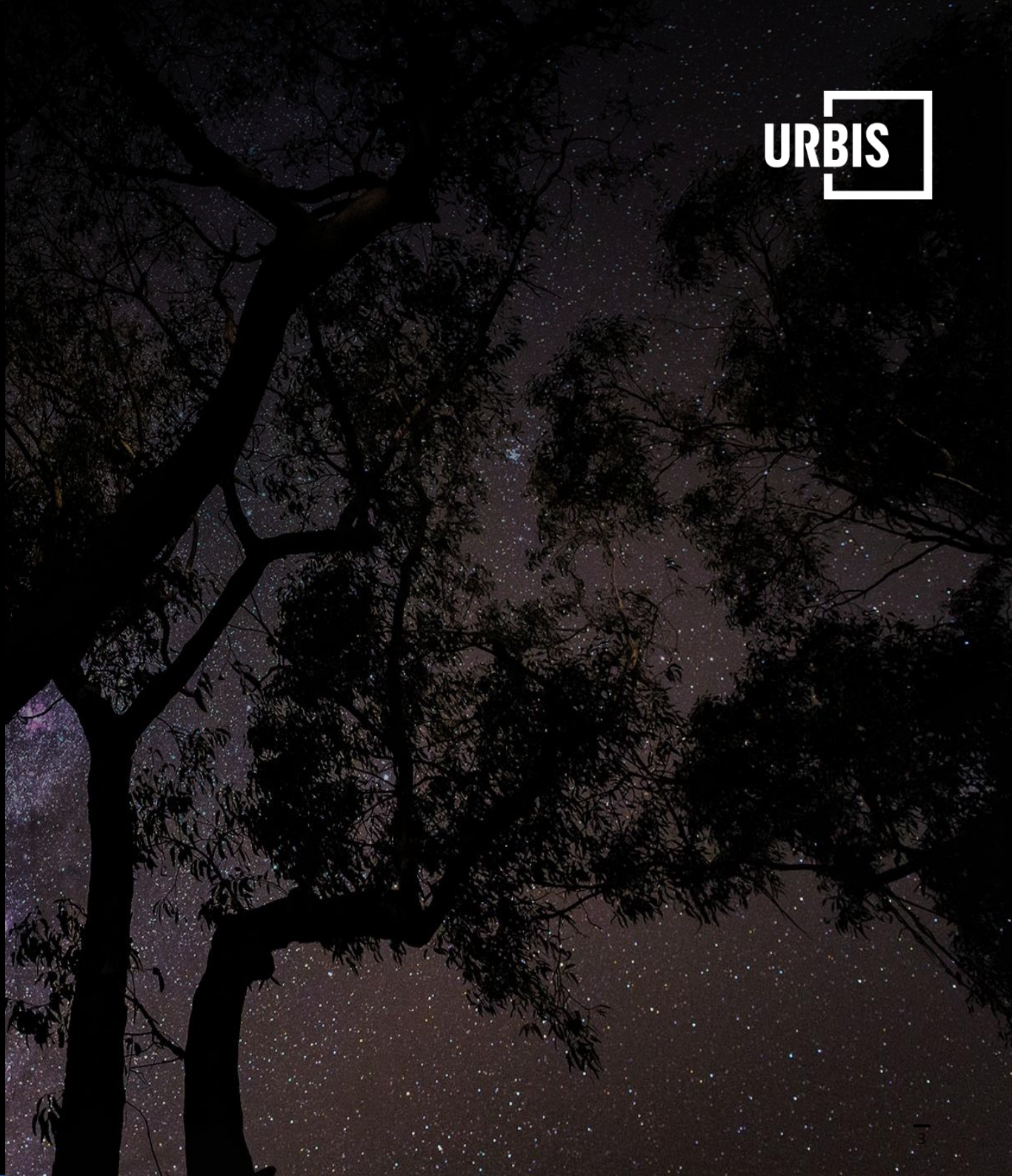
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Urbis acknowledges the important contribution that Aboriginal and Torres Strait Islander people make in creating a strong and vibrant Australian society. We acknowledge, in each of our offices, the Traditional Owners on whose land we stand.



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EXECUTIVE SUMMARY

Urbis have been engaged by Waterloo Developer, a joint venture of John Holland Group and Mirvac, to prepare the following Heritage Interpretation Plan for the Waterloo Metro Over Station Development (OSD) (referred to as Waterloo Metro Quarter).

As part of the SSDA process for the Waterloo Metro OSD, Urbis prepared an overarching Heritage Interpretation Strategy. Following approval of the four SSDs, two conditions of consent relating specifically to interpretation were issued:

HERITAGE INTERPRETATION

B45/B28/B40/B40 *Within six months of commencement of works, the Applicant must prepare and submit to the satisfaction of the Planning Secretary a detailed Heritage Interpretation Plan generally in accordance with the Heritage Interpretation Strategy submitted with the EIS. City of Sydney Council should be consulted in the finalisation, adoption and implementation of the Heritage Interpretation Plan.*

B46/B29/B41/B41 *The Heritage Interpretation Plan is to be implemented prior to the issue of the final occupation certificate.*

This Interpretation Plan has been prepared to satisfy Conditions of Consent B45/B28/B40/B40, delivered within six months of the commencement of works.

In accordance with these conditions, this Interpretation Plan refines the recommendations of the approved Interpretation Strategy into a detailed plan to interpret the significance of the Waterloo Metro Quarter through creative, purposeful and integrated interpretive elements.

The overarching site themes identified in the Interpretation Strategy have been refined into key interpretation themes in this Plan:

- Theme 1: Country – Walking Together
- Theme 2: Community & Language – Working Waterloo
- Theme 3: Innovation & Knowledge – From Mills to Modernity
- Theme 4: Development of the Urban Landscape – At Home in Waterloo

The following interpretive elements, as recommended in the Interpretation Strategy, have been developed in this Interpretation Plan:

- Interpretive signage
- Artefact displays
- Interpretive landscaping (with ASPECT Studios)
- Public art (by Aileen Sage Architects).

The interpretive elements have been developed in consultation with the project team and presented to the City of Sydney prior to submission to the Department of Planning and Environment.

The public art recommendation in the Interpretation Strategy has been developed separately by Aileen Sage Architects.

The landscaping recommendations have been developed by ASPECT Studios in consultation with Urbis.

This Interpretation Plan has been prepared to satisfy Condition of Consent Conditions of Consent B45/B28/B40/B40 for **SSDs 10437, 10438, 10439 and 10440**.

Following the approval of this Interpretation Plan by the Department of Planning and Environment, detailed/finalised designs, manufacture and installation of the interpretive elements should be undertaken to satisfy Condition of Consent **B46/B29/B41/B41** for the above SSDs.

The following steps should be addressed:

- Further development of the recommended interpretation elements in Section 6.2, informed by stakeholder liaison and additional research where necessary.
- Development of a Detailed Design Package for all interpretation elements following the finalisation of public domain designs and sufficient progression of artefact cataloguing. This Detailed Design Package should provide finalised content, designs, materiality and locations for all interpretation elements to be implemented onsite, including the interpretation signage, artefact displays, interpretive landscaping, public art and recommended interpretation elements in Section 6.1.
- The Detailed Design Package will include ongoing consultation with the project team. The City of Sydney will also be consulted during as part of the detailed design process.
- Production of the interpretive elements for installation in conjunction with interpretive designers and the relevant professional manufacturers/fabricators (as engaged by the client).

WATERLOO IS A PLACE OF RICH LAYERS. IT IS EORA LAND. A PLACE WITH A DEEP HISTORY AND A BRILLIANT FUTURE. OF WAREHOUSES AND TERRACE HOUSES, BIG BUSINESSES AND SMALL ENTERPRISES, CREATIVES AND RABBLE-ROUSERS AND LOCAL HEROES.

Hassell, Waterloo Metro Quarter – Urban Design Framework (September 2020)

PROJECT BACKGROUND

1.1 INTRODUCTION

Urbis have been engaged by Waterloo Developer, a joint venture of John Holland Group and Mirvac, to prepare this Heritage Interpretation Plan for the Waterloo Metro Quarter Over Station Development (OSD) (the subject site), a new public precinct over the Waterloo Metro Station. The OSD will be known as the Waterloo Metro Quarter.

The Waterloo Metro Quarter has been subject to four State Significant Development Applications (SSDAs) approved by the Minister for Planning and Public Spaces in 2021. These SSDAs are as follows:

- Basement – SSD 10438
- Northern Precinct – SSD 10440
- Central Precinct – SSD 10439
- Southern Precinct – SSD 10437.

As part of these SSDAs, Urbis prepared an overarching Heritage Interpretation Strategy for the site. Following approval of the above SSDs, conditions of consent relating specifically to the preparation of an Interpretation Plan were issued:

HERITAGE INTERPRETATION

B45/B28/B40/B40 *Within six months of commencement of works, the Applicant must prepare and submit to the satisfaction of the Planning Secretary a detailed Heritage Interpretation Plan generally in accordance with the Heritage Interpretation Strategy submitted with the EIS. City of Sydney Council should be consulted in the finalisation, adoption and implementation of the Heritage Interpretation Plan.*

B46/B29/B41/B41 *The Heritage Interpretation Plan is to be implemented prior to the issue of the final occupation certificate.*

This Interpretation Plan satisfies Condition of Consent B45/B28/B40/B40, providing a detailed interpretation package aligned with the key recommendations of the overarching Heritage Interpretation Strategy.



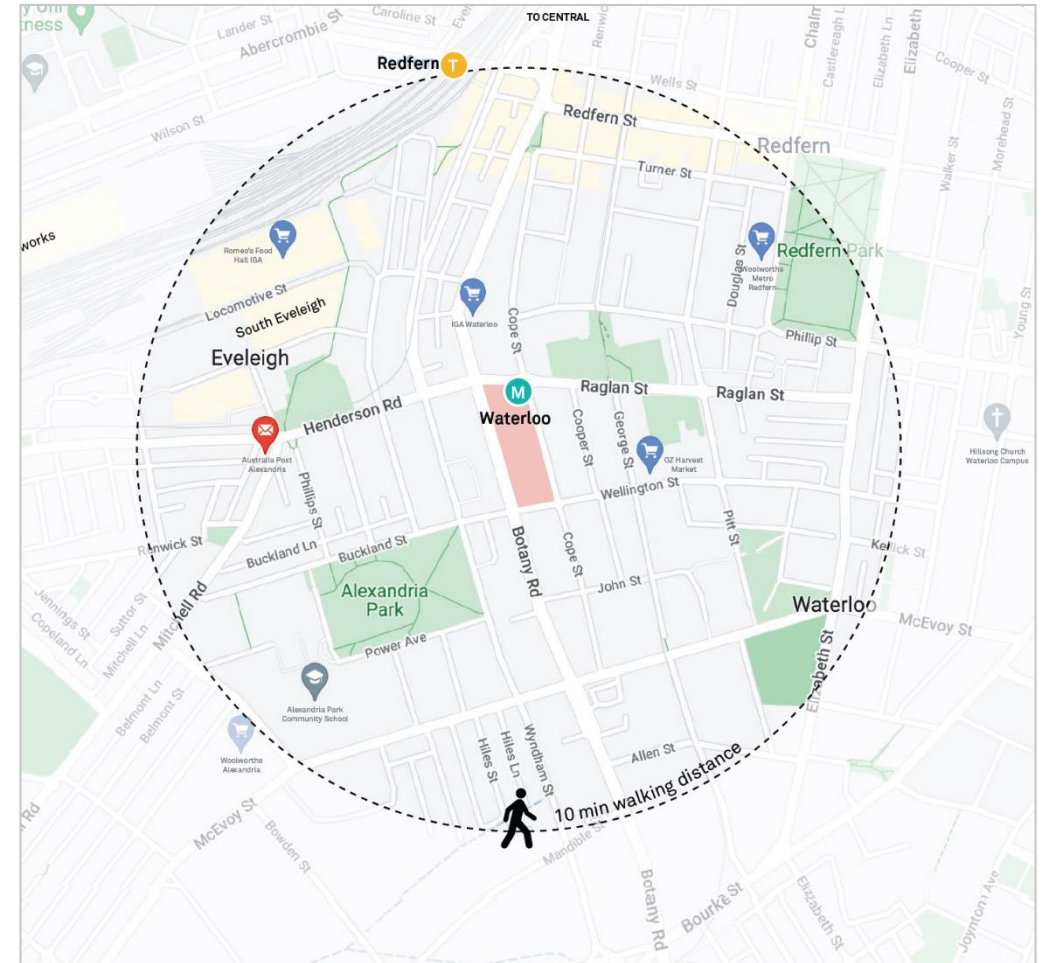
1.2 SITE LOCATION

The Waterloo Metro Quarter site comprises land to the west of Cope Street, east of Botany Road, south of Raglan Street and north of Wellington Street in the suburb of Waterloo within the City of Sydney Local Government Area (LGA).

The site is part of the Waterloo State Significant Precinct, which comprises the Waterloo Metro Quarter and the Waterloo Estate. Located strategically between Sydney's international airport and close to major employment and educational precincts, Waterloo is undergoing a program of transformation. This reimagining is led by the construction of the new Sydney Metro Station underneath the Waterloo Metro Quarter on Botany Road.

The Waterloo Metro Quarter is at the centre of a complex built landscape that reflects the historical development of the closely linked neighbourhoods of Waterloo, Eveleigh, Redfern and Alexandria. Warehouses, workshops and light industrial buildings are mixed with green spaces, small-scale early twentieth century terraces and larger residential developments, with commercial and mixed-use buildings developing around the Botany Road corridor.

The surrounding suburbs, connected by the Waterloo Metro Quarter, are historic areas that are experiencing rapid development focusing on improving public amenity, uplifting residential capability and activating the streetscapes. Each suburb has its own identity, history and cultural and social heritage, with a deep cultural resonance around the Redfern area for First Nations communities.



1.3 ABOUT HERITAGE INTERPRETATION

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.

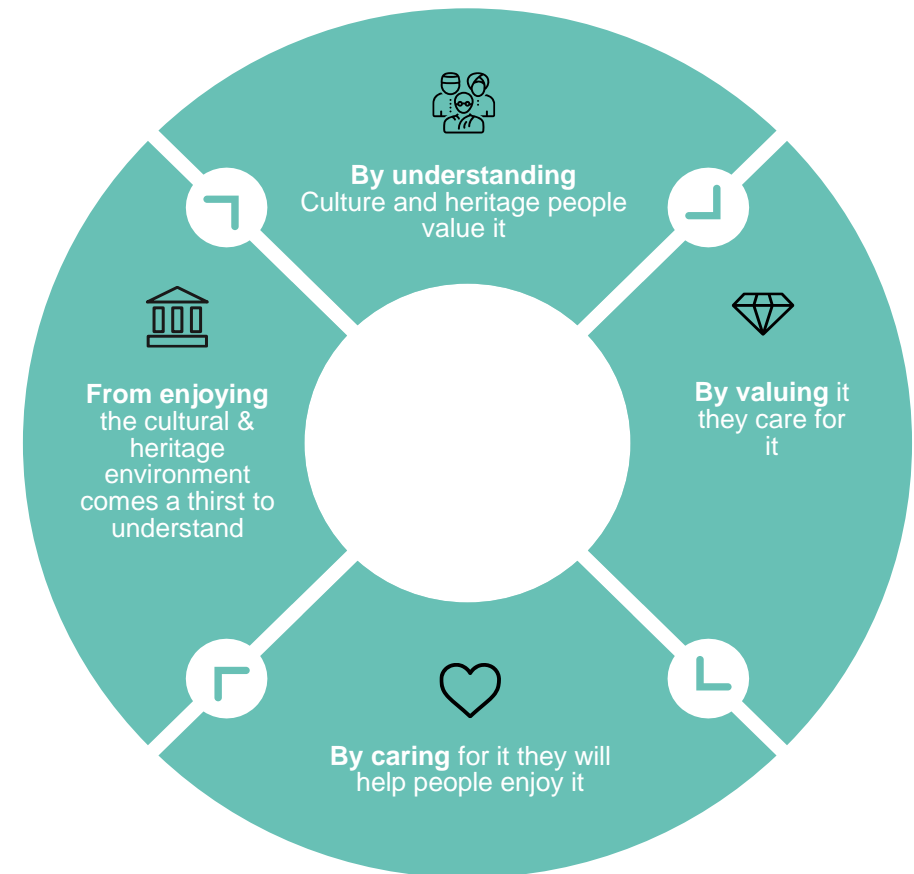
Heritage interpretation is the process of celebrating, acknowledging and revealing the layered stories of places, and communicating the significance of a place to those who use it. Through engaging, well-researched content delivered in creative and innovative ways, heritage interpretation can add meaning to new places, revitalise old places and contribute to a memorable visitor experience. As well as presenting the stories of a site, heritage interpretation can also present points of view about history, places and people.

Meaningful, engaging heritage interpretation can act as a catalyst for the 'virtuous circle', ultimately promoting a sustainable enjoyment of a heritage place by its present and future audiences. The virtuous circle shows the interrelationships between understanding, valuing, caring and enjoying sites of heritage significance.

An **Interpretation Strategy** is the first stage of the interpretive planning process, providing a broad strategic approach for interpreting a site and synthesising key overarching themes and narratives. Opportunities for interpretive elements are identified and general recommendations are presented.

An **Interpretation Plan** is the second stage of the interpretive planning process, providing detailed guidance on how the history, significance and meaning of a place can best be presented to future site-users. The locations and draft content for interpretive elements are developed in collaboration with the project design team to ensure that interpretation can seamlessly integrate into the public domain.

The final stage of the interpretive planning process is the development of a **Detailed Design Package** containing the fully realised, finalised content, designs, materiality and locations for interpretive elements at a site prior to manufacture and installation. The Detailed Design Package should be consulted on and approved by all stakeholders prior to finalisation.



The 'virtuous circle' has been adapted from economic theory and applied to heritage conservation. Source: Historic England, 2005

1.4 AIMS AND CONSTRAINTS

1.4.1 AIMS OF THIS INTERPRETATION PLAN

Interpretation will play an important role in the placemaking process at the Waterloo Metro Quarter, presenting historical and physical evidence of the site's past as it explores the significance of the place.

The aims of this Interpretation Plan are as follows:

- Identify approaches for the identified heritage interpretation themes to be communicated in a creative manner that resonates with site-users.
- Design heritage interpretation as a catalyst for conversation, curiosity and cultural expression at the Waterloo Metro Quarter.
- Respect and reveal the layered heritage unique to the Waterloo Metro Quarter through innovative, subtle and purposeful interpretive elements.
- Sensitively integrate heritage interpretation elements to enhance the site assets, including the public domain design, architecture, public art and wayfinding.
- Ensure that interpretive elements are engaging and accessible for all future site-users.

1.4.2 CONSTRAINTS AND LIMITATIONS

This Interpretation Plan has been developed to satisfy Condition of Consent B45/B28/B40/B40 for the Waterloo Metro OSD SSDAs, which requires the preparation of an Interpretation Plan within six months of the commencement of works.

The commencement of works, here interpreted as preliminary basement excavations, has occurred at an early stage of a multi-stage project where the detailed designs of the public domain have not been finalised. Therefore, this Interpretation Plan is limited to the most recent design drawings and renders available (August 2023), which will evolve as the project progresses.

The archaeological salvage investigations for the Waterloo Metro Quarter concluded in July 2023, with the cleaning, cataloguing and reporting program commencing in late July 2023. Information received from AMBS, the project archaeologists, indicates that the considerable size of the artefact assemblage requires at least six months of processing. Therefore, only limited/preliminary information was available to inform preliminary typologies for this Interpretation Plan.

This Interpretation Plan satisfies Condition of Consent B45/B28/B40/B40 while working within these constraints. The Interpretation Plan provides a well-considered approach for interpretation at the Waterloo Metro Quarter, including detailed preliminary content, designs, materiality and locations for interpretation elements in the public domain in line with the approved Interpretation Strategy. This includes preliminary typologies for artefact displays based on available information. The Interpretation Plan also recommends complementary interpretive elements that can be developed during the finalisation of designs for the public domain.

Following the approval of this Interpretation Plan, a Detailed Design Package will be prepared for the Waterloo Metro Quarter in consultation with the City of Sydney Council. This Detailed Design Package will be developed alongside the finalisation of public domain designs and artefact cataloguing, and will provide finalised content, designs, materiality and locations for interpretation elements to be implemented during construction of the public domain.

1.5 METHODOLOGY AND GUIDING DOCUMENTS

1.5.1 GUIDING DOCUMENTS

This Interpretation Plan has been prepared in consideration of the most recent design drawings and renders for the Waterloo Metro Quarter (17 August 2023). It is acknowledged that these design drawings and renders may further evolve through the detailed design stages of the project, which may affect the recommendations for locations and materiality of the interpretation elements. The design, content and materiality of the interpretation elements, presented here in preliminary detail, will be finalised during the detailed design stages of the project.

This Interpretation Plan has also been prepared in consideration of the following project documents:

- Urbis, 2020. *Waterloo Metro Over Station Development Heritage Interpretation Strategy*.
- Hassell, 2020. *Waterloo Metro Quarter Urban Design Report*.
- Aileen Sage, 2023. *Waterloo Metro Quarter Detailed Public Art Plan*.
- AMBS Ecology and Heritage, 2023. *Waterloo Metro Quarter Historic Heritage Interpretation Strategy*.
- ASPECT Studios, 2023. *Waterloo Metro Quarter Heritage Interpretation*.
- John McAslan + Partners, 2023. *Waterloo Metro Station Interpretive Signage*.

1.5.2 METHODOLOGY

The Interpretation Plan has been prepared to inform interpretive planning for the Waterloo Metro Quarter OSD. This Interpretation Plan has been prepared in consideration of the relevant guiding documents and in alignment of the best practice ‘ingredients’ for successful interpretation:

- Australia ICOMOS, *The Burra Charter*
- NSW Heritage Council, *Interpreting Heritage Places and Items: Guidelines*
- NSW Heritage Council, *Heritage Interpretation Policy*.
- City of Sydney, *Legible Sydney – Wayfinding Strategy*.
- City of Sydney, *Legible Sydney – Design Manual*.

Table 1. *Interpreting Heritage Places and Items: Guidelines* lists best practice ‘ingredients’ for successful interpretation.

‘Ingredient’	Details
Interpretation, People and Culture	Respect for the special connections between people and items
Heritage Significance and Site Analysis	Understand the item and convey its significance
Records and Research	Use existing records of the item, research additional information and make these publicly available
Audiences	Explore, respect and respond to the identified audience
Themes	Make reasoned choices about themes, stories and strategies
Engaging the Audience	Stimulate thought and dialogue, provoke response and enhance understanding
Context	Research the physical, historical, spiritual and contemporary context of the item, including related items, and respect local amenity and culture
Authenticity, Ambience and Sustainability	Develop interpretation methods and media which sustain the significance of the items, its character and authenticity
Conservation Planning and Works	Integrate interpretation in conservation planning and in all stages of a conservation project
Maintenance, Evaluation and Review	Include interpretation in the ongoing management of an item; provide for regular maintenance, evaluation and review
Skills and Knowledge	Involve people with relevant skills, knowledge and experience
Collaboration	Collaborate with organisations and the local community

**THE WATERLOO METRO QUARTER
WILL BE A PLACE FOR ALL.
A NETWORK OF PUBLIC SPACES –
FROM A LARGE CENTRAL PLAZA
TO GRITTY LANEWAYS AND GREEN
YARDS; PLACES OF COMMUNITY
INTERACTION, EXPRESSION AND
ENTERPRISE.**

Hassell, Waterloo Metro Quarter – Urban Design Framework (September 2020)



SITE CONTEXT



2.1 THE SITE

The Waterloo Metro Quarter, as approved through the four SSDAs, will comprise four main buildings, a basement car park and public domain adjacent to the Waterloo Metro Station.

The site will feature a diverse typology of buildings designed by premier architectural firms including Woods Bagot, Hassell Studios, Aileen Sage Architects and Bates Smart, inspired by the surrounding built form and linked by activated public space designed by ASPECT Studio.

The **Southern Precinct** includes a 25-storey student housing building, a 9-storey social housing building above the Southern Metro Box, and ground floor and podium space for retail and community spaces.

The **Northern Precinct** includes an office building of up to 17 storeys with ground floor retail uses.

The **Central Precinct** includes a residential flat building of up to 24 storeys with ground floor retail and community uses and a childcare centre on Levels 1 and 2.

Waterloo Metro Quarter will build upon the rich layered nature of this place. A journey through layers of geology, of landscape, of first peoples and their relationship with nature.

A place where countless stories of this place are expressed and shared. A place of collaboration, expression and enterprise that supports a resilient and connected community.

Hassell, Waterloo Metro Quarter
Urban Design Framework (September 2020)



2.2 THE PUBLIC DOMAIN

The public domain of the Waterloo Metro Quarter is being developed by ASPECT Studios in collaboration with the project team. Six separate spaces, each with their own distinctive character, have been designed into the site and will be activated by community uses, public art and heritage interpretation. The extensive network of public domain spaces within the Waterloo Metro Quarter will be a focus for interpretive elements, adding a rich layer of heritage to the embodied experience of the site.

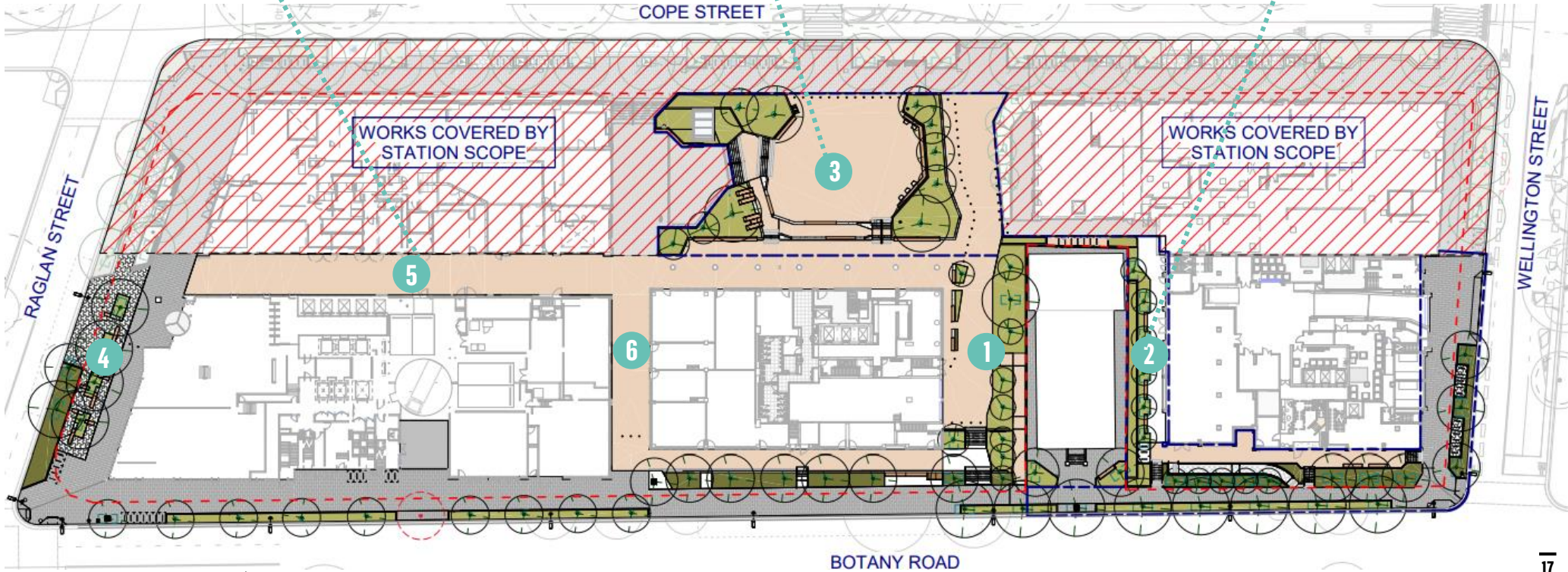
All names below are indicative only. Final names for the public domain elements will be subject to a naming convention determined through community engagement.

- 1 Church Square** is located north of the locally significant Waterloo Congregational Church and will function as an access point across the site and a vehicular access point for the basement. As well as a shared space, the square will be an interface between the heritage item and the new community/residential building.
- 2 Church Yard** is located south of the locally significant Waterloo Congregational Church and will function as the interface between the heritage item and the student accommodation building. A protected courtyard, the yard is intended as an active space that facilitates community activities.
- 3 Cope Street Plaza** is the largest public space at the Waterloo Metro Quarter, functioning as the entrance to the Metro Station and the linking area of all buildings onsite. Envisaged as a vibrant meeting place and future neighbourhood square, the plaza will be a focus for placemaking and day-to-night activation.
- 4 Raglan Place** is one of the gateways to the Waterloo Metro Quarter, providing a valuable public-facing interface between the Metro Station entrance and Raglan Street. It will be characterised by shady deep soil plantings and will be a focus for native landscaping.
- 5 Raglan Walk** is a key north-south connector between the Metro Station/commercial over and the commercial tower. A covered laneway, Raglan Walk will be an active shaded space housing retail tenancies between Raglan Place and the Cope Street Plaza.
- 6 Grit Lane** is a key east-west connector between Botany Road and the Metro Station entrance, likely one of the more well-used laneways on site. Retail tenancies will feature on both sides.

Heritage Interpretation Plan, Waterloo Metro Over Station Development



2.2 THE PUBLIC DOMAIN



2.3 HERITAGE LISTINGS

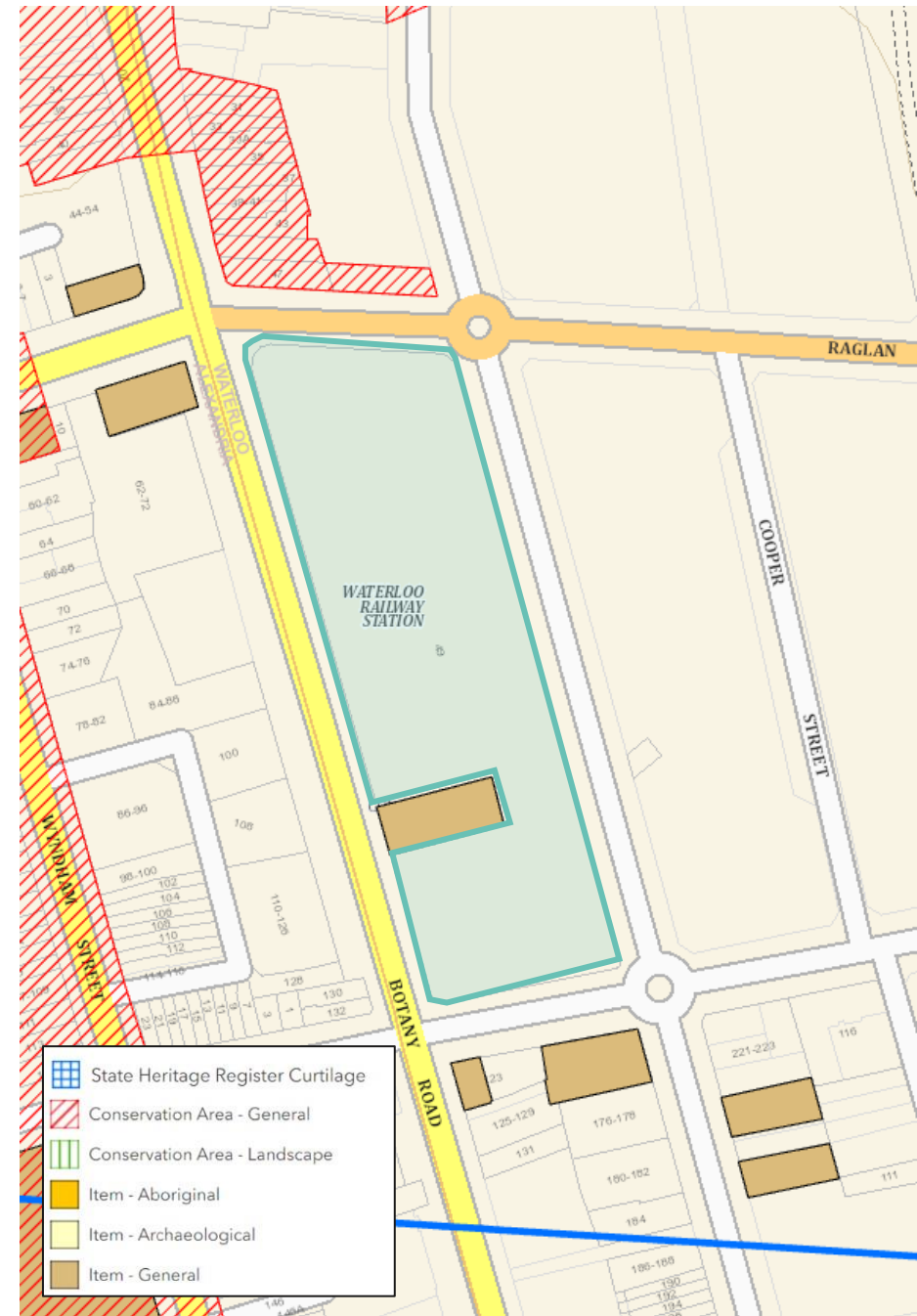
2.3.1 HERITAGE SIGNIFICANCE

The subject site does not contain any listed heritage items or heritage conservation areas. However, it is located within the vicinity of a number of locally significant heritage items and heritage conservation areas, as listed below.

Table 2. Listed heritage items in the vicinity of the subject site

Heritage Item	Address	Significance
“Congregational Church including interior” (LEP Item No. I2069)	103-105 Botany Road, Waterloo	Local
“Cauliflower Hotel including interior” (LEP Item No. I2070)	123 Botany Road, Waterloo	Local
“Former CBC Bank including interior” (LEP Item No. 5)	60 Botany Road, Alexandria	Local
“Cricketers Arms Hotel including interior” (LEP Item No. 4)	56-58 Botany Road, Alexandria	Local
“Terrace Houses” (LEP Item No. I2078)	220-231 Cope Street, Waterloo	Local
“Former Waterloo Preschool (225 Cope Street) including interior” (LEP Item No. I2077)	225-227 Cope Street, Waterloo	Local

The Waterloo Congregational Church, a locally significant heritage item, is surrounded on three sides by the subject site and will be integrated into the Waterloo Metro Quarter.



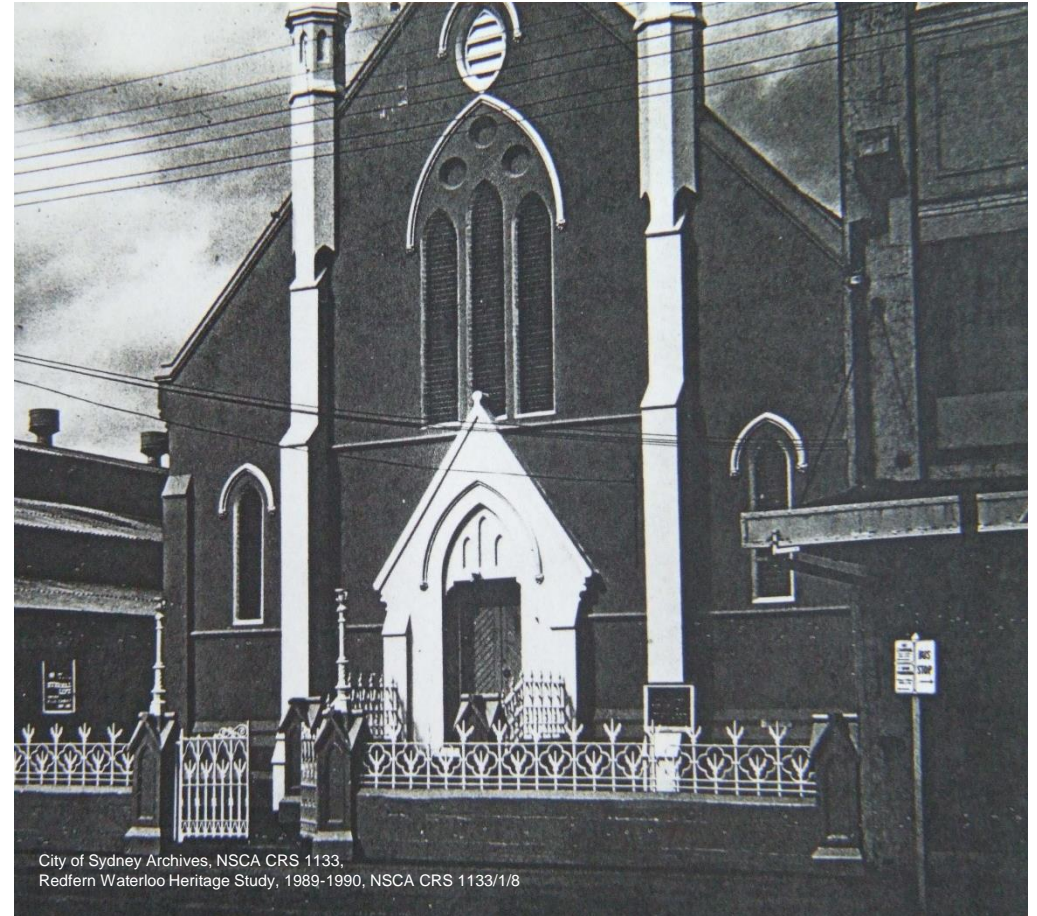
2.3 HERITAGE LISTINGS

2.3.2 WATERLOO CONGREGATIONAL CHURCH, 103-105 BOTANY ROAD

The Waterloo Congregational Church is a locally significant heritage item listed on the Sydney Local Environmental Plan (LEP) 2012 (Item No. I2069). The statement of significance for the Waterloo Congregational Church, as extracted from the State Heritage Inventory, is as follows:

The Gothic church of rendered brick construction was constructed in 1883 to replace the congregation chapel built in 1865. The symmetrical design of the façade demonstrate high quality architectural traits of the building. It is one of the earliest worship venues in Waterloo.

The Waterloo Metro Quarter surrounds the Waterloo Congregational Church on three sides. The church will be incorporated into the development, with the Church Square and Church Yard public domain spaces designed on the northern and southern sides of the heritage item. These public domain spaces are envisaged as creating activated, community-focused connectors between the sites and the Waterloo Metro Quarter buildings.



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



Waterloo Congregational Church
and Church Yard, WA Developer

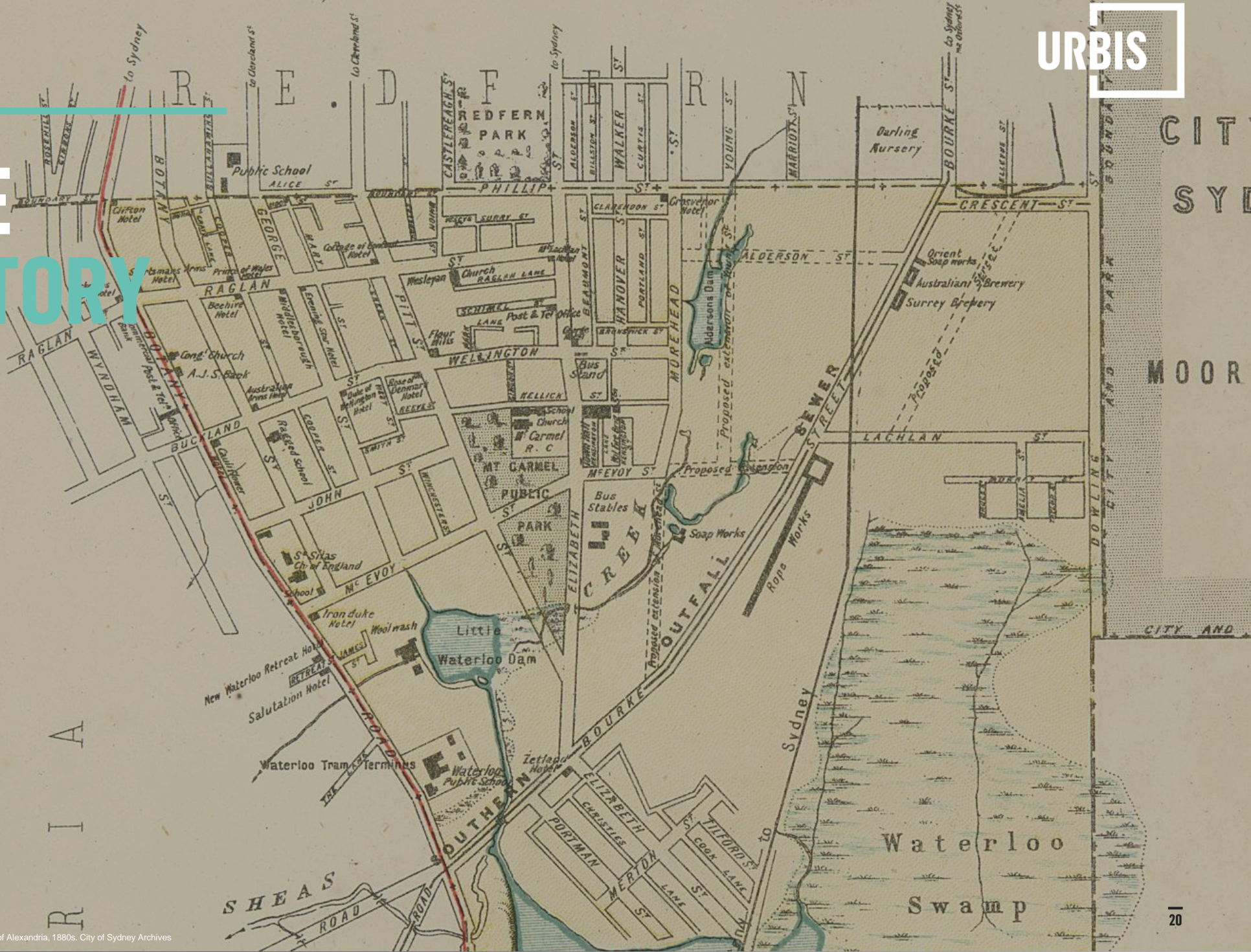


Waterloo Congregational Church
Sydney City and Suburbs

Municipality boundaries shewn thus
Parish
Tramways



SITE HISTORY



R I I A

CITY SYDNEY

MOOR

CITY AND

Higginbotham and Robertson map of the Parish of Alexandria, 1880s. City of Sydney Archives

3.1 CHRONOLOGY OF THE SUBJECT SITE

DEEP TIME



Eastern Banksia Scrub, Daniele Hromek

This land has been cared for by Aboriginal people since deep time. The landscape of today's Waterloo was originally Eastern Suburbs Banksia Scrub growing from sandy soils.

Rich in natural resources, the landscape connected with the freshwater creeks, swamps, mangroves and saltmarsh around Redfern and Waterloo that drained into Kamay (Botany Bay) and Warrane (Sydney Cove).

The site is within the traditional lands of the Gadigal. Since deep time, the Gadigal raised their families on this Country, sharing art and knowledge, camping by freshwater sources, hunting in the scrublands and fishing in the wetlands.

EARLY LAND GRANTS AND THE ESTABLISHMENT OF INDUSTRY (1788 – 1853)



Waterloo wool-wash, Upper Dam 1877. SLNSW

Following the arrival of colonists, the abundance of fresh water in the area led to the establishment of cloth and grain mills, wool-washes, tanneries and brick making factories around Shea's Creek. These industries were powered by a series of reservoirs south-east of the site, including the Big and Little Waterloo Dams and the Upper Dam.

Botany Road was established in the 1810s to connect the industries in early Waterloo to the government stores in Sydney.

In 1819, William Hutchinson was granted 1,400 acres in today's Zetland, Alexandria and Rosebery, known as the 'Waterloo Estate'. The next year, Hutchinson went into business with Samuel Terry and Daniel Cooper to establish a water-powered flour mill on Botany Road.



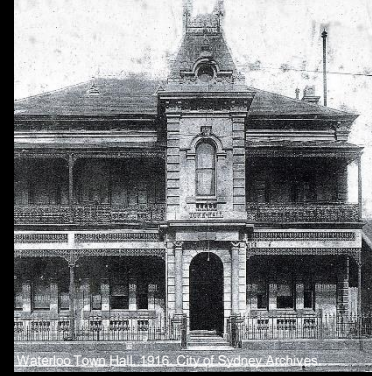
Parish map of Alexandria, HLRV 14066301

The first land grant at the subject site was 185 acres to John Thomas Campbell in 1825. Campbell named his land 'Mount Lachlan Estate' after Governor Lachlan Macquarie.

Mount Lachlan Estate was purchased by colonial magnates Daniel Cooper & Solomon Levey in 1825, who consolidated the land with their new purchase of Hutchinson's neighbouring 1,400 acres. Cooper bought Levey's share in the enlarged Waterloo Estate after his death in 1833.

Industrialisation in Waterloo rapidly increased following the 1848 Parliament ban of 'noxious industries' like tanneries, candle-making factories and wool-washes from the city limits. These factories responded by moving operations closer to the Waterloo swamps. These 'noxious industries' choked the waterways, transforming the area into an industrial drainage system.

MUNICIPALITY OF WATERLOO (1853-1880)



Waterloo Town Hall, 1816. City of Sydney Archives

Following Daniel Cooper's death in 1853, the Cooper family offered 99-year leases on the Waterloo Estate. Lessees developed and sub-leased small parcels of land but did not legally own it.

Waterloo was declared a Municipality in 1860. William Powell, the first mayor of Waterloo, was the lessee of the subject site. He built terrace houses here and advocated for improving the safety of Botany Road. Other long-term lessees included William West., John Smith Glover, George Bolt, Charles Phipers, Richard Puckeridge, Joseph Sawyer, James Hill, Joseph Hinchliffe, Charles Coulson and John Abbott.

In 1878, the site of the Congregational Church was leased by Reverend Curtis. This site was eventually purchased, with today's church built in 1883.



Higginbotham and Robertson map, 1880

By the late 1850s, Waterloo was an industrial landscape studded with breweries, tanneries and factories that produced rope, pottery soap and bricks. Some workers lived close by in timber and brick dwellings, with others travelling to Waterloo from nearby suburbs.

Outside the factories were small pockets of green along Shea's Creek, where migrants established market gardens. Especially successful were Chinese market gardeners, who dominated the industry with high-quality local produce.

Waterloo was also well-known for its alcoholic watering-holes, including the Cauliflower Hotel on Botany Road, established by former market gardener George Rolfe in 1862 after the sale of bumper crop of vegetables. Other pubs close to the subject site included the Beehive Hotel, the Australian Arms Hotel, the Sportsmans Arms Hotel and the Cricketers Rest Hotel.

3.1 CHRONOLOGY OF THE SUBJECT SITE

WORKERS HOUSING (1880-1920)



W. Rising & Co, Botany Rd., (24 February 1929)

After the Eveleigh Railway Workshops were established in 1878, larger numbers of factory workers and labourers settled in Waterloo. Much of the older housing was in poor repair and lacked basic facilities. In 1876, the Sydney Health Board investigated Waterloo's 'slum' housing, but little was achieved.

Between 1890 and 1917, Waterloo's population rose from 8,000 to 11,330. The diversity of the area continued to evolve. Chinese businesses continued to flourish, with Quong Wing's furniture company Rising & Co. operating from Botany Road. Quong Wing also purchased a large portion of the subject site. In 1894, Australia's first Lebanese chapel was founded in Waterloo. Following the Great War, Greek and Italian families arrived and found work in the factories.

RECESSION, DEPRESSION AND INDUSTRY (1920-1970)



Waterloo and Botany, c. 1930s, Fairfax Corporation.

The improvement of Waterloo was delayed by a mid-1920s recession, the first harbinger of the Great Depression which began in 1929. Unemployment rates in Waterloo rose, with as many as 43% of men in the area without work by the 1930s.

Evictions of Waterloo's families became commonplace in the 1930s, Government attempts to protect tenants led landlords to further neglect their properties. With little prospects, Waterloo was considered a slum until the end of the Second World War.

In 1948 Waterloo became part of the City of Sydney and was rezoned as 'light industrial'. This rezoning finally sparked change. Warehouses and sheds began to replace older terrace housing at the subject site. Public housing works also began east of Botany Road.

GREEN BANS TO RENEWAL (1970 - PRESENT)



Wellington St Waterloo, 1961. City of Sydney Archives

Quong Wing died in 1946 with his holdings sold to local companies. By the 1950s, much of the old residential development was cleared, reflecting the trends of development in wider Waterloo.

The City Surveyor's Detail Sheets from 1949-1972 show the postwar evolution of the subject site. Alongside the Congregational Church, businesses operated around Botany Road included the ANZ Bank, Artwood Furniture warehouse, J. Skinner Machine Merchants warehouse, upholstering company Comfytex Pty Ltd, as well as the Plaza Theatre and a dance hall.

Public housing was another focus of the mid-century transformation of Waterloo and Redfern. Between 1951 and 1971, walk-up apartments were erected in Waterloo by the NSW Housing Commission. The land east of the subject site was earmarked for further public housing development.



Public housing towers at Phillip St Waterloo, 1960s. City of Sydney Archives

In response to the growing housing needs of elderly people, the NSW Housing Commission proposed two slender 30-storey residential towers east of the subject site in 1970. This site already boasted two 17-storey public housing units.

Alarmed at the possibility of demolitions in Waterloo, residents lobbied Council and finally turned to the Builders Labourers Federation who placed a Green Ban on development in South Sydney in February 1973. The ban was lifted five months later and the series of residential towers were completed from 1973 – 1975.

Known as the Endeavour Project, each tower was named to honour the bicentennial of Captain Cook's Pacific voyage. The towers were famously visited by anthropologist Dr Margaret Mead in 1975 and by Queen Elizabeth II and Prince Phillip in 1977.



SixMaps, 2022

At the turn of the century, the next chapters in Waterloo's history began to be written.

In 2004, the NSW Government established the Redfern-Waterloo Authority, a new body aiming to address social issues and oversee the urban revitalization of the former Eveleigh Railway Workshops. The Authority saw the workshops transform into the Australian Technology Park and the conversion of Redfern Public School into the National Centre for Indigenous Excellence.

In 2017, the first stage of the Sydney Metro City & Southwest – Chatswood to Sydenham project was approved. Australia's biggest transport project, Sydney Metro City & Southwest includes a new 30km railway line and new Metro stations at Crows Nest, Victoria Cross, Barangaroo, Martin Place, Pitt Street, and Waterloo.

**WETLANDS, EARLY LAND
GRANTS, MILLS AND
MARKET GARDENS,
RESIDENTIAL
SUBDIVISIONS, LIGHT
INDUSTRIAL AND
COMMERCIAL USES AND
MODERN DEVELOPMENT.**

Urbis, Waterloo Metro Quarter – Heritage Interpretation Strategy (September 2020)



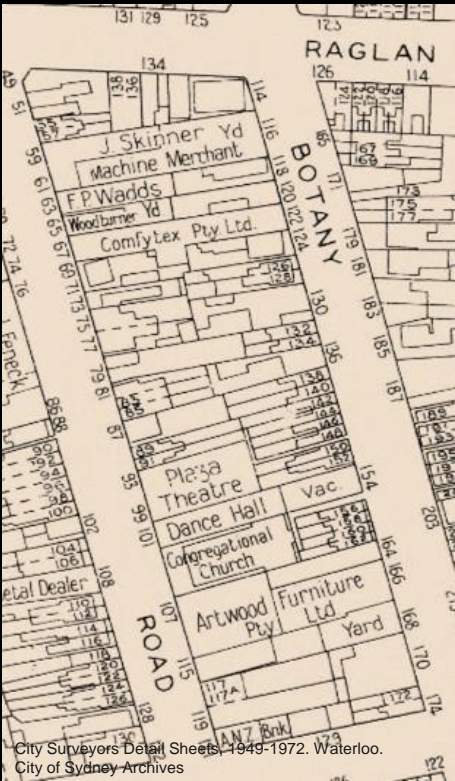
Botany Rd Waterloo, 1970.
City of Sydney Archives



Raglan St, Waterloo 1988
City of Sydney Archives



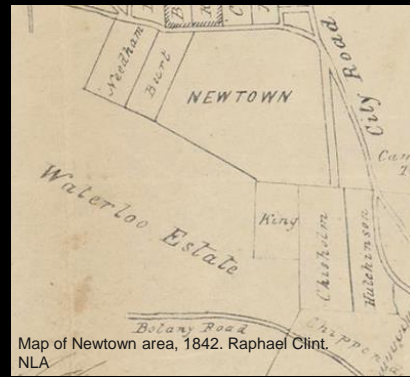
Terrace houses and Lawson Towers, Phillip Street Waterloo, 1978.
City of Sydney Archives



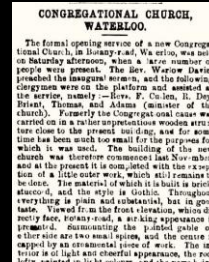
City Surveyors Detail Sheets, 1949-1972, Waterloo.
City of Sydney Archives



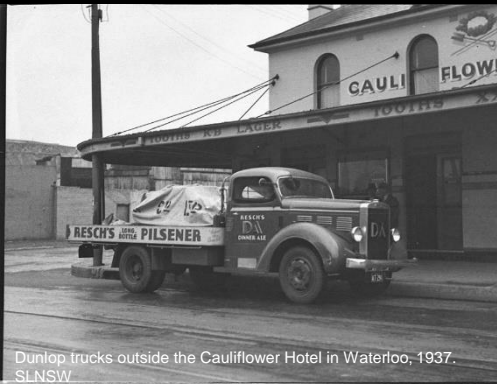
Official opening of 1,000th aged persons unit at Waterloo.
SLNSW



Map of Newtown area, 1842. Raphael Clint.
NLA



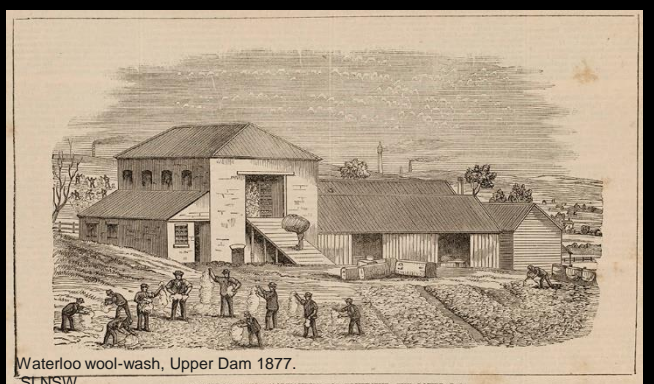
Botany Rd and Raglan St Waterloo, 1977.
City of Sydney Archives



Dunlop trucks outside the Cauliflower Hotel in Waterloo, 1937.
SLNSW



Australian Glass Manufacturers Waterloo, 1964.
NLA



Waterloo wool-wash, Upper Dam 1877.
SLNSW

ARCHAEOLOGICAL INVESTIGATIONS



4.1 ARCHAEOLOGICAL SIGNIFICANCE

The archaeological program for the Waterloo Metro Station and Waterloo Metro Quarter has been undertaken by AMBS Ecology & Heritage, the project archaeologists. AMBS has prepared the archaeological documentation for both sites and undertaken testing and salvage excavations for historical archaeology.

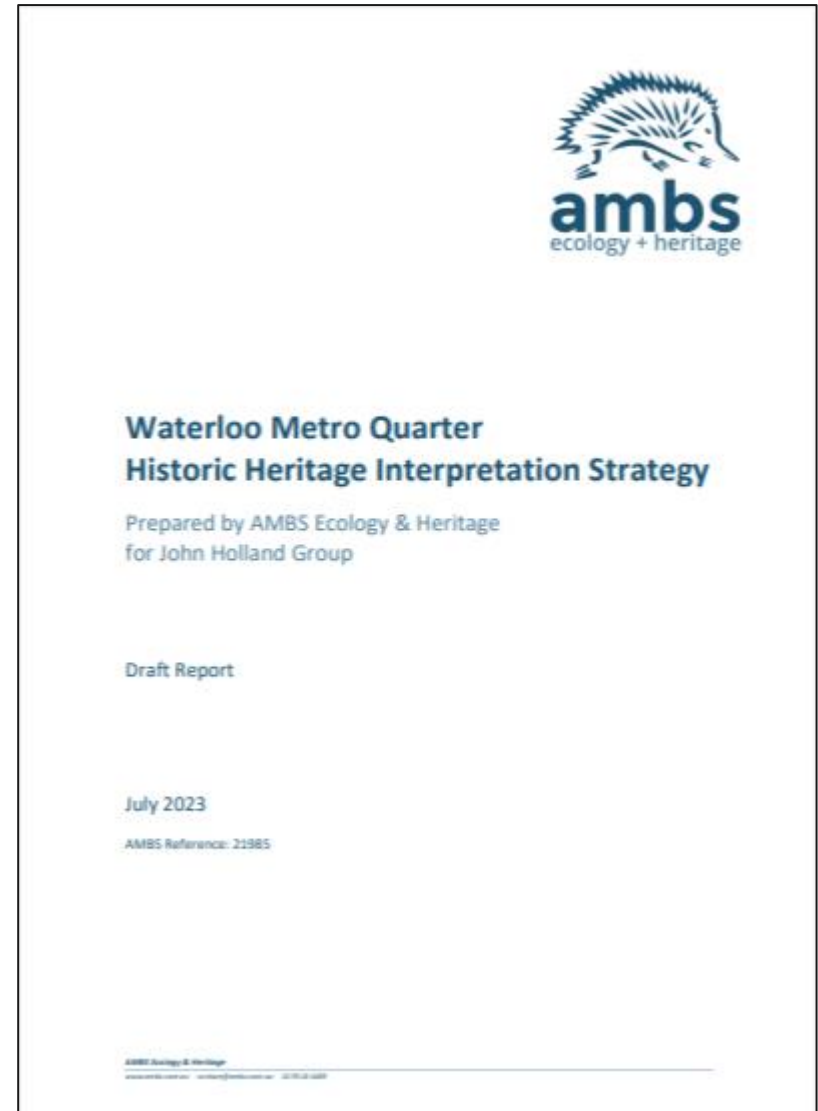
The Historical Archaeological Interpretation Strategy for the Waterloo Metro Quarter provided the following Statement of Archaeological Significance for the site, which will guide the interpretive planning process:

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

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

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

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



4.2 TEST AND SALVAGE EXCAVATIONS

4.2.1 INTRODUCTION

AMBS Ecology & Heritage undertook test and salvage excavations at the Waterloo Metro Station and Waterloo Metro Quarter sites between 2020 - 2023 under Excavation Director Jennie Lindbergh.

Analysis of the archaeological remains and artefacts recovered is still in progress. However, preliminary findings included in the Historic Heritage Interpretation Strategy (AMBS, 2023) indicate that remains and artefacts demonstrate three phases of occupation onsite:

Phase 3: Twentieth century industrial and residential buildings

Phase 2: Nineteenth century houses (as demonstrated on the 1893 Sydney Water plan, see overleaf)

Phase 1: Bark huts dating from the earliest phase of historical occupation of the site.

For their purposes of their archaeological program, the artefacts recovered from these excavations is being treated as a single assemblage. Urbis notes that only artefacts directly related to the Waterloo Metro Quarter should form part of the artefact displays onsite, with artefacts recovered in the station box footprint subject to a separate heritage interpretation strategy.

4.2.2 ARCHAEOLOGICAL REMAINS

Examples of archaeological remains uncovered at the Waterloo Metro Quarter include:

- Remnants of an industrial brick pit with two brick lined metal barrels backfilled with metal springs and mechanical components
- Inverted stoneware ink storage bottles forming a path
- Four wells, including one well with an iron hoop
- Foundations of nineteenth century houses including sandstone blocks and bricks
- Foundations of two early slab huts with external skillions, associated postholes and internal flooring.

Opportunities for interpreting these archaeological remains in the public domain will be explored as part of the additional recommendations in this Interpretation Plan (see Section 6.1).



A well with an iron hoop, possibly reused from a barrel around the top rim. Source: AMBS

4.2.3 ARTEFACT ASSEMBLAGE

Examples of artefacts uncovered at the Waterloo Metro Quarter include:

- Effigial pipes across both sites featuring French Grenadier Old Guard and Don Quixote designs
- Assemblage of glass bottles across the site, including German schnapps bottles
- Assemblage of children's items, including dolls, marbles, slate remnants and shoes
- Assemblage of fragmented ceramic sherds and full ceramic items including bottles, vases, inkpots and ointment jars
- Assemblages of smaller everyday items such as shoes, buttons, clay pipes, bricks, nails, cutlery, beads.

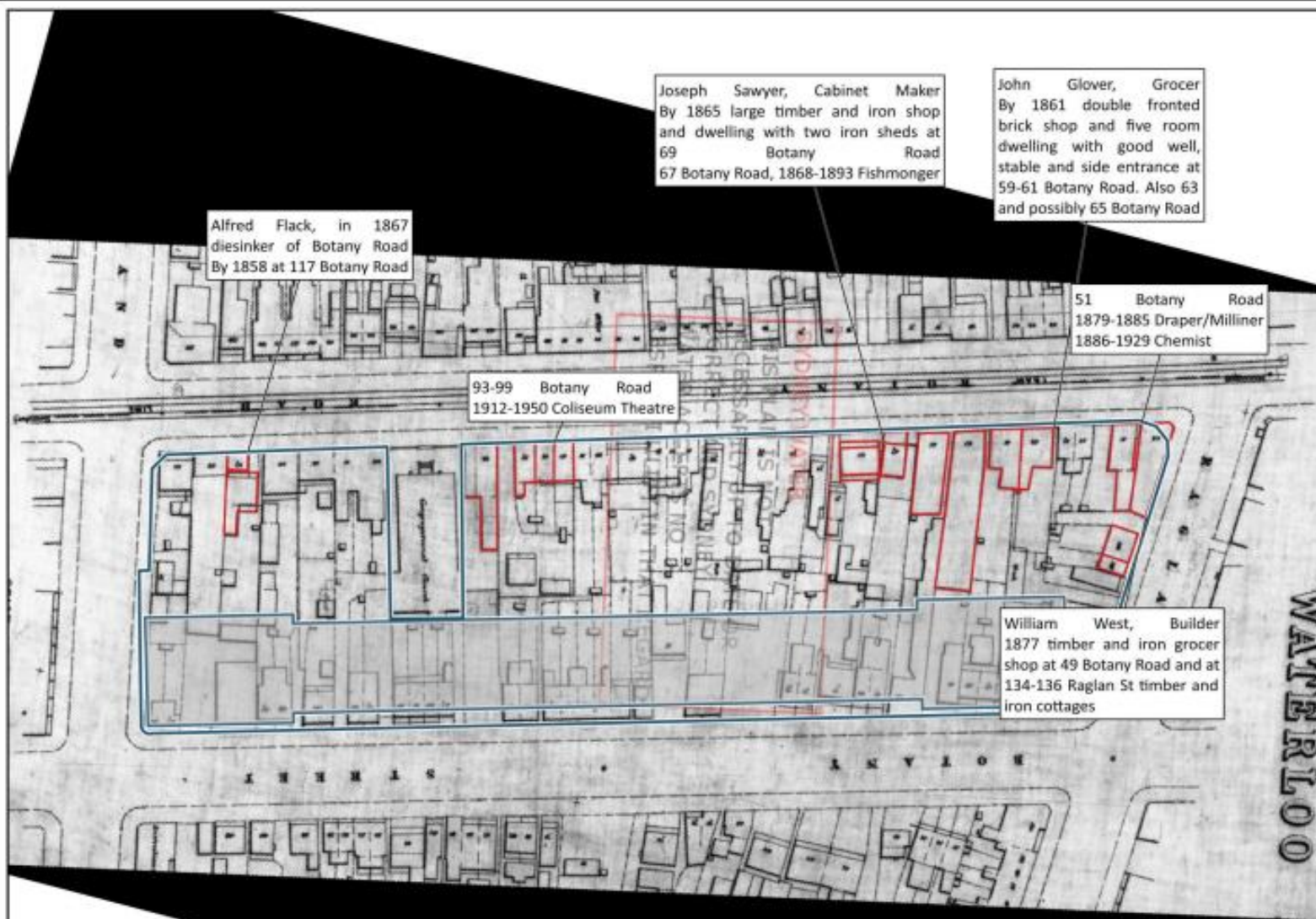
The artefact displays at the Waterloo Metro Quarter will be curated from the catalogue of artefacts being collated by AMBS (see Sections 5 and 6.2).



Stoneware, ginger beer bottles used as paving. Source: AMBS

**Waterloo Metro Quarter
1893 Sydney Water Plan Overlay**

- Study Area
- Structure Outlines



Joseph Sawyer, Cabinet Maker
By 1865 large timber and iron shop and dwelling with two iron sheds at 69 Botany Road, 1868-1893 Fishmonger

John Glover, Grocer
By 1861 double fronted brick shop and five room dwelling with good well, stable and side entrance at 59-61 Botany Road. Also 63 and possibly 65 Botany Road

Alfred Flack, in 1867 diesinker of Botany Road
By 1858 at 117 Botany Road

51 Botany Road
1879-1885 Draper/Milliner
1886-1929 Chemist

93-99 Botany Road
1912-1950 Coliseum Theatre

William West, Builder
1877 timber and iron grocer shop at 49 Botany Road and at 134-136 Raglan St timber and iron cottages



Scale 1:900
GDA2020 / MGA zone 56
Basemap: Sydney Water Plan D5927



Detail of the 1893 Sydney Water Plan with overlay of the Waterloo Station Box and basements. The map shows the pattern of houses along the street and the corresponding known leases for Phase 2.
Source: AMBS

INTERPRETATION PLAN



INTERPRETATION VISION

AT WATERLOO METRO QUARTER, HERITAGE INTERPRETATION WILL **SPARK CURIOSITY, INVITE CONVERSATION AND REVEAL CONNECTIONS** BETWEEN THE OLD AND THE NEW.

PURPOSEFUL, ENGAGING, FINE-GRAINED HERITAGE INTERPRETATION WILL ADD ANOTHER RICH LAYER TO THIS VIBRANT NEW PLACE.

5.1 INTRODUCTION

This section provides a detailed plan for heritage interpretation at the Waterloo Metro Quarter in line with the Interpretation Vision for the site, including a record of stakeholder engagement, identification of key interpretive themes and indicative designs for interpretive elements to capture these themes onsite.

The Heritage Interpretation Strategy (Urbis, 2020) explored a diverse collection of interpretation elements to create a holistic experience for site users while enabling meaningful and in-depth engagement with the key interpretive themes. The Interpretation Strategy recommended the following interpretive elements be developed for the site:

- Interpretation Signage.
- Displays of historical and Aboriginal artefacts from the onsite archaeological investigations
- Interpretive Landscaping
- Public Art.

This Interpretation Plan will focus on the detailed development of the artefact displays, interpretation signage and landscaping, providing draft content and indicative designs for each of these elements.

A separate Public Art Plan has been developed for the Waterloo Metro Quarter by Aileen Sage Architects in response to a separate condition of consent. As discussed in Section 5.8, this Public Art Plan has been undertaken to align with the overarching themes for the Waterloo Metro Quarter and will be further developed in consideration of this Interpretation Plan.



5.2 OVERARCHING SITE THEMES

The identification of overarching themes that can be embedded into a new site is a key strategy for effective, meaningful placemaking. The overarching themes for the Waterloo Metro Quarter were identified in the Public Art Plan (Aileen Sage Architects) and the Heritage Interpretation Strategy (Urbis, 2020).

The first three themes will be articulated through public art integrated into the site, celebrating the area's unique history, legacy and future. Heritage interpretation will focus on exploring the development of the urban landscape and the layered stories of people who lived, worked and played at Waterloo.



COUNTRY

The site will acknowledge and celebrate the essential nature of the land that Waterloo sits on, above and within Aboriginal land. Land that has provided stories, skills, designs and cultural practices.



COMMUNITY AND LANGUAGE

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



INNOVATION AND KNOWLEDGE

The site will celebrate the area's Aboriginal history and future with a focus on innovation. The site will explore the (sometimes difficult) journeys migrants took from the northern hemisphere to the southern and the unifying use of stars as a way of finding place.



DEVELOPMENT OF THE URBAN LANDSCAPE

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

5.3 KEY INTERPRETIVE THEMES

The key interpretive themes for the Waterloo Metro Quarter have been refined from the overarching site themes and synthesized with additional historical research, stakeholder consultation and design considerations. The below themes will inform the preparation of interpretive elements for the site.



WALKING TOGETHER

At Waterloo, you are walking on Gadigal Country. This place has been a source of food, shelter and lore since deep time, with a proud history of Aboriginal activism and strong community voices shaping the modern communities of Waterloo and Redfern.

Associated with the public art onsite, this theme will acknowledge and celebrate the unbroken Aboriginal connections in and around Waterloo.

WORKING WATERLOO

Since its earliest days, Waterloo has been closely associated with industry, production and plain hard work. Generations of workers have spent their lives labouring at Waterloo, toiling in the early mills and woolwashes, harvesting and selling market garden produce, serving in the local pubs, and making everything from glasses to Akubra hats to bed-springs in the twentieth century factories. This theme will explore the colourful history of working Waterloo, and how locals lived, worked and relaxed.

FROM MILLS TO MODERNITY

The earliest built structures at Waterloo were centred around water, with tanneries, mills and wool-washes established around the natural waterways. Since then, Waterloo's built character has evolved significantly, with residential terraces giving way to factories and warehouses, public housing towers, to contemporary developments like the Waterloo Metro Quarter. Yet surprising pockets of Waterloo's built heritage can still be found today. This theme will explore the changing character of Waterloo and celebrate its built heritage.

AT HOME IN WATERLOO

The evolution of housing, and the concept of a home, has been a part of Waterloo's identity since the earliest subdivisions of the Waterloo Estate. This theme will explore how the idea and reality of 'home' at Waterloo has changed – from the early bark huts, the nineteenth century terraces and cottages, the overcrowded 'slums', the twentieth century renewal, to the introduction of public housing – and look to the future of the Waterloo Metro Quarter renewal.

5.4 AUDIENCE ANALYSIS

Interpretation responds to the specific needs of real-time users, ensuring that people who visit the Waterloo Metro Quarter can access, engage with and understand the interpretive media onsite. It is important that future site-users are identified to create a relevant interpretive experience, considering factors such as literacy levels, disability, gender, ethnicity and age.

The following audience analysis for the Waterloo Metro Quarter has been extracted from the Heritage Interpretation Strategy (Urbis, 2020).

Table 3. Audience analysis

Audience category	Analysis
Residents	The Waterloo Metro Quarter will include multiple residential buildings, including affordable housing, social housing and student accommodation. There will be a wide range of ages, interests, languages and backgrounds for the residents. They will access both private and public domain spaces on a daily basis.
Workers	The Waterloo Metro Quarter will include commercial and retail uses as well as food and beverage offerings. Workers at these buildings will also have a wide range of interests and backgrounds. Workers may utilise the public domain daily as a commuter and relaxation space.
Commuters	A large portion of foot traffic will be commuters utilising the Waterloo Metro Station and related areas such as the Cope Street Plaza, Raglan Walk and Grit Lane. Commuters will be most active in the morning and early evening and will likely utilise the public domain as a thoroughfare.
Local community and casual visitors	The public domain of the Waterloo Metro Quarter will be visited by members of the local communities of Waterloo, Redfern and Alexandria, as well as people from further afield. These audience members may have vested interest in the site from the construction process or previous history with the site. It is likely that these audience members would utilise the public domain for recreation and would have increased dwell time in interpretation spaces and public art.



5.5 STAKEHOLDER ENGAGEMENT

Stakeholder engagement is an essential part of the heritage interpretation planning process, ensuring the development of meaningful and appropriate interpretive elements for the subject site by engaging groups relevant to its past, present and future use. Consultation is also essential for the fulfilment of Condition B45/B28/B40/B40.

The stakeholder engagement process for this Interpretation Plan has been detailed below.

Table 4. Stakeholder engagement plan

Stakeholder	Contacted	Format	Comments
City of Sydney Council	24 August 2023	Via email	<ul style="list-style-type: none"> Final draft HIP to be supplied and Council informed of progress 24 August 2023.
Waterloo Metro Quarter Project Team (including architects)	Throughout project development	Workshop Via email and Teams throughout project development	<ul style="list-style-type: none"> Workshop with Waterloo Developer and architect teams to develop initial concept designs 20 July 2023 Draft HIP supplied for comment 31 July 2023 Draft 2 HIP and concept designs supplied for comment 17 August 2023.
AMBS Ecology and Heritage	Throughout project development	Site Open Day Via email and Teams throughout project development	<ul style="list-style-type: none"> Waterloo Metro Quarter Historic Heritage Interpretation Strategy supplied to Urbis in July 2023. In line with preliminary discussions with AMBS and the overarching Heritage Interpretation Strategy, this report recommends interpreting artefact assemblage through signage and displays.
Waterloo Metro Station Project Team	26 July 2023 2 August 2023	Via email	<ul style="list-style-type: none"> Request made to project team for any heritage interpretation documentation for the Metro Station. Heritage Interpretation Strategy and Interpretive Signage designs received and reviewed for consistency in approach.

5.6 INTERPRETATION SIGNAGE

The Heritage Interpretation Strategy for the Waterloo Metro Quarter (Urbis, 2020) included a recommendation for incorporating interpretive signage into the public domain. As a primarily text-based medium, signage is a particularly effective device for conveying key stories and timelines of a place. Interpretive signage is most effective when custom designed to integrate seamlessly into a site. When well-written and creatively designed in high-quality materials, interpretive signage can draw the eye and deepen engagement with the site’s stories. Signage may feature text, images, drawings or digitally rendered images.

Urbis proposes a suite of eight interpretation signs for the public domain, each exploring one of the interpretive themes and including key images/graphics relevant to each theme. The interpretation signage will be fine-grained, subtle and elegantly incorporated into natural ‘pause points’ within the public domain, such as benches, bus stops, community spaces and landscaped areas at Raglan Place, Cope Street Plaza, Church Square and Church Lane.

The table below provides an overview of the signage content for the Waterloo Metro Quarter. Preliminary signage typologies, locations and concept designs are included in Section 8.

Table 5. Interpretation signage – content summary

Interpretive theme	Sign title	Content summary
Walking Together	On Country	Exploration of what the landscape was like in and around the Waterloo Metro Quarter prior to colonisation and the Gadigal relationships and connections to this Country.
	Business is Booming	Exploration of businesses onsite, notably Quong Wing and his businesses Rising & Co. and Kissing & Co.
Working Waterloo	Waterloo Congregational Church	Exploration of the history of the Waterloo Congregational Church and one hundred years of worship.
	A Saturday Night in Waterloo	Exploration of a typical Saturday evening in Waterloo in the early 1900s, as told by Louis Stone in Jonah (1911).
From Mills to Modernity	Woolwashes, Mills and Tanneries	Exploration of the early structures on the Waterloo Metro Quarter site and why they were built there.
	A Hub of Industry	Exploration of the industry that developed at Waterloo in the twentieth century.
At Home in Waterloo	Who Lived Here in 1893?	Exploration the Sydney Water Block Plan of 1893 and how it relates to the current site.
	At Home in Waterloo	Exploration of the different types of houses at Waterloo, from early bark huts, slum housing to social housing.

5.7 ARTEFACT DISPLAYS

The Heritage Interpretation Strategy for the Waterloo Metro Quarter (Urbis, 2020) included a recommendation for the interpretation of archaeological remains uncovered at the Waterloo Metro Quarter. These remains are evocative physical evidence of the past uses of a place, allowing insights into the everyday lives of the people who lived and worked there. Artefacts uncovered during historical archaeological investigations in the Sydney area typically include glass and ceramic bottles, a range of pottery sherds, and clay pipes. Custom-made cabinets of artefacts can be seamlessly integrated into external/internal walls or the ground plane of a new development, with labels or interpretation signage giving context to the artefacts and further information about their significance.

The large artefact assemblage uncovered as a result of the AMBS archaeological investigations onsite will be interpreted within the public domain as part of this Interpretation Plan. Urbis proposes artefact display cabinets be integrated into the public domain at Church Square and Church Yard, close to the other surviving physical remnant of the site's past, the Waterloo Congregational Church.

Preliminary typologies and locations for artefact display cabinets are included in Section 7. Further recommendations are included in Section 6.1.



Examples of artefacts from Phases 1 and 2 discovered at the Waterloo Metro Quarter by AMBS. Source: Urbis and AMBS

5.8 PUBLIC ART

The Heritage Interpretation Strategy for the Waterloo Metro Quarter (Urbis, 2020) included a recommendation for public art interpreting the overarching site themes in line with the Public Art Strategy. Accordingly, a Public Art Plan has been prepared by Aileen Sage Architects.

The Public Art Plan provides a detailed outline of the curation of the site, which recognizes the important Indigenous histories of the site and acknowledges the significance of the Waterloo/Redfern area as a nationally important place of social resistance and change.

The Curatorial Team at Aileen Sage Architects, supported by Murawin Consultants, has identified the following opportunities for public art within the public domain of the Waterloo Metro Quarter. Artists including Dennis Golding and Nadeena Dixson have provided concepts for these opportunities, which will be further refined during the design phases for the site.

Heritage interpretation at the Waterloo Metro Quarter has been developed in consideration of the areas nominated in the Public Art Plan, ensuring that interpretation elements support and complement the public art.



Opportunity 1
Celebrating Country

A two dimensional design or pattern that will be translated into the mesh screen facades of the community podium building that is located at the heart of the development.



Opportunity 2
Celebrating Community & Language

Integrated text-based artwork embedding poetry and storytelling within the site as illuminated, etched or integrated elements in key strategic public domain sitting, dwelling & pedestrian movement paths across the site.



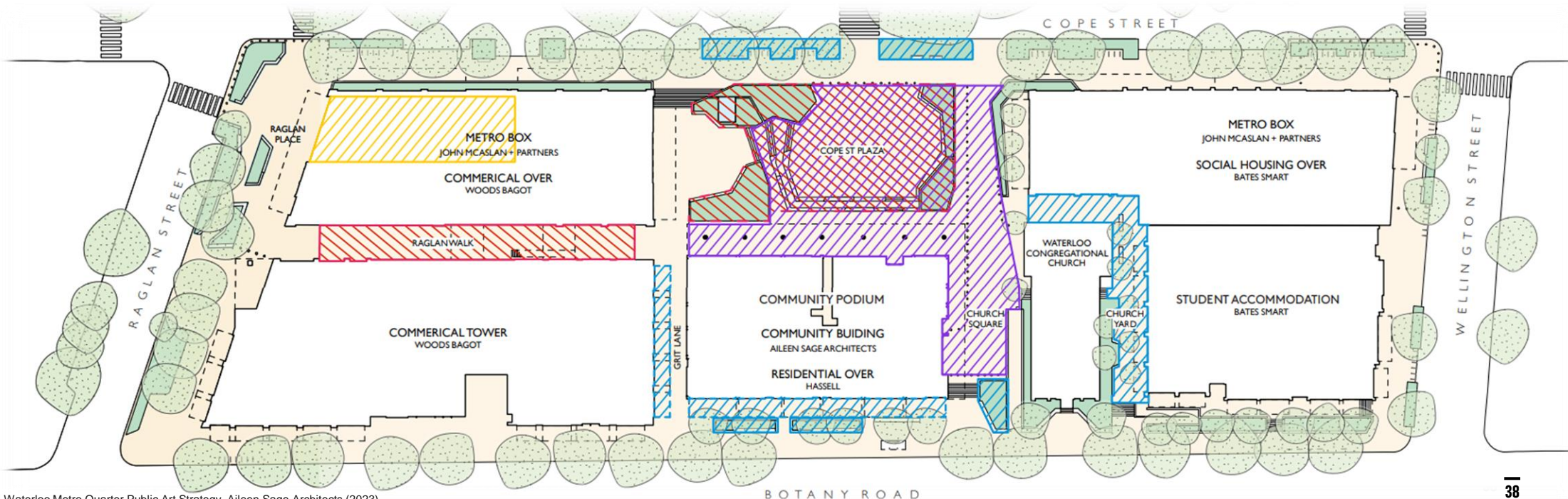
Opportunity 3
Celebrating Knowledge & Innovation

A dynamic / suspended / sculptural artwork, either integrated with the landscape or suspended above, extending through Raglan Walk and over /or within the landscaped areas of Cope Street Plaza.



Waterloo Metro Station Artwork (by Sydney Metro)

This artwork is being co-ordinated and managed by Sydney Metro in line with their overall public art strategy for their Northwest, City and Southwest lines. The artist for this work has been appointed by Sydney Metro.



5.9 INTERPRETIVE LANDSCAPING

The Heritage Interpretation Strategy (Urbis, 2020) included a recommendation for the incorporation of interpretive landscaping into the public domain at the Waterloo Metro Quarter. Public domain designers ASPECT Studios included provision for interpretive landscaping celebrating the Aboriginal connections to Country as part of early concepts for the public domain. Urbis proposes that the following interpretive landscaping for the ground plane is further developed with ASPECT Studios.

5.9.1 WEAVING PATTERN

The original landscape of the Waterloo Metro Quarter comprised of Eastern Suburbs Banksia Scrub interspersed with wetlands that teemed with life. Native plant species such as lomandra grass (*Lomandra longifolia*) grew thickly in the area, with long green blades that could be gathered and woven into strong baskets. Lomandra grass can also be eaten, including the seeds which can be ground and baked.

To interpret this landscape and speak to the history of making and weaving this grass, Urbis proposes that part of the Cope Street plaza include a herringbone pattern pavement referencing traditional weaving techniques.



Source: Aspect Studios

5.9.2 TRANSITIONAL PAVER FLORA AND FAUNA INLAY

Flora and fauna that lived in and around the Waterloo Metro Quarter prior to colonisation included native grasses, yams, shrubs, birds, fish and eels, all key food and tool sources for Aboriginal people.

To interpret the flora and fauna that thrived here for thousands of years, Urbis proposes that paving treatments be incorporated into the transitional spaces of the public domain, where changes of paving materials are evident. Paving treatments featuring key flora and fauna can be sandblasted, etched or inlaid into these transitional elements, adding a rich layer of interpretation that can be discovered as people move around the site. Inlays can be solid fill, etched linework, infilled linework or textured solid.



5.9 INTERPRETIVE LANDSCAPING

The Heritage Interpretation Strategy (Urbis, 2020) included a recommendation for the incorporation of interpretive landscaping into the public domain at the Waterloo Metro Quarter. This includes the provision of native plantings interpreting the original Eastern Suburbs Banksia Scrub ecosystem that was present on this part of Country.

The landscaping and public domain design for the Waterloo Metro Quarter, developed by ASPECT Studios, indicates specific zones for native plantings integrated in pockets at the Cope Street Plaza and Southern Precinct. ASPECT Studios has curated a planting list that includes native and endemic species, including species traditionally considered by local Aboriginal peoples as edible, medicinal or culturally significant plants.

The proposed planting list prepared by ASPECT Studios is included below.

SOUTHERN PRECINCT



Harpullia pendula *Robinia pseudoacacia* *Lagerstroemia indica* *Lophostemon confertus*



Lomandra longifolia *Themada australis* *Atriplex nummularia* *Biaridia scandens*



Westringia fruticosa *Anigozanthos manglesii* *Carpobrotus glaucescens* *Dianella caerulea*



Actinotus helianthi *Dianella revoluta* *Dichelachne crinita* *Pteridium esculentum*

COPE STREET PLAZA



Harpullia pendula *Alloxylon pinnatum* *Waterhousia floribunda*



Lomandra longifolia *Acacia subveolens* *Lomandra tanika* *Biaridia scandens*



Austromyrtus dulcis *Baeckea imbricata* *Doodia aspera* *Dianella caerulea*



Epacris longiflora *Ficinia nodosa* *Dichelachne crinita* *Cissus antarctica*

INTERPRETATION RECOMMENDATIONS AND IMPLEMENTATION

6.1 CONSIDERATIONS

6.2.1 MAINTENANCE AND MANAGEMENT

The upkeep and general maintenance of interpretive elements is critical as it ensures longevity of the elements and enhances accessibility and visibility for its audiences. The materiality of the proposed interpretive elements has been chosen for its durability as well as its high quality; however, periodic maintenance will be necessary to keep these elements looking their best. Maintenance of the elements should include regular assessment of condition, regular cleaning, removal of any graffiti, and replacement should the elements be severely damaged.

The maintenance of the interpretation elements should be incorporated into the schedule/s of general maintenance of the subject site. Therefore, the maintenance of the interpretive elements should be incorporated into maintenance schedules and budgets within the subject site.

For long term maintenance, it is recommended that the interpretation elements should be reviewed every 10 years to assess relevance, suitability and general appearance and condition. Should the elements require an upgrade or replacement, a suitable consultant or designer should be engaged to ensure any new interpretive elements continue to be in line with this Interpretation Plan and the nominated themes and narratives.

6.2.2 CONSERVATION OF ARTEFACTS

Artefact care and potential conservation needs must be incorporated into the program for the site. Artefacts uncovered during the archaeological investigations will require initial conservation, as advised by AMBS. For long-term display, artefacts that need minimal ongoing care should be prioritised; however, all artefacts may require a low level of care and/or conservation. These conservation requirements, and how they will influence the curation of the artefact displays, will be outlined by AMBS in their Post-Excavation Report.

To provide optimal conditions for the long-term display of artefacts, display cases should be secure, pest-free conditions with appropriate light, humidity and temperature controls determined by the materiality of the artefacts. This should be in accordance with museum and conservation best practice guidelines.

Artefacts should be installed in secure casings with museum-grade display glass. Light, humidity and temperature control may also be required and should be tailored to object types. For example, organic materials such as paper or wood will require more controlled conditions than metal, brick or stone objects.

Guidelines for the conservation of the artefacts curated for display at Waterloo Metro Quarter will form part of the Detailed Design Package.

6.2.3 IMAGE REPRODUCTION

Images reproduced within the Interpretation Plan may be under copyright and require permissions and approval for public reproduction in interpretive elements.

Prior to manufacture of interpretive elements containing high-resolution images, the copyright of each image should be ascertained, and permission sought (if needed). Copyright laws in Australia is typically in place for 70 years from the death of the creator of an image, or alternatively 70 years from the year in which an image was first published. Outside of these dates an image is out of copyright, though permission and a credit line should be sought from the image holder. Inside of these dates an image is in copyright, and permission must be obtained from the copyright holder to publish the image. This may involve a copyright fee and sourcing fee.

Sourcing of image copyrights and high-resolution images will form part of the Detailed Design Package for the Waterloo Metro Quarter.

6.2 ADDITIONAL RECOMMENDATIONS

In addition to the provision of detailed draft designs for interpretive signage and artefact displays, this Interpretation Plan has identified opportunities to further integrate interpretive elements into the public and private domains at the Waterloo Metro Quarter.

These recommendations are subject to the design development of specific spaces within the Waterloo Metro Quarter and thus should be considered during later stages of the design and construction program. The recommendations will be explored more fully following the development of detailed designs for the Waterloo Metro Quarter and documented in the Detailed Design Package.

6.1.1 ARCHAEOLOGY INTEGRATION

In addition to the artefact display typologies included in this Interpretation Plan, further opportunities should be explored for the display of artefacts and archaeological remains found during the excavations at the Waterloo Metro Quarter site.

These opportunities may include:

- Integration of larger-scale remains, such as building footings, into the public domain landscaping.
- Integration of standalone or wall-mounted artefact displays within the precinct.

Workshops with the architects in the project team have indicated a general interest in integrating artefact displays in their spaces; however, these would be subject to further design development of the building interiors and tenancies.

These opportunities should be further refined with the project team throughout the detailed design of the project and consulted upon with the City of Sydney.

Final designs for these opportunities should be included in the Detailed Design Package.

6.1.2 DIGITAL INTERPRETATION

Urbis understands that a digital platform will be developed for the Waterloo Metro Quarter. Heritage interpretation can be integrated into a smartphone app in a number of ways, which may include:

- Images and text bites from onsite elements can be modified into longer form stories for an app or webpage.
- Visitors can also access digital material while onsite by scanning QR codes, an increasingly common add-on for heritage interpretation signage.
- Information about interpretive elements and public art could also be available online, extending the experience of Waterloo Metro Quarter to the digital space. This may be especially appropriate for contextual information regarding the large artefact assemblage, which can be explored in a more accessible manner on a digital platform.

These opportunities should be further refined with the project team during the development of the digital platform for the Waterloo Metro Quarter. If relevant, designs/content may be included in the Detailed Design Package

6.3 IMPLEMENTATION PLAN

Effective implementation of this Interpretation Plan into the future stages of the Waterloo Metro Quarter construction project is key to the successful embedding of heritage interpretation within the site. This is especially important as this Interpretation Plan has been prepared to meet a consent condition (B45/B28/B40/B40) issued early in the project timeline, with key design details for the public domain still to be finalised. The following table is intended as a guide to inform how the implementation plan fulfils Conditions B45/B28/B40/B40 and B46/B29/B41/B41 and who will be responsible for overseeing the subsequent stages.

Table 7. Implementation plan

Element	Relevant condition	Ongoing tasks
Interpretive Signage	<p>B45/B28/B40/B40: Provision of draft signage locations, preliminary designs and content in the Interpretation Plan. <i>(this document)</i></p> <p>B46/B29/B41/B41: Delivery and implementation of Detailed Design Package, manufacture and installation of interpretive signage.</p>	<p>Detailed Design Package:</p> <ul style="list-style-type: none"> Finalise locations Finalised design Finalise wording. <p>Approval of Detailed Design Package by City of Sydney and DPE.</p> <p>Design, manufacture and install signage.</p>
Artefact Displays	<p>B45/B28/B40/B40: Provision of draft display locations, preliminary designs, case typology and content in the Interpretation Plan. <i>(this document)</i></p> <p>B46/B29/B41/B41: Delivery and implementation of Detailed Design Package including artefact curation, manufacture and installation of displays.</p>	<p>Detailed Design Package:</p> <ul style="list-style-type: none"> Finalise locations Consult with AMBS and receive input on artefact curation Finalise artefact curation from archaeological catalogue Finalise design of cases Finalise text for display signage. <p>Approval of Detailed Design Package by City of Sydney and DPE.</p> <p>Design, manufacture, install and curate displays.</p>
Interpretive Landscaping	<p>B45/B28/B40/B40: Provision of interpretive landscaping and native plantings list in the Interpretation Plan. <i>(this document)</i></p> <p>B46/B29/B41/B41: Delivery of landscaping program throughout project development, plans to be included in Detailed Design Package.</p>	<p>Collaboration with ASPECT Studios as required.</p> <p>Approval of Detailed Design Package by City of Sydney and DPE.</p>
Public Art	<p>B45/B28/B40/B40: Provision of relevant information considering Public Art in the Interpretation Plan. <i>(this document)</i></p> <p>Separate process in accordance with Public Art Condition.</p>	<p>Collaboration with Aileen Sage Architects as required.</p>

SIGNAGE AND ARTEFACT DISPLAY CONCEPT PACKAGE

WATERLOO METRO QUARTER

INTERPRETIVE CONCEPT PACKAGE PHASE 1

August 2023

Please note that the signage typology, location, colour palette and concept designs contained within are preliminary and indicative only and based on the most recent design drawings and renders available (23 August 2023). Public domain designs are not finalised and a project wayfinding and signage strategy has not been developed as of August 2023. These aspects of the project are subject to different approval timelines to this Heritage Interpretation Plan.

This concept package is subject to change to integrate with the future wayfinding and signage strategy and final public domain designs.

A final package, including confirmed signage typologies, locations, colour palette, content and design will be prepared as part of a Detailed Design Package, in consultation with the project team and the City of Sydney. The Detailed Design Package will be developed alongside the finalisation of public domain design and the wayfinding and signage strategy for the Waterloo Metro Quarter.



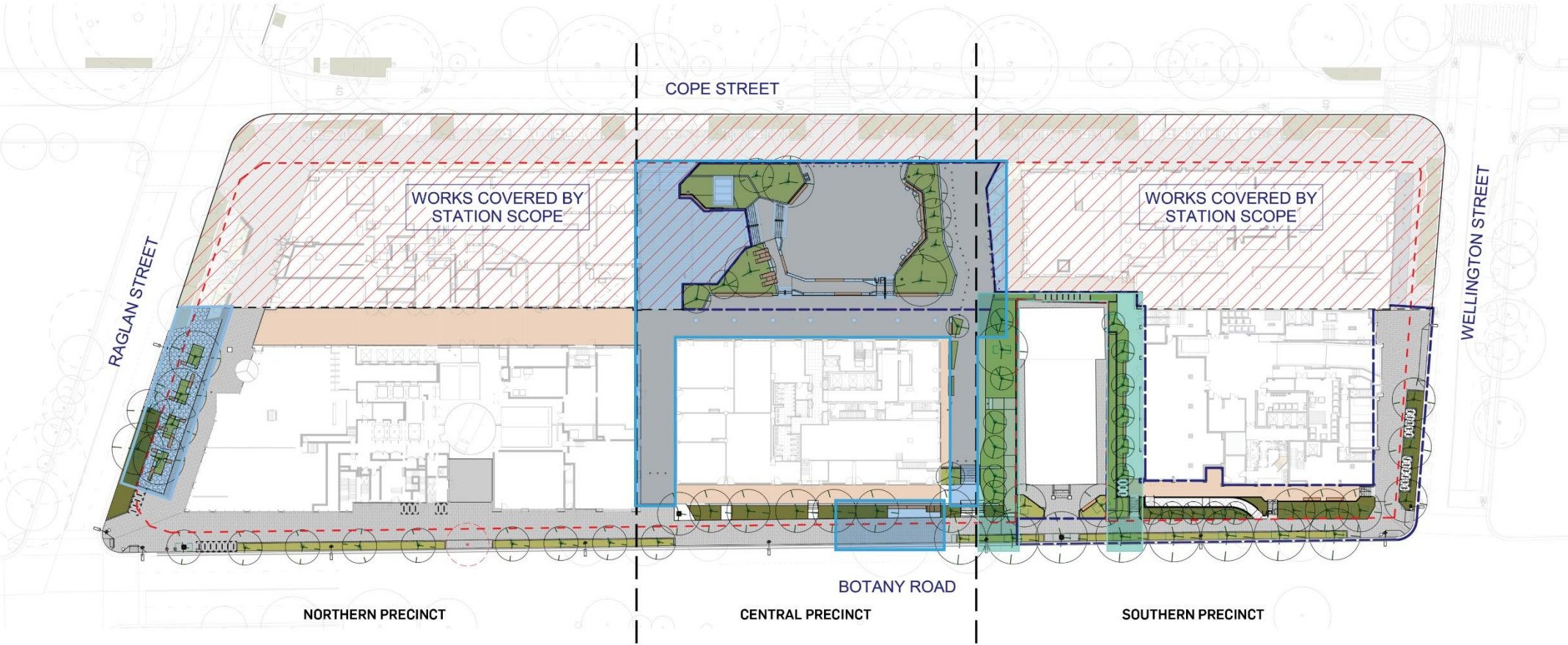
MESSAGING SCHEDULE

Zone	Interpretation type	Typology	Affixed to/Location	Heritage Theme	Content Outline
North	Signage	TBC	TBC	From Mills to Modernity	Woolwashes, Mills and Tanneries
	Signage	TBC	TBC	Working Waterloo	The Birmingham of Australia
Central	Signage	TBC	TBC	Walking Together	On Country
	Signage	TBC	TBC	At Home in Waterloo	At Home in Waterloo
	Signage	TBC	TBC	Working Waterloo	Business is Booming
South	Signage	TBC	TBC	Working Waterloo	Waterloo Congregational Church
	Signage	TBC	TBC	At Home in Waterloo	Who Lived Here in 1893?
	Signage	TBC	TBC	Working Waterloo	A Saturday Night in Waterloo
	Artefact cabinet	TBC	TBC	At Home in Waterloo	TBC
	Artefact cabinet	TBC	TBC	Working Waterloo	TBC

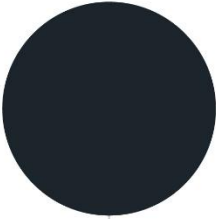
PROPOSED ZONES

Interpretation signage

Mixed Interpretation and Artefact cabinets



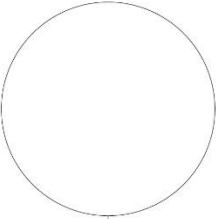
MATERIALS AND COLOUR



DARK STORM BLACK

USAGE

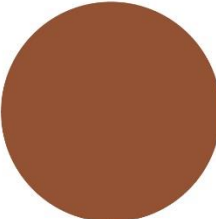
Signage text



VIVID WHITE

USAGE

Signage text



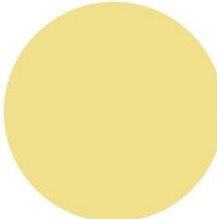
LEATHER BROWN

Weathered steel



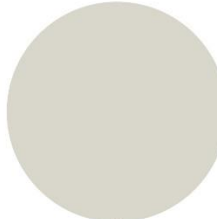
USAGE

Potential cabinetry framing



BANKSIA YELLOW

2pac polyurethane satin paint finish



MERINO GREY

lodized aluminium



USAGE 1

Brushed aluminium for print of photos adhered to interpretation signage

USAGE 2

Potential cabinetry framing

TYPOGRAPHY AND IMAGERY

Typeface

Area Black

Area Regular

Aa Bb Cc Dd Ee Ff Gg Hh Ii Jj
Kk Ll Mm Nn Oo Pp Qq Rr Ss
Tt Uu Vv Ww Xx Yy Zz

Sourced image examples for use in interpretation signs



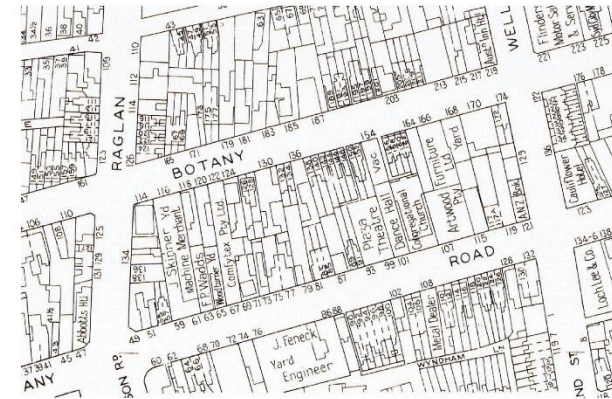
Tooth and Co. card for the Cauliflower Hotel, c.1930s.
Source: Australian National University Archives



Waterloo Congregational Church, 1950s.
Source: City of Sydney Archives



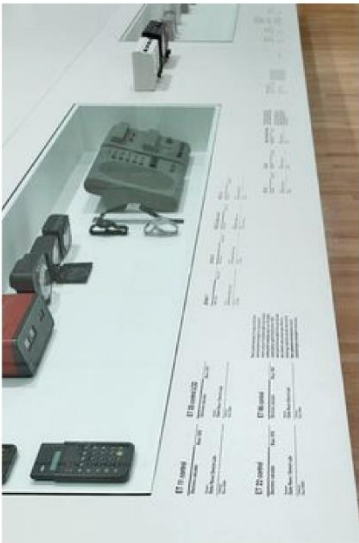
Dunlop trucks outside the Cauliflower Hotel in Waterloo, 1937.
Source: SLNSW



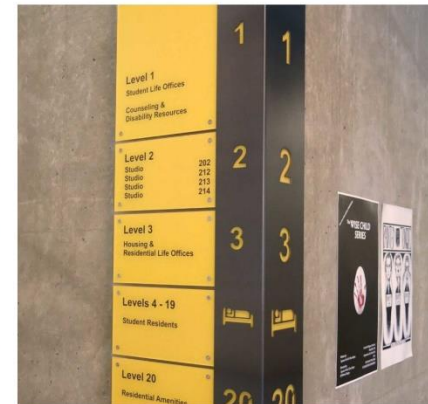
City Surveyors Detail Sheets, 1949-1972. Waterloo.
Source: City of Sydney Archives

MATERIAL + FORM REFERENCES

The extent and design of the artefact cabinets will be determined by the number of artefacts and final locations for cases. As a guide, the artefact cases should be partially recessed into a solid structure.

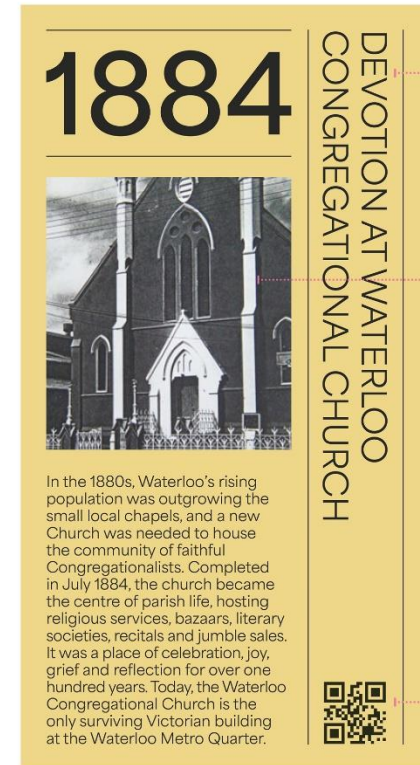


MATERIAL + FORM REFERENCES



ARTWORK CONCEPT

- Interpretive signage to reference existing colourings across the site, to create a cohesive visual identity.
- Potential for QR code that links to more stories of Waterloo.
- Simple, contemporary and integrated into the landscape and built form.
- Series of folded aluminum blades / split fixed panels with digitally printed graphics.



Banksia Yellow powdercoated sign to create contrast in materiality while complementing the pavement colourings.

Photographs printed on iodized aluminium for clearer contrast and to create connection with Blades.

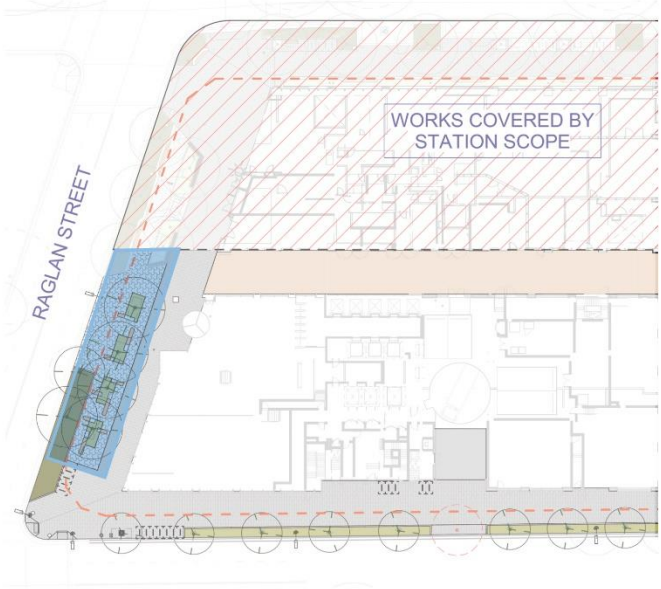
QR code could link to more stories of Waterloo.



Iodized aluminium with Banksia Yellow trimming creates a consistent look with the Banksia Yellow signs but stand as their own in a garden bed that don't pull distraction from planted flora.

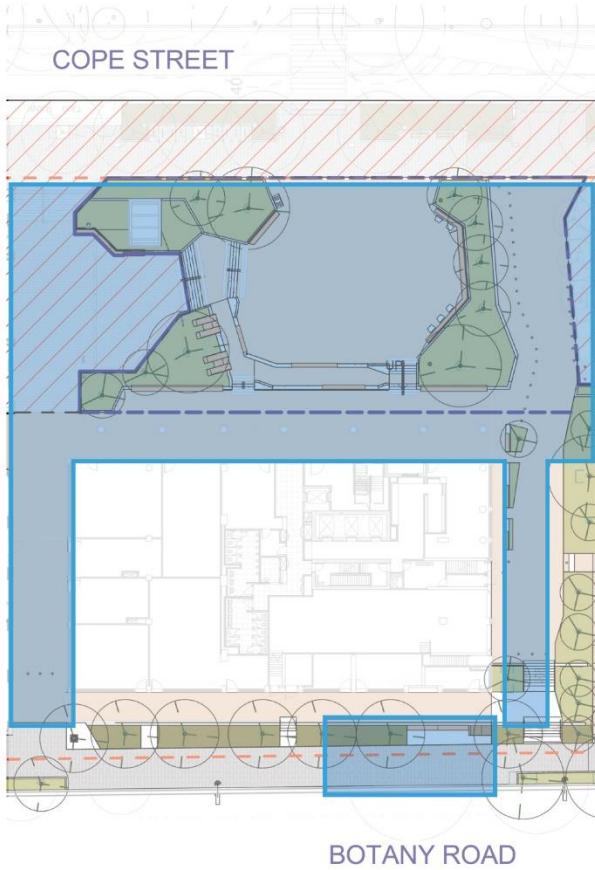
Iodized Aluminium can be replicated in frames for Artefact cabinetry.

PROPOSED ZONES – NORTHERN

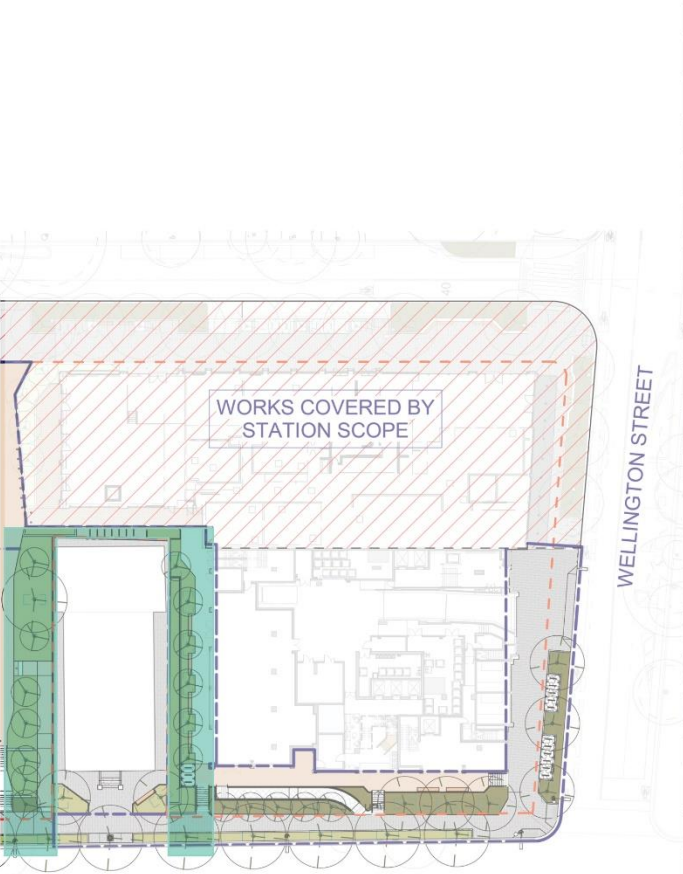


PROPOSED ZONE – CENTRAL

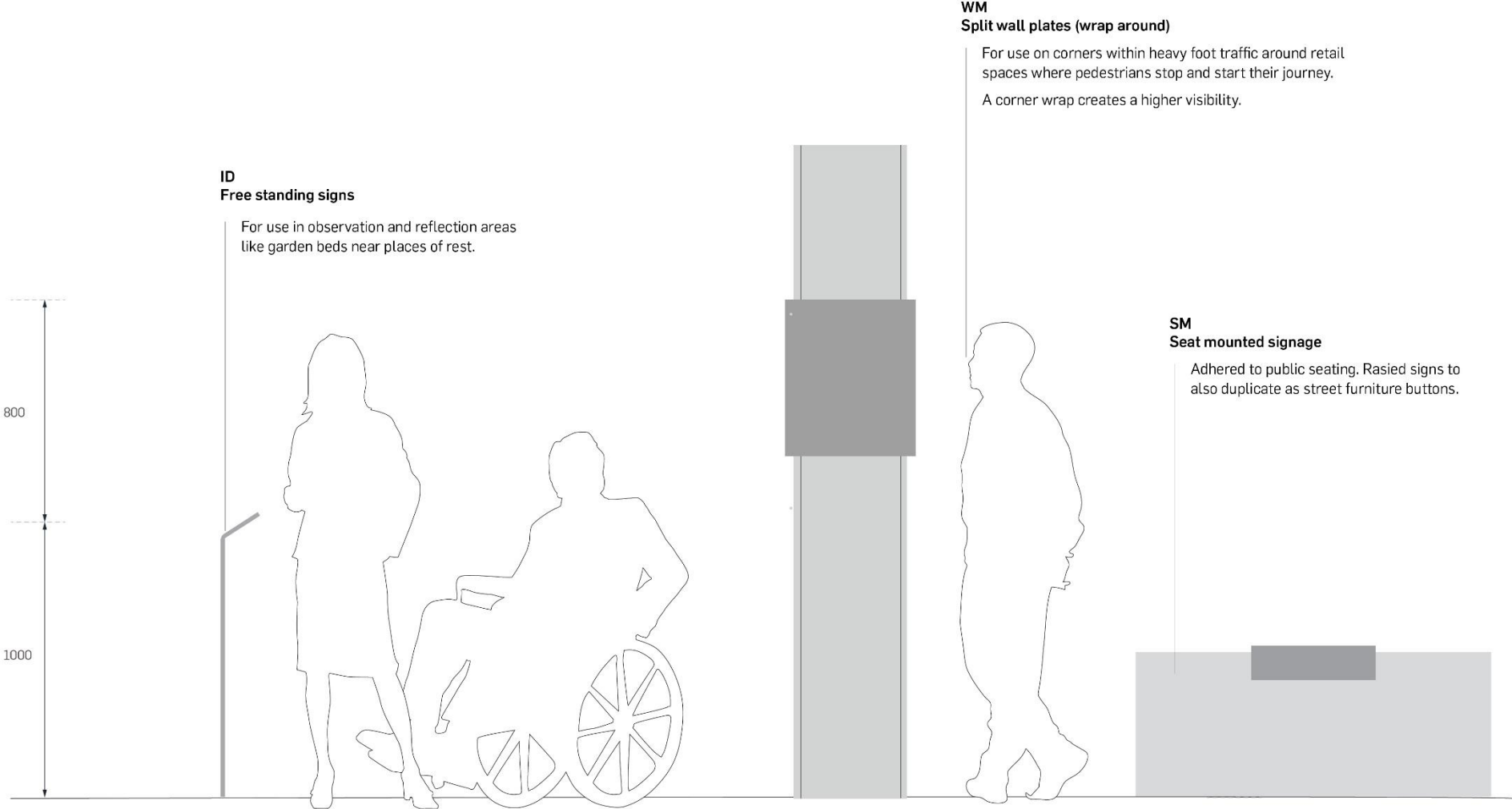
Interpretation signage



PROPOSED ZONES – SOUTHERN



SIGNAGE HEIGHTS



CONCLUSION



9.1 CONCLUSION AND NEXT STEPS

This Interpretation Plan has been prepared to satisfy **Condition of Consent B45/B28/B40/B40 for SSDs 10437, 10438, 10439 and 10440.**

HERITAGE INTERPRETATION

***B45/B28/B40/B40** Within six months of commencement of works, the Applicant must prepare and submit to the satisfaction of the Planning Secretary a detailed Heritage Interpretation Plan generally in accordance with the Heritage Interpretation Strategy submitted with the EIS. City of Sydney Council should be consulted in the finalisation, adoption and implementation of the Heritage Interpretation Plan.*

In accordance with the above condition, this Interpretation Plan refines the recommendations of the approved Interpretation Strategy into a detailed plan to interpret the significance of the Waterloo Metro Quarter through creative, purposeful and integrated interpretive elements.

The following interpretive elements, as recommended in the Interpretation Strategy, have been developed in this Interpretation Plan:

- Interpretive signage
- Artefact displays
- Interpretive landscaping (with ASPECT Studios)
- Public art (by Aileen Sage Architects).

The interpretive elements have been developed in consultation with the project team and presented to the City of Sydney prior to submission to the Department of Planning and Environment.

The public art recommendation in the Interpretation Strategy has been developed separately by Aileen Sage Architects. The landscaping recommendation has been developed by ASPECT Studios in consultation with Urbis.

Following the approval of this Interpretation Plan by the Department of Planning and Environment, detailed/finalised designs, manufacture and installation of the interpretive elements should be undertaken to satisfy **Condition of Consent B46/B29/B41/B41 for SSDs 10437, 10438, 10439 and 10440.**

The following steps should be addressed:

- Further development of the recommended interpretation elements in Section 6.2, informed by stakeholder liaison and additional research where necessary.
- Development of a Detailed Design Package for all interpretation elements following the finalisation of public domain designs and sufficient progression of artefact cataloguing. This Detailed Design Package should provide finalised content, designs, materiality and locations for all interpretation elements to be implemented onsite, including the interpretation signage, artefact displays, interpretive landscaping, public art and recommended interpretation elements in Section 6.1.
- The Detailed Design Package will include ongoing consultation with the project team. The City of Sydney will also be consulted during as part of the detailed design process.
- Production of the interpretive elements for installation in conjunction with interpretive designers and the relevant professional manufacturers/fabricators (as engaged by the client).

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Aileen Sage, 2023. Waterloo Metro Quarter Detailed Public Art Plan.

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Australia ICOMOS, The Burra Charter.

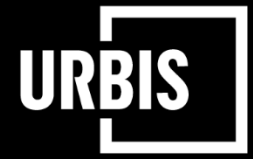
Hassell, 2020. Waterloo Metro Quarter Urban Design Report.

NSW Heritage Council, Interpreting Heritage Places and Items: Guidelines.

NSW Heritage Council, Heritage Interpretation Policy.

Urbis, 2020. Waterloo Metro Over Station Development Heritage Interpretation Strategy.





Darrienne Wyndham

From: Darrienne Wyndham
Sent: Friday, 25 August 2023 12:41 PM
To: council@cityofsydney.nsw.gov.au
Cc: Nairy Topouzian-JHG; Allie Cornish (nee Barnier); Ashleigh Ryan
Subject: Waterloo Metro Over Station Development (SSDs 10438, 10440, 10439 and 10437)
Heritage Interpretation Plan
Attachments: P0047541_WaterlooMetroOSD_HIP_F_Aug23.pdf

To whom it may concern,

Urbis have been engaged by Waterloo Developer, a joint venture of John Holland Group and Mirvac, to prepare a Heritage Interpretation Plan for the Waterloo Metro Over Station Development (OSD) (referred to as Waterloo Metro Quarter). The Waterloo Metro Quarter has been subject to four State Significant Development Applications approved by the Minister for Planning and Public Spaces in 2021. These SSDAs are as follows:

- Basement – SSD 10438
- Northern Precinct – SSD 10440
- Central Precinct – SSD 10439
- Southern Precinct – SSD 10437.

As part of the SSDA process for the Waterloo Metro Quarter, Urbis prepared an overarching Heritage Interpretation Strategy. Following approval of the four SSDs, two conditions of consent relating specifically to interpretation were issued:

HERITAGE INTERPRETATION

B45/B28/B40/B40 Within six months of commencement of works, the Applicant must prepare and submit to the satisfaction of the Planning Secretary a detailed Heritage Interpretation Plan generally in accordance with the Heritage Interpretation Strategy submitted with the EIS. City of Sydney Council should be consulted in the finalisation, adoption and implementation of the Heritage Interpretation Plan.

B46/B29/B41/B41 The Heritage Interpretation Plan is to be implemented prior to the issue of the final occupation certificate.

This Interpretation Plan has been prepared to satisfy Conditions of Consent B45/B28/B40/B40, delivered within six months of the commencement of works. As per the requirement of Condition B45/B28/B40/B40, please find the final draft of the Heritage Interpretation Plan above for your reference. The adoption and implementation of the Interpretation Plan will involve the development of a Detailed Design Package for all interpretation elements, which will include ongoing consultation with the project team and City of Sydney.

The Interpretation Plan has been prepared to satisfy this condition with consideration of the following:

- The 'commencement of works' in Condition B45/B28/B40/B40 has been interpreted as preliminary basement excavations. These initial excavations have occurred very early in a multi-stage project where the detailed designs are not yet finalised. A wayfinding/signage strategy is also yet to be developed.
- The Interpretation Plan is limited to the most recent design drawings and project documentation available (23 August 2023), which will evolve as the project progresses. Thus, the locations, typologies, materiality and designs for the interpretation elements cannot be confirmed at this stage.
- The archaeological investigations for the Waterloo Metro Quarter concluded in July 2023, with the cleaning, cataloguing and reporting program commencing in late July 2023. Information received from AMBS, the project archaeologists, indicates that the considerable size of the artefact assemblage requires at least six months of processing. Therefore, only limited/preliminary information about the artefacts was available to inform preliminary typologies for the artefact displays.

This Interpretation Plan satisfies Condition of Consent B45/B28/B40/B40 while working within these constraints. The Interpretation Plan provides a well-considered approach for interpretation at the Waterloo Metro Quarter, including detailed preliminary content, designs, materiality and zones for interpretation elements in the public domain in line

with the approved Interpretation Strategy. This includes preliminary typologies for artefact displays based on available information. The Interpretation Plan also recommends complementary landscaping elements to be developed with ASPECT Studios alongside the finalisation of the public domain design.

Following the submission of this Interpretation Plan to DPE, a Detailed Design Package will be developed including finalised content, designs, materiality and locations for all interpretation elements to be implemented onsite, including the interpretation signage, artefact displays, interpretive landscaping, public art and recommended interpretation elements in Section 6.1. The Detailed Design Package will include ongoing consultation with the project team and City of Sydney to develop and confirm content and designs.

Warm regards,

DARRIENNE WYNDHAM
CONSULTANT

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E dwyndham@urbis.com.au

**SHAPING
CITIES AND
COMMUNITIES**



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Urbis recognises the traditional owners of the land on which we work. Learn more about our [Reconciliation Action Plan](#).

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