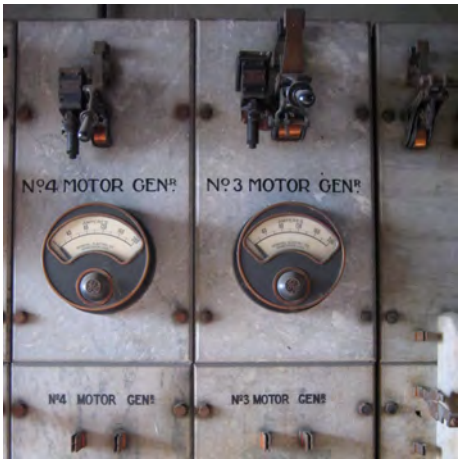
DESIGN 5

A R C H I T E C T S

BAYS WEST SUB-PRECINCTS
WHITE BAY POWER STATION AND ROBERT STREET

HERITAGE INTERPRETATION STRATEGY



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1 INTRODUCTION

1.1 Acknowledgement of Country

Design 5 – Architects would like to acknowledge the First Nation's Wangal and Gadigal peoples of the Eora Nation who are the traditional custodians of the land which this report covers. We acknowledge their connection to land, sea and community. We pay our respect to their Elders past and present and extend that respect to all Aboriginal peoples associated with this Country.

1.2 Background to this Report

Design 5 – Architects have been engaged by NSW Department of Planning, Industry and Environment (DPIE), to prepare a Heritage Interpretation Strategy

In 2015, the Bays Precinct Sydney Transformation Plan was released by the NSW Government. It established a strategy for the urban renewal of the Bays Precinct and outlined how its transformation can build on its heritage; support local communities; optimise maritime uses and support the growth of Sydney as an internationally competitive and globally relevant city.

Responsibility for delivery of the master planning process was previously given to Urban Growth NSW Development Corporation (now INSW) in 2015, including the preparation of a program strategic business case for the Bays West Master Plan (Bays West comprises Glebe Island, White Bay, White Bay Power Station and Rozelle Bay). This work was ceased by Government, and in 2020, the Department of Planning, Industry and Environment was given the lead responsibility for preparing a Place Strategy for Bays West, as well as developing the master plan for the precinct around the future Bays Metro Station which is referred to as the "White Bay Power Station (and Metro Station) sub-precinct" located at the head of White Bay.

The *Bays West Place Strategy*, was exhibited during Q1 2021 and finalised on 15 November 2021. The Bays West Place Strategy builds upon previous urban renewal work in the wider Bays Precinct and creates a long-term vision for Bays West to be delivered over time. This is a vision for a connected and vibrant precinct that is an innovative and sustainable new place for living, working and recreation. The Bays West Place Strategy is accompanied by technical documents including the the *Strategic Place Framework* and *Urban Design Framework*.

The *White Bay Power Station Conservation Management Plan* (CMP) prepared by Design 5 – Architects is also relevant to this report. The CMP identifies and describes why a place is important (cultural significance) and then proposes an action plan, policy or strategy to keep that importance (conservation policy) and manage it into the future.

1.3 Aims of the Heritage Interpretation Strategy

The aim of having a Heritage Interpretation Strategy for the precinct is to:

- Respond to the Master Plan and guide the preparation of further plans and designs to convey and interpret the significance and the history of the precinct.
- Open new perceptions and perspectives so that people are inspired to visit and experience the place. This report will also aim to recommend methods to communicate the historic significance of the site.
- Acknowledge the Aboriginal cultural heritage values of the precinct and provide strategy to interpret the Aboriginal cultural values relevant to the site.
- Identify themes and provide recommendations for interpretation material
- Identify and recommend locations for the interpretation of the themes identified where possible.
- Identify and recommend how the Interpretation Strategy is to be implemented.

1.4 Approach

Integral to the reuse of the Bays West precinct will be the respect, acknowledgement and celebration of the rich and layered history of the place. Existing and historic structures in the precinct, including the White Bay Power Station, former rail lines and landscape topography offer dramatic and genuine opportunity to display and convey heritage places in a meaningful way. The National Trust of Australia describes the philosophical approach of an Interpretation Plan below.

> *The principal aim of interpretation is not instruction, but provocation. The place should be presented as a space for public discourse and invite the visitor to share the excitement of thinking about the past, the present and the future. The visitor experience should thus be one of discovery or inspired insight. The local visitor should experience a degree of self-revelation while those from further afield should enjoy a richer insight into the place, the State and the country.*
>
> *Interpretation should aim to present the whole rather than a part. It should resonate with voices that encourage open-minded consideration of different perspectives. The interpretation should celebrate the significance of the place by promoting the exploration of knowledge and ideas and by providing a dynamic forum for discussion and reflection. When challenging convention and encouraging debate, the interpretation may sometimes be controversial but never dull.*
>
> *Interpretation is not mere information - it is revelation based upon information. But the information upon which it is based must be thematically organised, based on rigorous research and specific to each place. The interpretation should aim to relate to the place being displayed to something within the visitor.*
>
> *Interpretation is an art, which combines many arts. Interpretive techniques should be appropriate to the place and the various, or multiple, audiences. They should reflect a contemporary perspective and clearly distinguish themselves from the historic fabric, artefacts or reality. They should be imaginative, reflecting the best in creativity and ingenuity.*
>
> *There are, however, many options for interpreting a place. There is no single right way. The philosophical approach outlined above should be used to explore all the options.*

A range of other opportunities exist for conveying the significance of this place to all user groups. These can be as simple as images or pictures; however these alone will not engage the imagination as effectively as other methods might. We consider that in order for the interpretation to be meaningful and engaging, it needs to be an integral part of the design of the space or element it is attached to and where possible it needs to be embedded in the fabric of the place itself. This approach is consistent with the use of the buildings as interpretative elements, as described above. This should be combined with the use of artworks, images, words and if appropriate, plaques, to provide a range of communication methods for the stories of the place.

1.5 The Place

While the Bays West Place Strategy and its supporting framework documents consider the bays holistically, the plans identify eleven sub-precincts. The Heritage Interpretation Strategy will focus on two sub-precincts including White Bay Power Station and Robert Street shown in **Figure 1.5.2.**

As detailed in the Bays West Place Strategy, the potential for White Bay Power Station (and Metro) precinct and Robert Street precinct are detailed below:

> ***1 White Bay Power Station (and Metro)***
>
> *This area is central to the renewal of the precinct holding both the White Bay Power Station and the Metro Station. This zone will be a key activity centre for the precinct, providing events, services, and infrastructure for existing and new communities. It will be a nexus of connection between other sub-precincts and the adjacent suburbs, while providing a new regional open space connecting White Bay Power Station and the head of White Bay.*
>
> ***2 Robert Street***
>
> *Providing a key interface to the Balmain Peninsula, and the port zone at White Bay, the Robert Street sub-precinct will be a permeable interface that respects this key transition point into the new Bays West. It will open up new access points into the precinct that benefit from engagement with heritage elements, the foreshore, and the new regional park adjacent to White Bay Power Station. There is an opportunity to develop Robert Street itself into an attractive and welcoming approach to the White Bay Cruise Terminal.*

Figure 1.5.1: Location of White Bay *(source: SIX Maps)*.

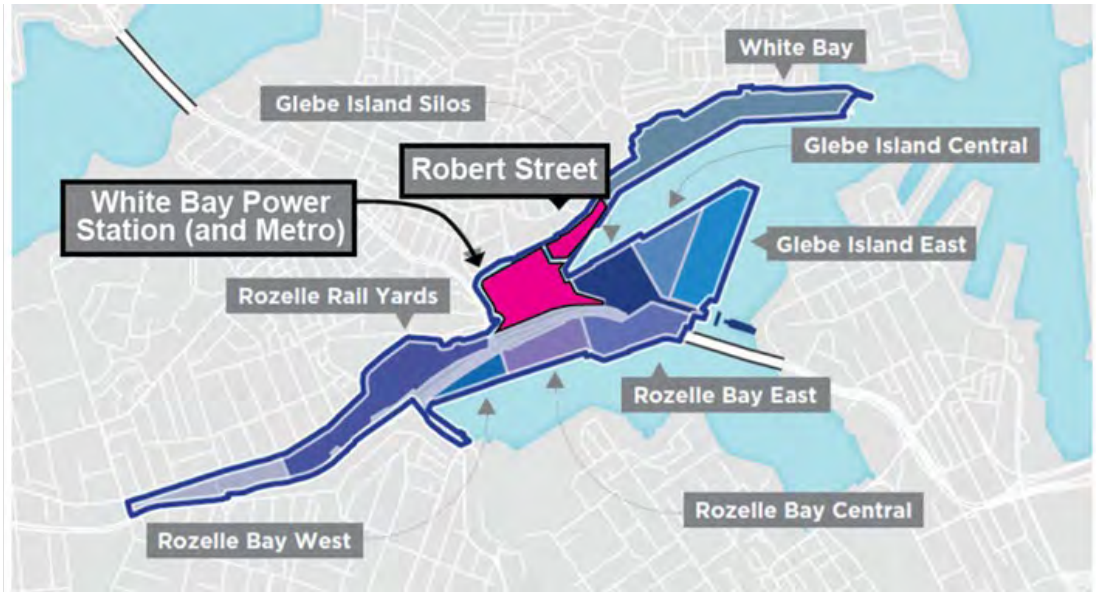

Figure 1.5.2: Place Strategy White Bay and Robert Street Sub-Precincts context. Sub-Precincts boundaries are from the Place Strategy (November 2021) and are subject to changes as detailed planning and design work is undertaken as sub-precincts are masteplanned.. (Courtesy DPIE).

1.6 Author Identification

This report was written by Robert Gasparini of Design 5 – Architects with assistance from Lian Wong and Gilberto Polla of Design 5 – Architects.

All photographs used in this report are taken by Design 5 – Architects unless noted otherwise.

1.7 Acknowledgements

The assistance of several people in the preparation of this report is appreciated including staff at DPIE, Cox Architecture and Turf Design.

Design 5 will also acknowledge the work of Thylacine Design and Project Management whose earlier report, *White Bay Power Station, Interpretative Plan and Opportunities*, dated March 2017 is referred to and acknowledged in this report.

All other references and images used in this report are acknowledged in the footnotes.

1.8 Limitations

This Heritage Interpretation Strategy is limited to the subject precinct and the structures within it. It is noted that the suggested content of this Interpretation Strategy is indicative and may be subject to amendment prior to the preparation of the Interpretation Plan or the implementation of it. The suggested use of media, historical images and information contained in this report will be subject to further development by those involved with the implementation of the Interpretation Plan.

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1.9 Definitions

The terminology in this report follows definitions detailed in The Burra Charter and include the following:

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

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups.

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

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

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

Preservation means maintaining the fabric of a place in its existing state and retarding deterioration.

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

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

Adaptation means modifying a place to suit the existing use or a proposed use. Use means the functions of a place, as well as the activities and practices that may occur at the place.

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

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

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

2 INTERPRETATION GUIDELINES AND OBJECTIVES

2.1 Heritage Guidelines

This Interpretation Plan has been prepared in accordance with the NSW Heritage Manual, the NSW Heritage Branch *"Interpreting Heritage Places and Items Guidelines"* 2005 and the Australia ICOMOS Burra Charter 2013.

The Burra Charter defines interpretation as "*all ways of presenting the cultural significance of the place*." (Article 1.17). Places of significance should ideally speak for themselves, and in many ways, the retention, adaptation of buildings will achieve this. Many aspects of the place's history and significance, however, would remain hidden without some additional form of interpretation. Interpretation may be a combination of the treatment of the fabric (e.g. maintenance, restoration, reconstruction); the use of and activities at the place; and the use of introduced explanatory material.

Article 25 Interpretation, further states that "*The cultural significance of many places is not readily apparent, and should be explained by interpretation. Interpretation should enhance understanding and engagement, and be culturally appropriate.* "

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

Ingredient 1: Interpretation People and Culture:
Respect for special connections between people and items.

Ingredient 2: Heritage Significance and Site Analysis:
Understanding the item and convey its significance.

Ingredient 3: Records and Research:
Use existing records of the item, research additional information, and make these publicly available (subject to security and cultural protocols).

Ingredient 4: Audiences:
Explore, respect and respond to the identified audience

Ingredient 5: Themes:
Make reasoned choices about themes, stories and strategies

Ingredient 6: Engaging the Audiences:
Stimulate thought and dialogue, provoke response and enhance understanding

Ingredient 7: Context:
Research the physical, historical, spiritual and contemporary context of the item, including related items, and respect local amenity and culture.

Ingredient 8: Authenticity, ambience and Sustainability:
Develop interpretation methods and media which sustain the significance of the items, its character and authenticity.

Ingredient 9: Conservation Planning and Works:
Integrate interpretation in conservation planning and in all stages of a conservation project

Ingredient 10: Maintenance, Evolution and Review:
Include interpretation in the ongoing management of the item; provide for regular maintenance, evaluation and review.

Ingredient 11: Skills and Knowledge
Involve people with relevant skills, knowledge and experience.

Ingredient 12: Collaboration
Collaborate with organisation and the local community.

2.2 Interpretation Themes

There are several themes that relate to the precinct and its evolution and development over time. There are also contextual storylines that link the precinct with the broader local area. The following table outlines the NSW Historical Themes that can be relevantly applied to the White Bay Power Station and Robert Street Precincts. Local themes identified are themes that can present the strongest narrative due to its physical presence, extensive representation in the historic record, high historic significance or its level of local importance[1].

National Theme	NSW State Theme	Local Themes to White Bay	Notes
2 Peopling Australia	Aboriginal cultures and interactions with other cultures.	Early occupation Contact between Aboriginal and European Communities	Activities associated with maintaining, developing, experiencing, and remembering Aboriginal cultural identities and practises, past and present;
2 Peopling Australia	Migration	Early occupation Contact between Aboriginal and European Communities Working in the public service Working in industrial complexes Wharf side and Port Work Culture	Activities and processes associated with the resettling of people from one place to another (international, interstate, intrastate) and the impacts of such movements
3 Developing local, regional and national economies	Agriculture	Food supply Food storage and transport	Activities relating to the cultivation and rearing of plant and animal species, usually for commercial purposes, can include aquaculture
3 Developing local, regional and national economies	Commerce	Food supply and storage Working maritime industry	Activities relating to buying, selling, and exchanging goods and services
3 Developing local, regional and national economies	Environment – cultural landscape	Reclamation and connection with water Aboriginal land management	Activities associated with the interactions between humans, human societies, and the shaping of their physical surroundings
3 Developing local,	Industry	Factory, workshop, depot,	Activities associated with

[1] Acknowledgement is made to the NSW Heritage Office for the identification of themes for research.

National Theme	NSW State Theme	Local Themes to White Bay	Notes
regional and national economies		industrial Maritime industry Steel manufacture Changing 19th Century industry to 20th Century industry.	the manufacture, production, and distribution of goods
3 Developing local, regional and national economies	Technology	Power and electricity generation Mass Transport	Activities and processes associated with the knowledge or use of mechanical arts and applied sciences
3 Developing local, regional and national economies	Transport	Establishing transport Infrastructure Transporting and storing goods Wharfage and global export	Activities associated with the moving of people and goods from one place to another, and systems for the provision of such movements
4 Building settlements, towns and cities	Towns, suburbs and villages	Late 19th Century subdivision of Balmain and Rozelle	Activities associated with creating, planning and managing urban functions, landscapes and lifestyles in towns, suburbs and villages
4 Building settlements, towns and cities	Land tenure	Developing roles for government - public land administration, providing public transport, conserving cultural heritage, building and operating public infrastructure, building and administering rail networks, administration of land	Activities and processes for identifying forms of ownership and occupancy of land and water, both Aboriginal and non-Aboriginal
4 Building settlements, towns and cities	Utilities	Technologies for electrical supply Rail, tram and domestic users.	Activities associated with the provision of services, especially on a communal basis
5. Working	Labour	Working class	Activities associated with work practises and organised and unorganised labour
7. Governing	Defence	Defending Australia – troops leaving for war	Activities associated with defending places from hostile takeover and occupation

2.3 Audience

An essential part of an effective interpretation strategy is to understand the target audience for the site and main users. As part of any Interpretation Plan, research should be done to fully understand the audience for the intended interpretation and to ensure that the desired outcomes can be achieved.

The Master Plan has identified a range of proposed reuse opportunities for the site including community-based facilities, public library, outdoor recreation, public parks, mass transport station (Metro) bus interchange, commercial uses, residential and ground level activation. Interpretation will therefore need to target a diverse range of people who have different levels of background knowledge and interests which will influence how interpretation is presented. Interpretation should also aim to not only target identified user groups but also aim to increase the types of users to the area. The anticipated user groups and audience for the interpretation may include, but not limited to:

High level of assumed knowledge ↕ Low level of assumed knowledge

- Entertainment: Public who are attracted to the place for entertainment, shops, meals, cultural activities, or recreation. These audiences could be all times of the day and night and may not have any background knowledge or pre-conceptions of the area.
- Commuters: Transport uses from the future Metro station and bus stops.
- Tourists: Tourists and visitors from the Sydney region and beyond exploring the nearby area of White Bay, including the broader Sydney. People may not have much background knowledge of the area or its significance.
- Temporary worker: Delivery and maintenance workers who need to enter the site periodically. They may enter the site and buildings including non-public areas. These people do not stay for long and may not visit parks or public areas.
- Broader community: People from other suburbs may be drawn out of curiosity at first or may use if for recreation, passing through (active transport), commuting or work.
- Staff and workers: Staff and workers employed within the precinct or immediately adjacent to it. Access will include all areas including non-public spaces.
- Special Interest: Those who have a specific interest in the site's history and the heritage values of the site and Sydney generally. Use may be limited to the external areas as well as heritage buildings. This audience group may be visiting several sites close by including adjacent precincts as public access is opened. This audience is likely to have a moderate or high degree of background knowledge of the area and are more likely to linger and seek out heritage and interpretive features.
- Aboriginal audiences: Aboriginal audiences may be a cross section of all audience groups but may seek out culturally relevant material and interpretation within the area in a way that defines this audience as a separate category.
- Former workers: People who formerly worked at the Bays and are curious to revisit and experience how the place has changed and evolved. This type of visitor may be rare based on the length of time substantial port activities and power station have ceased on the site.
- Established residents: Local users may have a connection to the place and using it for recreation, commuting / transport, shopping or other businesses.

3 HISTORICAL DEVELOPMENT

3.1 Brief Historical Overview

Much of the study area encompasses land that has been created by reclamation, or that has been heavily modified from the natural environment and topography. The destination defined as White Bay, including land around White Bay Power Station, and the eastern portion of Rozelle Bay and stretching up to the White Bay Cruise Terminal, is mainly composed of reclaimed land dating from the mid-19th to the early and mid-20th century. The historic evolution of the place may be defined in several phases:

- Pre-1788
- 1800 Land Grants and Early Noxious Industry
- 20th Century Maritime Industrial and Export
- Modern Post-Industrial

3.1.1 Pre-1788 Contact

Prior to 1788, the area was wooded and rocky with small bays at the edge of the flooded river valleys. The place was inhabited by First Nation's Gadigal and Wangal people of the Eora Nation. The place is saltwater country and abundant resources where ceremony and culture have long been enacted.

Governor Phillip was only able to give a rough estimate to Lord Sydney in May 1788 and he thought that there could be less than 1500 in the immediate area. However, later estimates place this figure much higher. Whatever the number of local Aboriginal population prior to 1788, it was decimated by the outbreak of smallpox in 1789, an epidemic that spread throughout the population.

Figure 3.1.1.1: Watercolour drawing entitled 'Slaughterhouses. Glebe Island. H.G. Lloyd 1863.' The White Bay Power Station site would be to the left of the road leading towards Glebe Island.[2]

[2] Mitchell Library Small Picture File

3.1.2 Land Grants and Noxious Industry

In 1800, Governor John Hunter granted 550 acres to William Balmain giving the name to the area (refer to **Figure 3.1.2.1**). The land was transferred to John Gilchrist the following year for five shillings. Subdivisions were slow to develop in most of Balmain due to land and title disputes.

In the early 1830s, noxious industries were forced out of Sydney to locate in the area including tanneries, copper smelting, pig yards and tobacco works. The most significant was the Glebe Island Abattoirs in 1850s which further attracted industries such as soap factories and candle makers. The Government Abattoirs were a heavy source of pollution within the Bays and by the 1870s, local protests led to a Commission of Inquiry for its closure.

Figure 3.1.2.1: Part of map dated circa 1834. Site of White Bay Power Station circled.[3]

Documentary evidence of foreshore reclamation and the flattening of Glebe Island exists from as early as the 1840s with construction of the causeway connecting the mud flats to Balmain; but extensive work to flatten the island to its modern form took place in the early 20th century. Similarly, other parts of the Bays including Harold Park, Jubilee Park and Wentworth Park were created and former creeks channelled.

With the spread of industry along the shoreline in the mid 19th century, there was considerable pressure to subdivide the land for housing to accommodate workers that served the local industries. By 1855 subdivision was well established at the head of White Bay which was still a mud flat. Around 1890, the mud flat to Glebe Island was reclaimed and the land at the head of the bay set aside for a public reserve. Land reclamation also created deeper water berths replacing early jetties such as those in White Bay and Rozelle Bay.

[3] Department of Lands and Property Information. Sourced CMP).

Figure 3.1.2.2: 1883 Map of the Municipality of Balmain showing White Bay with sand flats, creek and reclaimed land. The White Bay Power station is overlaid by Design 5[4].

3.1.3 Early 20th Century

The late-19th century up to the mid-20th century is considered the peak period for maritime industrial land use activity within Sydney Harbour; a period where there was the need for wharfage and related industrial activity close to the city. Some industrial uses, including the abattoirs on Glebe Island, and timber joinery works and later the Unilever plant along Balmain East, predate this period.

The Unilever Brothers Factory operated further north along White Bay from 1885 to 1988 and occupied a large part of the White Bay foreshore. In 1900, the Unilever Factory produced the first cake of Sunlight soap in Australia and was a major employer in Balmain. These earlier industrial uses have largely been removed for residential development while some buildings remain.

The Rozelle Rail Marshalling Yards occupy reclaimed land that was once part of the estuary to Rozelle Bay and cutting back the nearby escarpment. The rail lines were approved in 1914 to solve the congestion of the freight train network particularly at Darling Harbour so they could move independently of passenger trains.

The marshalling yards were crucial for connecting the State's freight rail network with Sydney Harbour ports and international shipping. The Rozelle Rail Yards are associated with the freight line that connected Dulwich Hill on the Bankstown line to Rozelle and Darling Harbour Yard, finishing at Sydney Yard (Central). The extension of the rail yards to Glebe Island and White Bay were the stimulus for industrial development including the export wheat trade and power generation with the development of White Bay Power Station. Industrial development was further supported by the opening of the Glebe Island Bridge in 1903 (**Figure 3.1.3.1**).

[4] CMP: Higinbotham, Robinson & Harrison's 1883 map. WBPS CMP 2013. p.27.

Figure 3.1.3.1: Glebe Island Bridge in 1910 – image cropped.[5]

Figure 3.1.3.2: Quarrying at Glebe Island for Wheat Silos. White Bay completed to Stage 1 visible in the background together with the steel mill and locomotive shed.[6]

The Glebe Island grain terminal was established in 1917. In 1926, extensive wharfage for timber shipment with rail connections were built by the Sydney Harbour Trust. Glebe Island was used for grain storage, maritime warehousing, port and a container terminal in the later 20th century. The current silos were constructed in the early 1970s with demolition of the original 1917 silos in c.2000.

The White Bay Power Station (WBPS) was constructed for the Department of Railways (prior to the Electricity Commission of NSW) and was operational between 1917-1983. The WBPS was initially built in two stages dating from 1917 for the northern half and 1928 for the southern half. The initial phase included realignment of Victoria Road and rail connections under the then newly built Victoria Road bridge, c1913 and subterranean water coolant channel which extends through the WBPS and connects White Bay and Rozelle Bay.

The next phase for White Bay Power Station was renewal of machinery and some buildings, which was also undertaken in two phases; 1953 and 1958. The 1950s works replaced the northern Boiler House and construction of new buildings including the Coal loader and Control Room. Internal

[5] NLA. Accessed 11/11/21: http://nla.gov.au/nla.obj-138926580
[6] undated but likely 1919. SLNSW

modifications were made to existing buildings for new equipment. The WBPS continued to produce electricity until its closure in 1983 and later listed on the State Heritage Register.

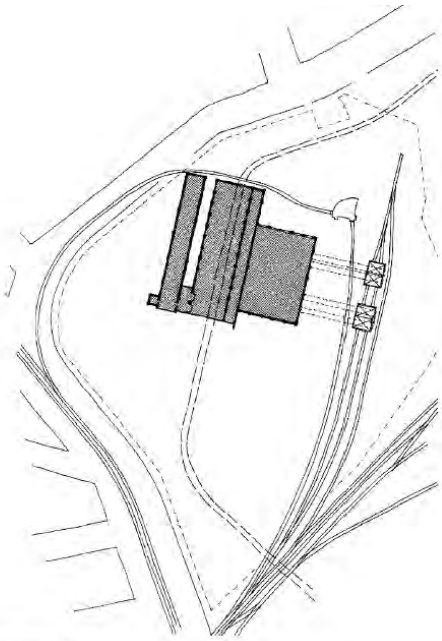


Figure 2.6.8.1
White Bay Power Station – Phase 1
as completed in 1917

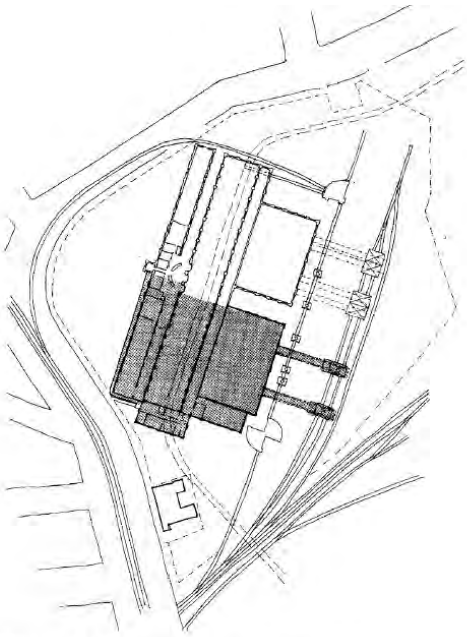


Figure 2.6.8.2
White Bay Power Station – Phase 2
as completed in 1928

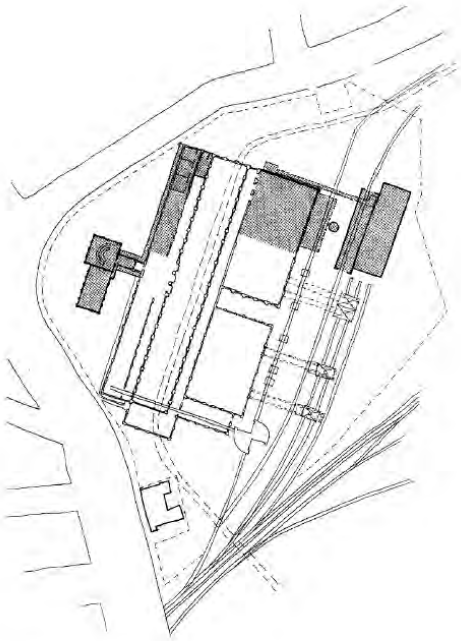


Figure 2.6.8.3
White Bay Power Station – Phase 3
as completed in 1953

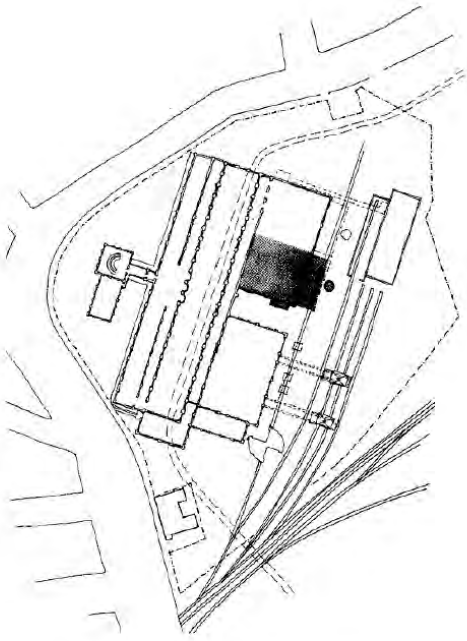


Figure 2.6.8.4
White Bay Power Station – Phase 4
as completed in 1958

Figure 3.1.3.3: Phases of construction of the White Bay Power Station.[7]

[7] Design 5 – Architects. *White Bay Power Station Conservation Management Plan*. Section 2.6.8 Evolution of White Bay Power Station. Page 39

Figure 3.1.3.4: White Bay looking east taken from the WBPS. c.1920s. Image show White Bay Steel Works on the left and the grain silos in at Glebe Island.[8]

Figure 3.1.3.5: View from Glebe Island (likely form grain silos) toward White Bay.[9]

[8] NSW State Archives
[9] NSW State Archives

Figure 3.1.3.6: Aerial view of head of White Bay showing White Bay Power station in the foreground circa 1930s.[10]

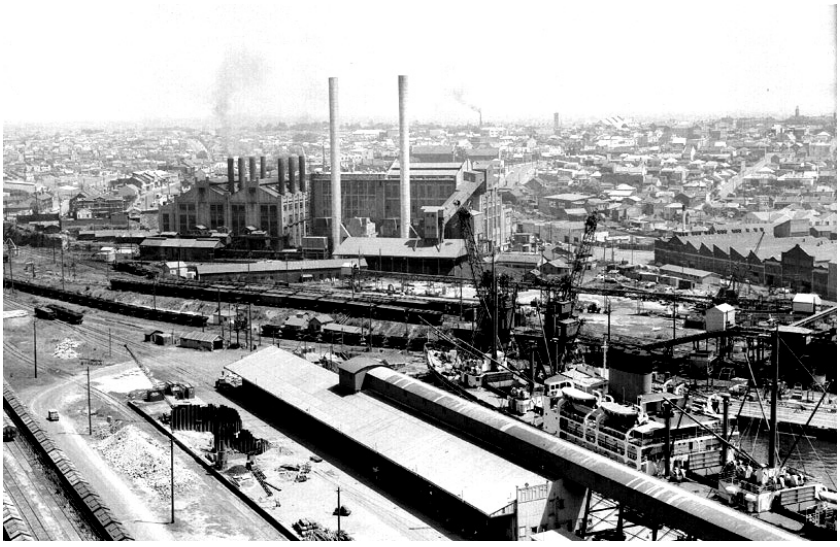


Figure 3.1.3.7: White Bay Power Station and White Bay Hotel (left) from the top of Glebe Island Wheat Silos, c. late 1950s.[11]

3.1.4 Post Industrial phase

The Rozelle rail line operated up until the redevelopment of Darling Harbour in the mid-1980s as commercial and tourist area, when the section of Balmain to Sydney Yard was closed.

The White Bay Power Station was last operated extensively in 1982 and was finally decommissioned in 1983. The power station was stripped most of its machinery except those elements specifically identified for heritage conservation. The Sydney Harbour Foreshore Authority purchased White Bay Power Station from Pacific Power in June 2000 and is currently managed by Place Management NSW under DPIE. A Conservation Management Plan (CMP) was prepared for the place in 2004 and updated in 2013. A number of open days have been held in at the Power Station over the past two decades which has drawn large interest from locals, former workers and other interested groups.

[10] City of Sydney Archives SRC352 source White Bay Power Station CMP.
[11] Pacific Power. Source CMP.

3.2 Chronology History

Detailed historical development of the area is provided in the Conservation Management Plan and the Bays West Strategic Place Framework. The following chronology is intended as a brief historic overview of the main historic phases.

	Pre-European occupation
Pre-1788	Place inhabited by First Nation's Gadigal and Wangal people of the Eora Nation. Saltwater country with abundant resources where ceremony and culture have long been enacted. The area was wooded and rocky with small bays at the edge of the harbour.

Figure 3.2.1: Original 1788 foreshore line in blue overlaid with current map. (Source: Design 5 and Bays West Strategic Place Framework).

	Land Grants and Noxious Industry
1800	Original grant by Governor John Hunter to William Balmain of 550 acres. Subdivision slow to develop in most of Balmain due to land disputes.
1830s	Noxious industries moved from Sydney to the area, including tanneries, copper smelting, pig yards and tobacco works.
1840s	Earliest documentary evidence of foreshore reclamation and the flattening of Glebe Island, with construction of causeway connecting the mud flats to Balmain. Further works to flatten the island to its modern form took place in the early 20th century.
1855	Subdivision was well established around the head of White Bay which was still a mud flat.
1860s	The Governments Abattoirs are officially opened. Their opening encourages more industry on the island, including timber merchants, ship builders and tanneries that used the harbour for their effluent. Toll bridge connecting Pyrmont and Glebe Island opened in 1861. The bridge was built of blackbutt timber and named 'Blackbutt Bridge.'
1880s	Balmain dominated by working class residences located close to industry.
1890s	Lever Brothers Soap Factory and the Sunlight Oil Works along White Bay. Most of Balmain built as housing.

Figure 3.2.2: Evolution diagram of the precinct in 1840s to 1890s with foreshore lines overlaid with the current map. (Source: Design 5 and Bays West Strategic Place Framework).

1895 Some reclamation of east shoreline of Balmain for Lever Brothers industrial facilities producing Sunlight Soap.

1899 Reclaimed land at the head of White Bay set aside as a reserve for public recreation.

Early 20th Century

1903 Glebe Island Bridge opened, replacing the earlier Blackbutt Bridge.

Figure 3.2.3: Evolution diagram of the precinct in 1900 to 1920 with foreshore lines overlaid with the current map. (Source: Design 5 and Bays West Strategic Place Framework).

1911 Construction begins on the first phase of White Bay Power Station.

1912 The Sydney Harbour Trust (later Maritime Services Board) planned broadside wharfage which included Glebe Island.

Metropolitan Meat Industry resolve to relocate abattoirs to Homebush.

1915 Quarrying commenced at Glebe Island.

1916 Opening of rail line connecting Dulwich Hill to Rozelle and Glebe Island, including establishment and opening of the Rozelle Marshalling Yard.

	Construction of the Victoria Road Bridge.
1917	First phase of White Bay Power Station completed, supplying power to Sydney's tram and railway.
1919	Rail tracks extended through Rozelle linking Pyrmont and Darling Harbour.
1917-21	Abattoirs at Glebe Island demolished. Grain silos built at Glebe Island. A total of 143 reinforced concrete silos were erected, plus a working house, power control station and improved wharfage.
1920s	Coal handling infrastructure established at White Bay. Viaduct built at head of Rozelle Bay for goods railway.

Figure 3.2.4: Evolution diagram of the precinct in 1920 to 1943 with foreshore lines overlaid with the current map. (Source: Design 5 and Bays West Strategic Place Framework).

1922	Second rail line connecting Darling Harbour with Rozelle through Glebe and Pyrmont opened.
1925	Grain silos complex expanded including rails and road links.
1928	Completion of the second Stage of White Bay Power Station.
1930s	Wharves 2 and 3 of White Bay developed for specialist bulk chemical shipping. The Great Depression slows development.
1939-45	Glebe Island becomes the main US Army depot in Sydney for disembarking and reembarking troops and handling supplies during WWII.

Figure 3.2.5: Evolution diagram of the precinct in 1943 to 1965 with foreshore lines overlaid with the current map. (Source: Design 5 and Bays West Strategic Place Framework).

Figure 3.2.6: 1943 aerial of the White Bay Precinct showing dense industrial development and railway connections. White Bay reclaimed by this date. (Source: Six maps)

1950s	Establishment of export coal and coal loading facilities at the head of White Bay.
1953	First stage of White Bay Power Station modernisation complete.
1956	Ownership of White Bay Power Station transfers to the Electricity Commission of NSW.
1958	Second stage of White Bay Power Station modernisation complete.
1950-60s	Container shipping introduced brings about significant changes to wharfage and facilities. Container shipping is established at Botany Bay reducing wharfage in Sydney Harbour.

1960s	Development of Botany Bay as a container terminal reduced the need for wharfage in Sydney.

Figure 3.2.7: Evolution diagram of the precinct in 1965 to 2917 with foreshore lines overlaid with the current map. (Source: Design 5 and Bays West Strategic Place Framework).

1967	Construction of wharves 4, 5 and 6 at White Bay by Maritime Services Board. Includes approximately 8 acres of reclamation and cutting back of the escarpment and dredging.
1970s	Changes to wharfage for containerisation.
1974	30 tall cylindrical concrete silos complete (current silos on Glebe Island).
	Post Industrial Phase
1983	White Bay Power Station decommissioned.
1984	Grain storage at Glebe Island ceased in favour of new facility at Port Kembla.
Mid-1980s	Darling Harbour redeveloped as commercial and tourist area; Rozelle to Sydney Yard (Central) rail line closed.
1988	Unilever relocated industrial operations away from Balmain foreshore.
1995	Anzac Bridge is opened providing a link between Sydney City and the suburbs to the west. Glebe Island bridge no longer used.
1999	White Bay Power Station added to NSW Heritage Register Original disused silos at Glebe Island Demolished.
2004	White Bay ceased operation as container terminal.
2008	Fire destroys White Bay Hotel (located on Victoria Road).
2013	White Bay Cruise Terminal opens.
2015	Bays Transformation Plan.
2021	Bays West Place Strategy public consultation.

4 HERITAGE STATUS AND SIGNIFICANCE

4.1 Heritage Items

The following heritage items inside the Precinct:

1. **White Bay Power Station**
   State Heritage Register (SHR), listing number 01015 (Heritage Act)
   NSW State agency heritage register, Listing number 74 (Heritage Act s.170)
   Sydney Regional Environmental Plan (SREP) No. 26 -City West, Sch.4/Part 3. Item #11.

2. **Sewage Pumping Station No. 7**
   S.170 (Sydney Water) No. 4571705. SREP no. 26 City West. Sch.4/Part 3: #4

4 **Beattie Street Stormwater Channel no. 15**
   S.170 (Sydney Water) #4570329

3. **White Bay Power Station (Inlet) Canal:**
   S1.70, listing #4560062

Heritage items outside the Precinct

12. **White Bay Power Station Outlet Canal:**
    S.170 listing #4560026

5. **Glebe Island Wheat Silos:**
   S.170 listing #4560016. SREP no. 26 City West. Sch.4/Part 3: Item #1.

9. **Glebe Island Dyke Exposure:**
   S.170 Sydney Ports listing #4560056.

11. **Anzac Bridge:**
    S.170 RMS listing #430518.

Figure 4.1.1: Heritage items in the precinct and adjacent to the precinct. (Source: Bays West Strategic Framework and Design 5).

4.2 Summary Significance of the Bays

The area known as Bays West, encompassing the former and current industrial sites in Rozelle Bay, Glebe Island and White Bay comprises a vast area and has played a substantial and crucial role in the development of Sydney's industrial and maritime past. The area retains strong historic and social values that are of exceptional significance to the growth of the city and of New South Wales more broadly. The area of Bays West has helped to shape the growth, development and evolution of neighbouring suburbs and retains a high level of social significance and attachment for local residences and former workers (White Bay Power Station, wharfage and rails uses). The precinct contains structures and landscapes of exceptional significance and intactness that embody Sydney's once thriving industrial and working harbour past.

The unique character of the Bays is a legacy of the vast area of largely intact pre-industrial structures and landscapes that exist there. Despite the diverse uses, each part of the Bays West precinct was inextricably reliant on each other for their siting, function and development, and together played a major role in the industrial growth of Sydney from the late 19th up to the late 20th century. The place contains structures and landscapes of exceptional significance and intactness that embody industry, power generation, working harbour and goods transportation. Today, this is represented through a rich and diverse variety of listed heritage items, ranging from large landmark status items such as the White Bay Power Station and the Glebe Island Grain Silos, to hard industrial wharf landscapes and other much smaller and more discreet elements.

The White Bay Power Station is landmark and destination within the precinct and the surrounding community and future uses that are compatible and respect the significant elements and attributes of the place should be encouraged.

4.3 Heritage Items inside the Precinct

4.3.1 White Bay Power Station

Location: Robert Street, Rozelle

Listings

- State Heritage Register (SHR), listing number 01015 (Heritage Act)
- NSW State agency heritage register, Listing number 74 (Heritage Act s.170)
- Sydney Regional Environmental Plan (SREP) No. 26 -City West, Sch.4/Part 3. Item #11 .

Figure 4.3.1.1: State Heritage Listing Boundaries for White Bay Power Station.

Statement of Significance

The following Statement of Significance is quoted from the White Bay Power Station CMP, 2013:

White Bay Power Station was the longest serving Sydney power station and is the only one to retain a representative set of machinery and items associated with the generation of electricity in the early and mid-twentieth century. It retains within its fabric, and in the body of associated pictorial, written archives and reports and oral history recordings, evidence for the development of technology and work practices for the generation of electrical power from coal and water. This development of power generation at White Bay contributed to the expansion of the economy of Sydney and New South Wales.

As a result of its remarkably intact survival, it retains the unique ability to demonstrate, by its location, massing, design, machinery and associated archives, the influence and dominance that early power-generating technology exerted on the lives and urban fabric of inner cities in the first half of the 20th century. The extant items within the surviving operational systems are of an impressive scale and exhibit a high degree of creative and technical achievement in their design and configuration. They encompass all aspects of the generation of electrical power, and represent all phases from the inter-war period through to the more sophisticated technologies of the mid 20th century. They are of exceptional technical significance with research potential to yield information not available from any other source.

Aesthetically, White Bay Power Station contains internal and external spaces of exceptional significance. These spaces include raw industrial spaces of a scale, quality and configuration which is becoming increasingly rare and which inspire visitors and users alike. Externally, it is a widely recognised and highly visible landmark, marking the head of White Bay and the southern entry to the Balmain Peninsula and its industrial waterfront. It retains a powerful physical presence and industrial aesthetic and is the most important surviving industrial building in the area.

White Bay Power Station has strong and special associations and meanings for the local community, for former power station workers and for others who have used the site, and is of high social significance. It is a potent symbol of the area's industrial origins and working traditions, aspects of community identity that are strongly valued today by both older and new residents. It is one of the few surviving features in the area that provide this symbolic connection.

It is the only coal based industrial structure, dependent on a waterside location to survive adjacent to the harbour in the Sydney Region. It also forms part of a closely related group of large scale industrial structures and spaces (White Bay Container Terminal, Glebe Island Silos, Container Terminal and Anzac Bridge) which along with the White Bay Hotel, define a major entry point to the city from the west.

It is of exceptional structural significance to the State of New South Wales.

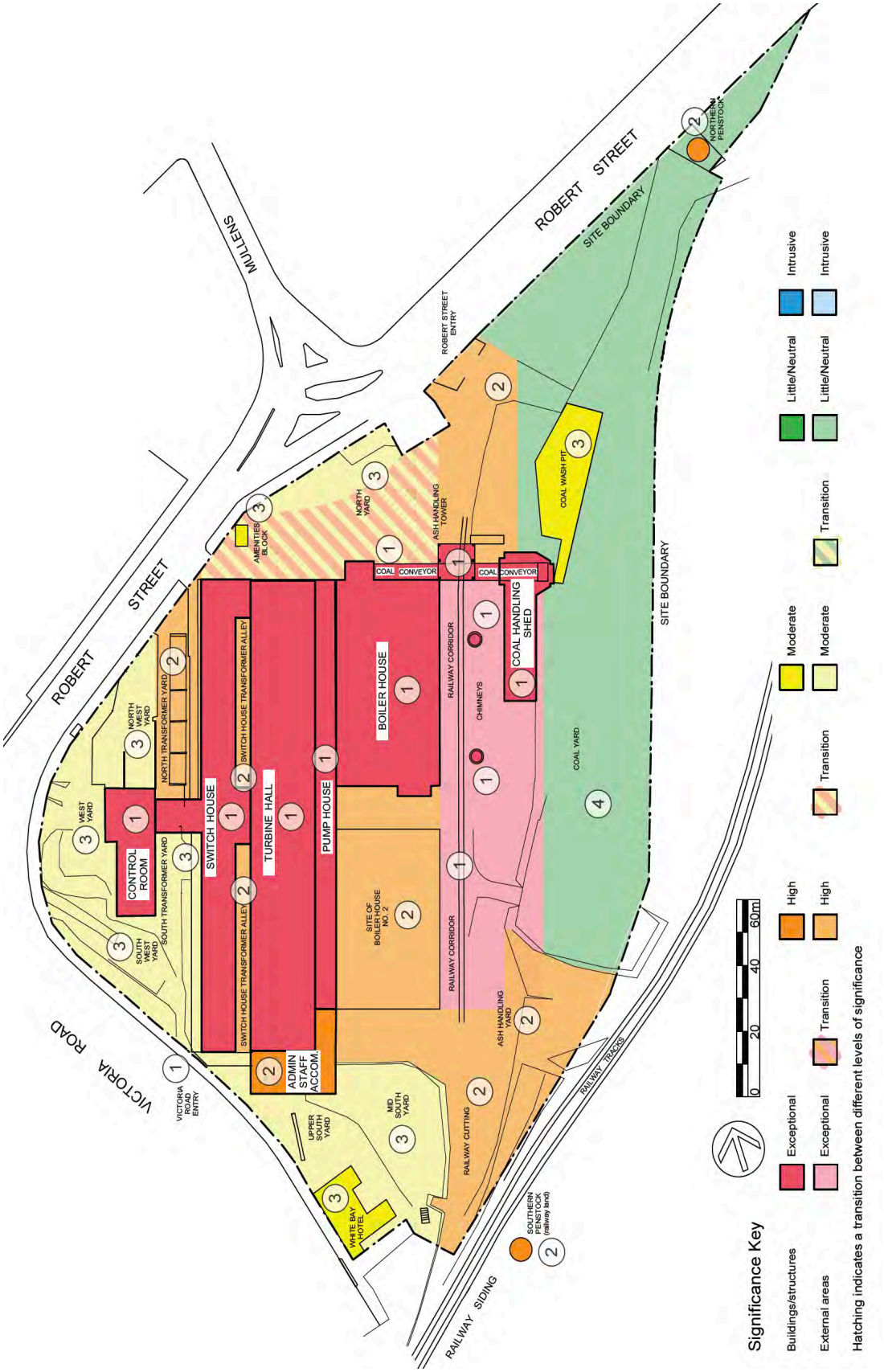
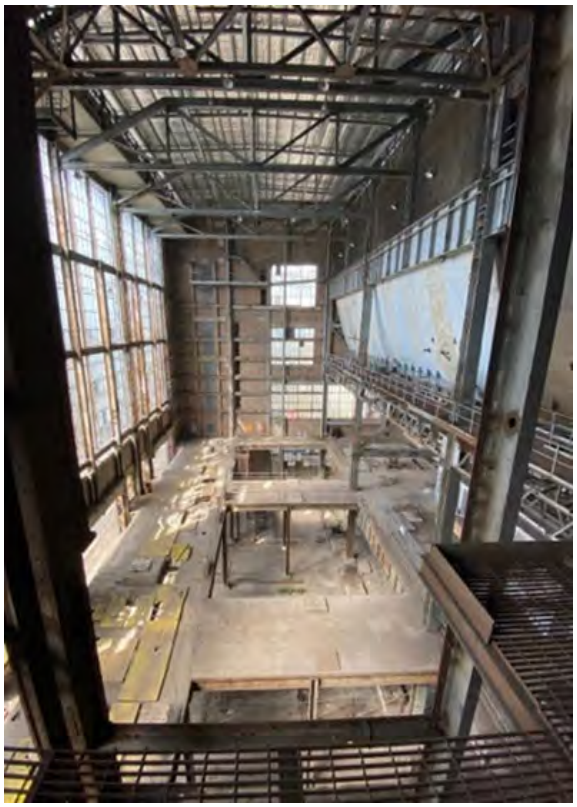


Figure 4.3.1.2: White Bay Power Station, Significance diagram. (CMP 2013).

Fgure 4.3.1.3: Turbine Hall looking north

Fgure 4.3.1.4: White bay Power Station from White Bay



Fgure 4.3.1.5: Boiler House looking south

Fgure 4.3.1.6: Control Room.

4.3.2 Sewage Pumping Station No. 7

Robert Street, Balmain

Listings

- SREP 26 listing no. 4
- S.170 (Sydney Water) No. 4571705.

Statement of Significance

Statement of Significance is quoted from the NSW Heritage Database:

Figure 4.3.2.1: Aerial View of showing the location of the Sewer Pumping Station. (*Base plan: SIX Maps).*

SP0007 is of historic, aesthetic and technical/research significance. Historically it was part of an original network of twenty low level sewage pumping stations constructed at the end of the 19th century to serve Sydney. The station along with the construction of the Bondi Ocean Outfall Sewer (ten years earlier) formed a part of the major advance in the protection of the public health of Sydney by ending the discharge of sewage into the Harbour. They were built as a direct response to the outbreaks of Enteric Fever (Typhoid) which plagued Sydney from the 1870s to 1890s and the recommendations of the Sydney City and Suburban Health Board (which was established by the NSW Government in 1875 to report on the best means of sewage disposal) which proposed the establishment of outfall sewers. Aesthetically it is a good example of a small-scale industrial building designed in the Federation Queen Anne style. In its surviving fabric SP0007 reflects the importance of Federation Period public utilities, which is evident in the technical excellence of the overall design, traditional construction techniques and craftsmanship such as the stone dressings and tuckpointed brickwork. Due to its prominent position in Roberts [sic] Street, the station contributes to the local cultural landscape. The pumping station is also technically significant for its continual use nearly a century after its introduction as a low level sewage pumping station as originally designed and constructed, apart from mechanical and electrical modifications. It has educational and interpretation potential to reveal information about sewage pumping engineering and in architectural taste in a period when utilitarian buildings were given as much careful attention as public buildings. Due to its highly prominent location in Roberts Road [sic], the station makes a valuable contribution to the townscape and cultural landscape of Rozelle. Its aesthetic significance could be enhanced by reconstructing the slate roof.

Figure 4.3.2.2: View of the Sewage Pumping Station 7 from Robert Street (Google Street View)

4.3.3 Beattie Street Stormwater Channel no. 15

Location

Robert Street, Balmain

Listings

S.170 (Sydney Water) #4570329

Historical Notes

The following historical notes are quoted from the Sydney Water S.170 listing[13]:

Figure 4.3.3.1: Aerial View of showing the location of the Beattie Street Stormwater Channel no.15. (*Base plan: SIX Maps).*

Prior to 1890 the watercourses which served to carry stormwaters were almost entirely in their natural state. The extremely unhealthy conditions prevailing during this time led the Secretary (i.e. Minister) of Public Works of the time, the Hon. Bruce Smith MLA., to propose a separate system of stormwater channels to be built in order to achieve sanitary conditions. He believed a stormwater system would in part relieve the dreadful state and would be able to be constructed much faster than a separate foul water sewer system. By 1897 nine stormwater drains had been built in accordance with this proposal. These were Beattie Street SWC, Dobroyd SWC, Rushcutters Bay SWC, Hawthorne Canal, Homebush Creek SWC, North Sydney SWC, Wentworth Park SWC, Munni Street Erskineville SWC and Iron Cove Creek extension. The Beattie Street stormwater system was constructed in 1893 and then transferred from the Public Works Department (PWD) to the Board in 1898. In 1935 the system was amplified after a series of flooding events within the catchment. The amplification section was upstream of Parsons Street and was carried out by the PWD under the 'Depression Make Work Scheme'. In 1954 the channel outlet was extended downstream by the Maritime Services Board as part of the redevelopment of wharves in the White Bay area.

Statement of Significance

The following Statement of Significance is quoted from the Sydney Water S.170 listing:

Beattie Street SWC is one of a group of the first nine purpose built stormwater drains to be constructed in Sydney in the 1890's. Prior to this period the water courses which served to carry stormwater were entirely in their natural state and were receptacles of sewage from the large population which had settled in the suburbs. In 1890 the then secretary (minister) for Public Works, the Hon. Bruce Smith, MLA., appalled at the extremely unhealthy conditions prevailing at the time, proposed a separate system of stormwater drains be built to help alleviate the problem. By 1897 nine had been built, including Beattie Street, which was completed in 1893.

Beattie Street SWC is of heritage significance because it is a good example of one of the earliest stormwater channels and additionally it helped improve public health in the 1900's.

The operational curtilage of Beattie Street SWC includes the channel bed, walls & coping. The visual curtilage of the channel will vary along the channel length depending on surrounding land uses. The visual curtilage is limited by the fact that the stormwater channel is located predominantly below ground. A small section of the channel is open between Roberts Road [sic] and Parson Street. The open section of the channel can only be observed from the roadway and is flanked by industrial properties.

[13] Sydney Water. Beattie St Stormwater Channel No.15 https://www.sydneywater.com.au/water-the-environment/what-we-are-doing/heritage-conservation/heritage-search.html

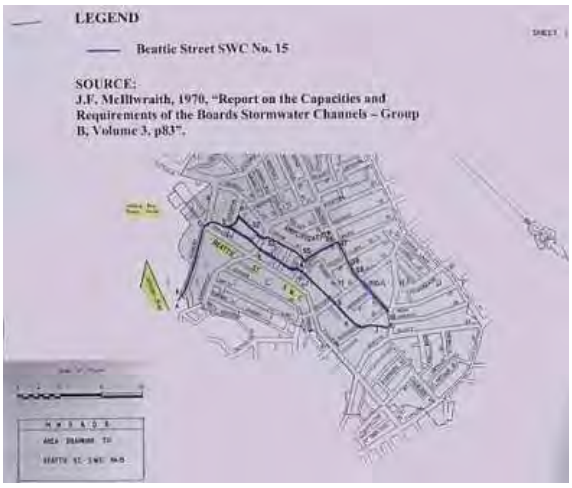


Figure 4.3.3.2: Map showing the extent of the water channel. (Heritage Division database).

Figure 4.3.3.3: Leichhardt Heritage collection.

Figure 4.3.3.4 Aerial view of head of White Bay showing White Bay Power station in the foreground. circa 1930s. Arrow shows the water channel along Robert Street. (City of Sydney Archives SRC352 source CMP)

Figure 4.3.3.5: Cropped 1930s image showing the water channel.

Figure 4.3.3.6: View of the stormwater channel north of Robert Street looking south toward the White Bay Power Station. (Heritage Office database. Date unknown but likely around 2001).

Figure 4.3.3.7: Photo looking south from the park above Robert Street. (Design 5, 2017).

4.3.4 White Bay Power Station (Inlet) Canal

Listings

S170 (Sydney Ports Corp), no. 4560062

Location: White Bay

Figure 4.3.4.1: View toward White Bay Power Station from White Bay. The arrow indicates the location of the inlet canal.

Figure 4.3.4.2: Aerial View of showing the location of the inlet canal. (*Base plan: SIX Maps).*

Significance

The significance of the canal is derived from the significance of the White Bay Power Station complex. The canal is an integral part of the White Bay Power Station and its cooling system.

The location and opening of the canal was altered in 1951. The original location for the inlet canal was further north as illustrated by the red shading on the drawing below and the new inlet shown blue. The change in location is believed to be related to the upgrading of Balmain coal loader and conveyor foundations. The plans suggest that the original inlet canal (in red) was filled in.

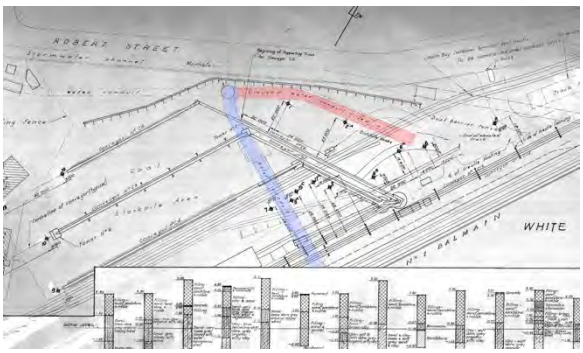


Figure 4.3.4.3: Extract of 1951 plan of Coal Loader with the old inlet canal shown red and the 1951 shown blue connecting to the northern penstock.

Figure 4.3.4.4: 1943 Aerial showing the open water coolant canal north of the northern penstock. (SIX Maps)

Figure 4.3.4.5 (left): Inlet canal is part of the coolant water system shown red on the plan above (Plan by Design 5).

4.4 Heritage Listed Items Outside the Precinct

4.4.1 White Bay Power Station Outlet Canal

Listings

S.170 Sydney ports Corp. item no. 4560026

SHFA item no. 4305018

Historical Notes

The White Bay Power Station was originally constructed by the Department of Railways prior to the establishment of the Electricity Commission of NSW under the Electricity Commission Act 1950. The Commission was established at a time of crisis in the electricity supply industry, to acquire and operate the major power generating organisations then in existence and to weld them into one system capable of supplying the bulk needs of the electricity distributing organisations in the state and other bulk users, notably the Department of Railways.

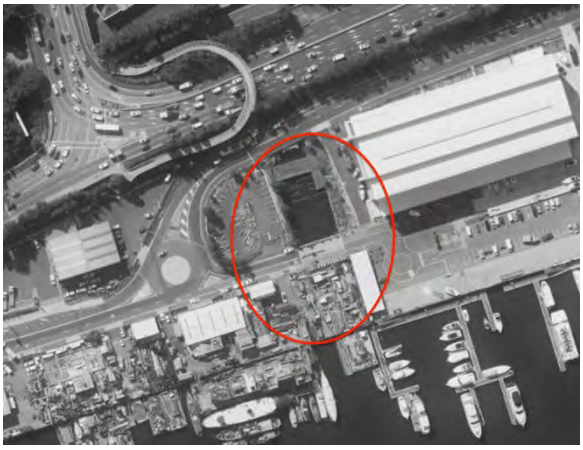


Figure 4.4.1.1: Aerial View of showing the location of the White Bay Power Station Outlet Canal. (*Base plan: SIX Maps).*

Construction of the White Bay Power Station began in 1913 and was completed in two stages, 1917 and 1928. At that time the Government Railways Act of 1912 empowered the Department of Railways to undertake the supply of electricity in bulk to distributing bodies for general purposes. The canal was built in the early part of this period.

Statement of Significance

The following Statement of Significance is provided on the NSW Office of Environment and Heritage Database for this item:

The significance of the canal is derived from the significance of the White Bay Power Station complex. The canal is an integral part of the White Bay Power Station and its cooling system. The canal now also forms part of the ecosystem of the White Bay and Black Wattle Bay areas [for the Statement of Significance for White Bay Power Station

Figure 4.4.1.2: Photograph from James Craig Road

Figure 4.4.1.3: Photograph of the outlet canal opening near Rozelle Bay (Design 5, 2018)

4.4.2 Glebe Island Wheat Silos

Listings

S.170 listing #4560016.

SREP no. 26 City West. Sch.4/Part 3: Item #1.

Historic background

Figure 4.4.2.1: Aerial View of showing the location of the Glebe Island Wheat Silos. (*Base plan: SIX Maps).*

By 1916 the need to replace shipment of wheat in bags with bulk handling was urgent. A mouse plague and the necessity to hold large quantities of grain due to the threat to shipping during World War I led to construction of the principal storage facility at Glebe Island between 1917 and 1921.

By the 1950's horizontal silos were replacing vertical ones and the Grain Elevators Board was established. Record wheat harvests and the post war growth led to further expansion in the 1960's and in the 1970's other grains were also handled and capacity was doubled. However, in 1984 Glebe Island ceased operation as a grain storage terminal when a new facility at Port Kembla became the major grain export site for NSW.

In the 1960's when containerisation was introduced, Sydney faced a port capacity problem. Pressure arose to develop Botany Bay for the container trade. The increasing move to containerisation of cargoes, which are now predominantly handled at Port Botany, enabled a series of wharf closures in Sydney Harbour. In the 1980's the development of new terminals at Port Kembla also led to the transfer of coal and grain exports away from Sydney Harbour.

In 1994 part of the silo complex was modified for cement storage, with the remainder used for sugar storage. A comprehensive development strategy outlined in the Glebe Island /White Bay Master Plan was adopted at the end of the 20th century. In 1999 – 2000 disused silos at Glebe Island were demolished as part of this strategy to make more productive use of the land. (Extensive testing had shown that the original block of silos was in poor condition and could not be renovated). More than half the 110,000 tonnes of concrete in the silos buildings was recycled for use as road base in the Port precinct. The rest was sold. The demolition freed approximately 3 hectares for Port use.

Statement of Significance

The wheat silos at Glebe Island have local heritage listing. We consider the silos are of state significance due to:

- Scale and size of silos in the Sydney region.
- Former use as main export wheat terminal significant to the state.
- Their scale and prominent location have made them a Sydney landmark.

The following Statement of Significance is provided on the NSW Office of Environment and Heritage Database for this item as follows:

Glebe Island Grain Terminal is a seminal site in the development of the bulk wheat storage and export industry in Australia. As such it has a pre-eminent position in the historical development of one of Australia's most important primary industries. It was the first and most important of the port terminals and encompassed technologies that were specific to the industry and influential in the development of that industry throughout the country. The first construction phase is particularly noteworthy because of the circumstances of its wholly imported design and technological expertise.

The carefully planned and integrated system, by the 1930's , was considered to be one of the largest, most efficient and well planned installations of its type. The fabric contained within the site, although compromised by alterations and missing elements is capable of demonstrating and recording the evolution of the industrial processes that evolved over several decades. The silos, in particular are the most visible and easily interpreted elements of that former use and form a

powerful and well known landmark. The site also has significance for its associations with, and demonstration of, Commonwealth and State government initiatives. (McPhee, Thorpe, Stuart 1994).

Figure 4.4.2.2: View from Anzac Bridge pedestrian path

Figure 4.4.2.3: View of the Silos from west approach in September 2000.[14]

Figure 4.4 .2.4: View study for the Glebe Island Silos[15]

[14] National Library of Australia, September 2000.[14] Accessed 10 April 2018 http://nla.gov.au/nla.obj-146054063
[15] Bays West Urban Design Framework – Viewsheds – Glebe Island Silos

5 ANALYSIS OF THE PLACE

5.1 The site and context

The subject precinct is a very large one. A photographic survey was made from both the water and from the land and a selection of these images are included here. The site and its precinct were studied to identify and understand evidence of its evolution. While the site has major landmark in the form of the White Bay Power Station, the remainder of the site also contains rich evidence of former structures and elements related to former uses. Considerable evidence was found relating to the following:

- Evidence of original landform and the cut and fill of later developments
- Evidence of tooling and cutting of stone face of the stone face escarpment at the site of the former White Bay Hotel reflecting the technology and pattern of development
- Evidence of rail network
- Evidence of water coolant canals including intake at White Bay and circular penstocks at the north and south end of the site
- Evidence of former removed structures
- Circa 1903 pumping station survives on Robert Street
- Evolution of other industry adjacent to the site, particularly that fronting Robert Street
- Evolution of worker housing in neighbouring suburbs including Rozelle and Balmain
- In ground evidence of cable tunnels and other infrastructure
- No visible evidence of below ground evidence of piling and land reclamation but this is very clear in the documentary record.

Figure 5.1.1: View along the rail corridor toward White Bay

Figure 5.1.2: View along the rail corridor looking south.

Figure 5.1.3: View looking toward the White Bay Power Station from the head of White Bay.

Figure 5.1.4: View looking from the head of White Bay to the north toward the Glebe Island and the Harbour Bridge.

5.2 Character

It was clear during this analysis that the of the precinct that it has a distinctive character which goes beyond the mere analysis of physical evidence or aesthetic qualities but is nevertheless crucial to an understanding of its values and importance to the broad area and the city. Elements of this character can be summarised as follows:

- Dramatic scale of the White Bay Power Station that still dominates the surrounding areas and lower scale dwellings.
- The tactile and material qualities of the White Bay Power Station as a former and disused industrial edifice that still dominants the surrounding area.
- Nearby small-scale working-class housing form the mid and late 19th century to the early 20th Century in Rozelle and Lindfield.
- Large flat areas of cleared former industrial uses and concreted areas.
- Visual connections to landmarks including the White Bay Power Station, The Glebe Island Silos and the Anzac Bridge.
- Clear visual linkages beyond the precinct of the site including to the Harbour Bridge along White Bay and to the City.

5.3 Views

Views to the site are studied extensively within preceding reports including the White Bay Conservation Management Plan, The Bays West Place Strategy and associated technical documents. Main views to the site of White Bay include:

- Anzac Bridge approaches: East elevation of the White Bay Power Station and the chimney stacks.
- Harbour Bridge and Observatory Hill: View to the White Bay and associated landmarks including the White Bay Power Station and Glebe Island silos.
- Glebe Point Road: view to the chimney stacks (interrupted by later port buildings).
- Johnson Street: View to the south elevation of White Bay Power Station and chimney stacks.
- Victoria Road: View to the west elevation of the Power station, and the layered building composition of the Control Room, Switch House, Turbine Hall, Boiler House and the chimneys.
- Mullins Street: Local views from Rozelle and dramatic change in scale.

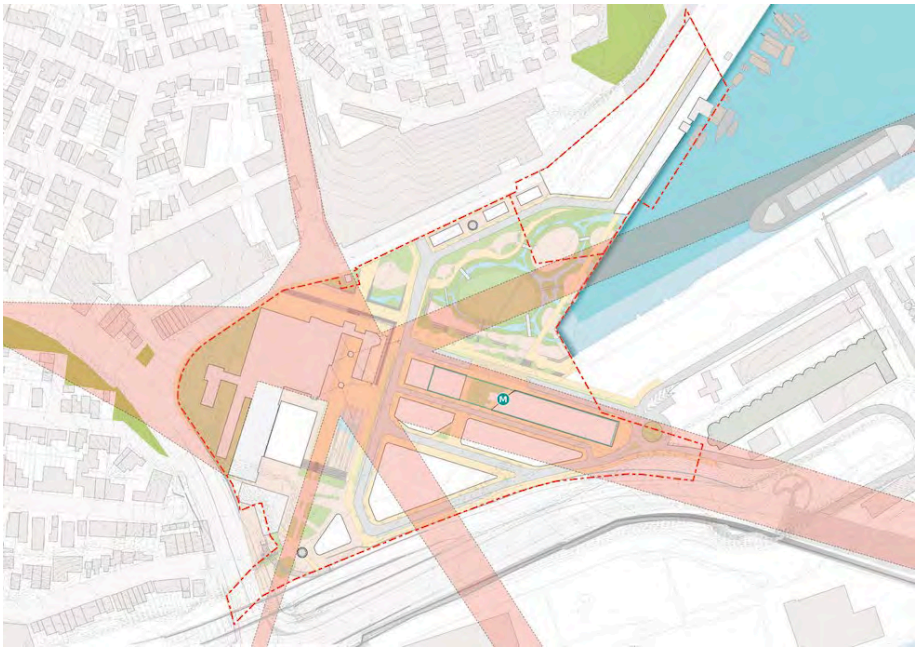


Figure 5.3.1: Viewsheds to White Bay Power Station.[16]

[16] Image source: White Bay Power Station and Robert Street Sub-Precincts Draft Urban Design Framework and Concept Master Plan.

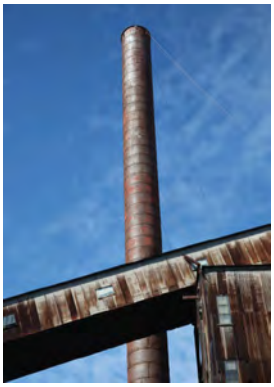
5.4 Materials

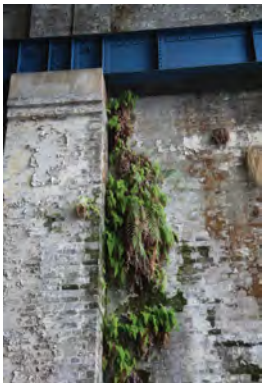
Buildings and structures:

- Former industrial buildings including the White Bay Power Station - stone, brick, iron/or timber structure, corrugated iron
- Chimneys consisting of silver painted and rusted steel
- Developing infrastructure (changing landscape)

Aprons:

- Large flat areas of concrete aprons
- Foundations of former structures with rusted steel and concrete
- Roads including bitumen and concrete surfaces
- Dramatic sandstone cutting at the base of the former White Bay Hotel
- Natural environment creeping back including growth of vegetation, weeds, plants and trees





6 INTERPRETATION THEMES

6.1 Aboriginal Pre-Contact

The area has been subject to extensive modification since European arrival, and the majority of the White Bay Power Station Precinct has been assessed by Artefact Heritage (Bays Precinct Preliminary Aboriginal Heritage Assessment August 2014) as having moderate archaeological potential, with no archaeological potential in the southeast third. There are no recorded Aboriginal sites within the precinct.

> *The northern third and southwest third of the White Bay Power Station Precinct are situated within the landform of the original shoreline. The original landform would have been rock hills, close to freshwater and coastal resources, making it an optimal site for Aboriginal occupation.* (Bays Precinct Preliminary Aboriginal Heritage Assessment August 2014)

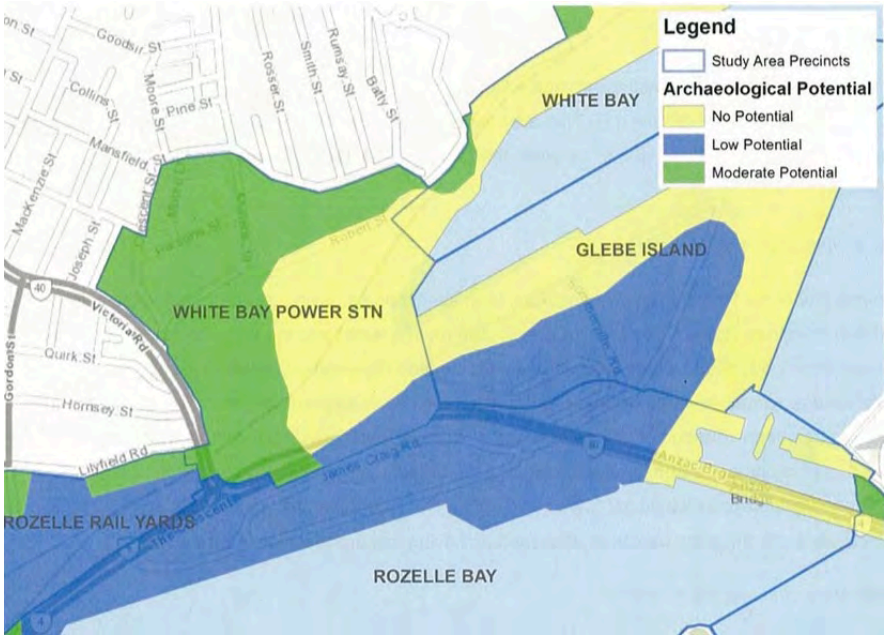


Figure 6.1.1: Map of archaeological potential, from the Bays Precinct Preliminary Aboriginal Heritage Assessment, prepared by Artefact Heritage, August 2014.

In addition to the above, reference is made to the Bays West Connecting with Country Framework that was prepared by Bangawarra. Their report provides information and knowledge of Country but also an outline of the ways that Country can continue to be embedded in the future of the bays. It is worth noting that as Bangawarra acknowledge that "*It doesn't matter how much you develop the land, change it or build upon it, Country is still here, and it is still vitally important to Aboriginal peoples and the future of our cultures.*" In this sense, notions of Country stretch beyond colonial contexts of archaeological potential but is far more complex and intangible.

The relevance for interpretation is critical and is subject to specialised study and consultation with Aboriginal stakeholders. This report acknowledges that opportunities exists for Aboriginal stories, culture and values to be expressed and embedded within the site and is also acknowledged in the Master Plan and interpretation. The Bangawarra report identifies six Place Stories that are quoted below. The following excerpt is taken from the Bays West Place Strategy, March 2021:

> ***Place Stories***
>
> *Country is not a static entity and Bays West has had significant waves of evolution. As Country changes and evolves, it retains its own enduring spirit that lives on now and into the future.*
>
> *The Bays West area has seen drastic changes over the past 100,000 years, transformations that are well documented in the oral Ancestral stories of local Aboriginal peoples.*

The Sydney D'harawal stories of the Boomatjaril, Parradowee and Booambilyee in particular reference three evolutions of the 'harbour':

- *Over 125,000 years ago, higher sea levels meant the original land areas of Bays West were lower-lying relative to sea level.*
- *During the last ice age, the surrounding peninsulas and Glebe Island formed escarpments to the lower river valley (now the bottom of Sydney Harbour).*
- *When the harbour flooded again at end of the ice age, the water level relative to adjacent peninsulas and Glebe Island returned almost to its current state, with the 'island' being accessible across the mud flats at low tide from Balmain Peninsula.*

This Place Strategy has identified themes that speak to the enduring nature of this Country. This place has long been one of coexistence and healing, with a strong relationship to water and an abundance of resources provided by Country. Communities have been resilient and ingenious in their care for Country and their use and management of infrastructure and interconnected systems. This spirit of Country can inform the next phases for Bays West.

The pace of change in Bays West and surrounding areas has dramatically accelerated since European occupation. These waves of change are also directly linked to the establishment and expansion of Sydney.

While change has accelerated, the themes identified as the spirit of Country have ongoing relevance. These themes have underpinned many of the stories and features of Bays West as we know it today. In many cases, there is clear evidence that not understanding and responding appropriately to Country has had negative effects in Bays West. The lessons drawn from the evidence can inform the next steps and evolution of the area, allowing us to embrace a greater understanding of Country and embed this within the Bays West of the future.

Details on the place stories of Bays West are provided in the draft Connecting to Country framework located in the supporting draft Urban Design Framework. This includes stories relating to:

- *coexistence and healing;*
- *water;*
- *what country provides;*
- *infrastructure and interconnectedness; and*
- *resilient communities.*

This report acknowledges the ongoing work to develop Connecting with Country themes in consultation with stakeholders and consultants to find opportunities that are specific to White Bay Power Station and the Robert Street sub-precincts.

6.2 Drowned River Valley

Sydney Harbour is considered a drowned river valley characterised by steep banks carved Sydney sandstone eroded by water. At the end of the last glacial period, the sea advanced and drowned the major river valley. Areas along Sydney Harbour became tidal zones and developed into sandy coastlines, peat and mudflats. Heath and woodland forests capped the ridges while creeks lines tracked rainwater from what is now known as Balmain and Rozelle. Natural systems evolved to slow and filter water and developed interlinked ecosystems of flora and fauna.

Figure 6.2.1: David Moore Photography. Sydney Harbour from 16,000 feet – 1966.

The area has been subject to extensive land reclamation that has de-naturalised the creek lines. In addition, the site has also been subject to heavy pollution from past industry, land clearing and channelling of natural waterways and infilling former estuaries. Large parts of the site, including the White Bay Power Station are vulnerable to inundation by stormwater from upstream catchments, particularly by the overland flow from Rozelle, known as the Beattie Street stormwater channel. As a result, the Master Plan proposes to raise and re-grade the ground levels around the White Bay Power Station to enable management of water catchment within the Power Station site and immediate surrounds. Complicating this is the impacts of sea level rise due to climate change which will transpire over longer periods of time.

Documentary evidence of foreshore reclamation and the flattening of Glebe Island exists from as early as the 1840s with construction of the causeway connecting the mud flats to Balmain; but extensive work to flatten the island to its modern form took place in the early 20th century. Interpretation opportunities resulting could are detailed in **Section 8**.

Opportunities for interpretation may include:

- Interpret natural ecosystems and estuaries in the public parks and shorelines.
- Use of indigenous plants and trees.
- Interpret the use of the land and management of it by Aboriginal peoples.

Figure 6.2.2: Indication of the original foreshore of White Bay and Blackwattle Bay prior to land reclamation.

6.3 Establishment of Industry

Prior to 1800, there was little evidence of any substantial development in the area. The earliest grants in the area were made between 1790 and 1820. In 1800, Governor John Hunter granted 550 acres to William Balmain giving the name to the area. In the early 1830s, noxious industries were forced out of Sydney to locate in the area. The most significant industrial development of this period was the establishment of the Glebe Island Abattoirs during the 1850s. This acted as a catalyst to closer settlement in the area causing more industrial concerns to be established along the bays. These included soap factories, candle makers and other noxious industries. The wastes from these establishments, particularly the Abattoirs, fouled the foreshores and estuaries. After resident campaigns, the abattoirs were eventually moved to Homebush, but the water access and areas of newly claimed land continued to attract other industries.

Further north of Robert Street precinct, early industries included the John Booths Balmain Sawmill in 1854 (at the site of Birrung Park). The early years of the 20th Century are notable for the development of a heavy industrial presence, particularly at White Bay, in the form of the White Bay Power Station and grain storage facilities. Development in 1912 of the Lever Brothers sites (north of the subject precinct) to produce soap had also led to development of the area. In 1895, Lever Brothers opened a copra mill known as the Sunlight Oil Works. The plant grew rapidly and by 1900 was producing Sunlight soap followed by a range of other related products and by the mid-1950s, the Unilever factory at Balmain was employing 1,265 workers.

In the 1950s and 60s a coal loading wharf was established at the head of White Bay , however with the growing residential middle class, residential action groups protested over the continued industrialisation of the Bays including the establishment of the White Bay container terminal. From the 1960s onwards, resident campaigns had been directed at these issues and a number of industries moved elsewhere. The foreshores are now a mix of parks, industrial sites and vacant land.

Opportunities for interpretation include:

- Communicate the influence of industry on the growth and development of Rozelle and Balmain.
- Detail and communicate the connection and interdependencies that White Bay Power Station and Robert Street Precincts have with adjacent sites including Glebe Island, Glebe Island Bridge, the former Rozelle Railyards and the former Lever Brothers soap factory site north of the Robert Street precinct.
- The story of pollution and constant protest and lobbying by locals
- Communicate the impact of pollution and degradation of the natural environment during the early phases of industrial expansion.

6.4 Worker Housing

The site is located adjacent to two heritage conservation areas listed on the Leichhardt Local Environmental Plan 2013 including

- The Valley Heritage Conservation Area "C7"
- Hornsey Street Heritage

The historic development of housing in Rozelle and Balmain is detailed in the following from the Leichhardt Council description for the Valley Heritage Conservation Area:

> *By the 1880s the growth of industry, including noxious industry, in White Bay and along Whites Creek, made the south and east-facing slopes of the Darling Street ridge unattractive for a more affluent residential market. Those who could find employment in these industries would seek housing within walking distance, as public transport – then the horse drawn bus or later the steam tram – were too expensive. Canny speculators, such as Hancock (later Mayor of Balmain) sold to small builders who constructed very dense workers' housing for rentees or purchasers on small budgets. By 1891 a large part of this area had been built upon...*
>
> *The Valley 'Rozelle' Distinctive Neighbourhood is significant for its distinctive and largely intact mid-late 19th century residential built stock, reflecting the Victorian development of the Balmain peninsula.*
>
> *The Robert Street Industrial Neighbourhood represents a distinct pocket of industrial land within the Leichhardt Municipality and is an integral component of the maritime industrial precinct that includes Rozelle Bay, the Glebe Island silos, the White Bay Power Station site and the White Bay Cruise Ship Terminal.*[17]

The growth of the surrounding housing stock reflects the period between 1871 and 1891, with pockets of infill up to the end of the 1930s (ie prior to World War II). These surrounding areas were developed in close relationship with industry in the Bays precinct (both middle class and workers' housing), consisting of modest workers cottages. Around 1890, the mud flat to Glebe Island was reclaimed and the land at the head of the bay set aside for a public reserve. Sometime after 1910 the site was progressively resumed for the purposes of building the power station. It was cleared and construction of the power station began in 1912.

Opportunities for interpretation include:

- The interdependency between industry at the bays and the growth and development of local housing in the form of modest workers cottages and the development of the Victorian suburb.
- Living conditions and wages of industrial and maritime workers at the Bays.
- Pollution caused by industry and protests including those in 1960s.

Figure 6.4.1: c1912 photograph of work commencing on the site of the White Bay Power Station.
(Courtesy of PowerHouse Museum archive)

[17] Godden Mackay Logan. Area 12 "the Valley (Rozelle and Balmain)". Source: Inner West Council website.

6.5 Land Reclamation

As detailed in Section 3, evidence of foreshore reclamation and the flattening of Glebe Island exists from as early as the 1840s and includes construction of the causeway connecting the mud flats to Balmain. Reclamation projects were a feature of the area during the late nineteenth century and in addition to creating more land for industrial sites, the new areas were used for recreational purposes. The topography of the bay had, by this time, been radically altered from its original appearance particularly through the creation of wharves, jetties and river walls and the diversion of the former creeks underground and through concrete viaducts and channels. Reclamation was similar to other parts of Sydney including tidal swamp along the boundaries of Glebe and Annandale. During the 1890s the Blackwattle Swamps was filled in and Johnsons Creek was channelled underground. Two large sewage aqueducts were constructed across the creek valleys of Annandale in 1895-96.[18]

Reclamation was important to not only establish new land but brought about public health improvements. A common issue around the Harbour and along the Parramatta River, is that creeks and drains fed into the shallow bays. Before Sydney was properly sewered, the drains virtually became noxious open sewers and caused extensive silting. An example of the health benefits of reclamation is the removal of offal and other noxious matter which washed up from the abattoirs and the tidal swamps[19].

Figure 6.5.1: Extract of larger image undated. C1920. Photograph toward the first silo complex during construction c1920 including remnant sandstone cutting at that time.[20]

Figure 6.5.2: Photograph showing stone quarrying at Glebe Island.[21]

Industry also made use of the newly reclaimed land by either establishing themselves at the bay or expanding. Lever Brothers soap works, located north of the precinct, first established in the bay in 1895 and was known as the Sunlight Oil Works. The business expanded greatly, and subsumed surrounding land utilising some of the reclaimed land onto White Bay. Land reclamation also had another purpose which was for parks and playing fields. Examples include Wentworth Park, Bicentennial Park, Federal Park and Jubilee Park at Glebe. The reclamation at the head of White Bay was also originally designated as public reservice which was later acquired for wharfage.

From as early as 1901, the newly formed Sydney Harbour Trust prepared plans that would have greatly expanded the Port of Sydney wharfage facilities into the Rozelle and Blackwattle Bays. While this did not eventuate, from 1912, Sydney Harbour Trust planned broadside wharfage at Balmain East and along the southern shore of Balmain, including Glebe Island. Two big developments at this time included the construction of White Bay Power Station (1912 to 1917) and the demolition of the abattoirs on Glebe Island, and the construction of the grain silos (1917 to

[18] Thorp, Wendy. Thematic History White Bay, Glebe Island, Central Railway to Eveleigh heritage Study. Pg.12.
[19] Ibid.
[20] Accessed online http://nla.gov.au/nla.obj-142748403
[21] "Pyrmont and Ultimo Under Siege, by Shirley Fitzgerald and Hilary Golder, 2009

1919). The Sydney Harbour Trust reclaimed more land for additional berths and stores associated with this new project.

Stories that could be told include:

- Original shorelines and the change in topography of the natural landscape. This is most notable on the neighbouring precinct of Glebe Island as a substantial rock mass that has been cut away and its scale and height significantly reduced. As a result, a majority of the precinct is located on extensively levelled or reclaimed land. The rock cutting at the southern end of the White Bay Power Station is clear evidence of reclamation and reforming the land.
- Expansion to wharfage and jetties, change to full scale wharfage.
- Early reclamation for parks and housing.
- Reclamation justified on the basis of health benefits and reduce pollution.

Figure 6.5.3: Detail from the 1886 Parish of Petersham Metropolitan Land district map of Balmain showing reclaimed land at the head of White Bay which was set aside as a Reserve for Public Recreation Dedicated 9th Sep. 1899. Mullens Street has been extended across the site.[22]

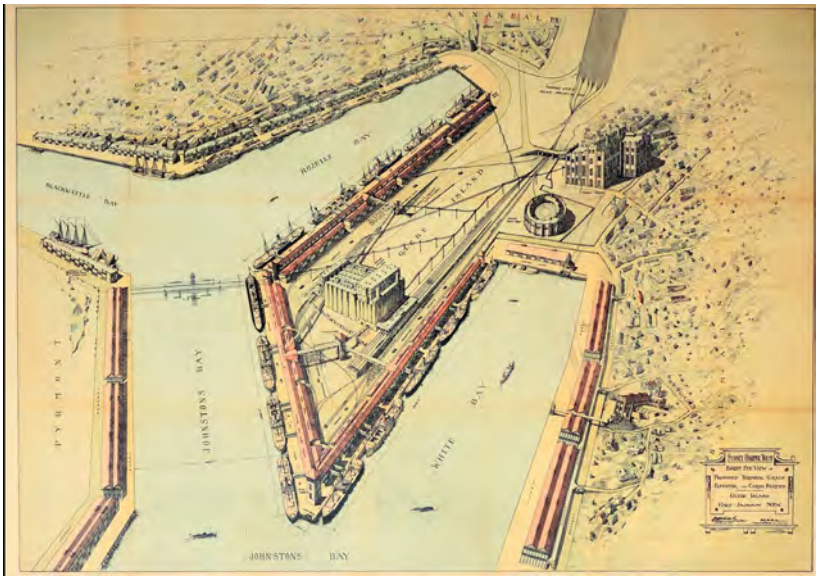


Figure 8.5.4: Sketch by William Henry Withers showing White Bay in c 1919.[23]

[22] Department of Lands scanned map number 14010902.
[23] Sydney Harbour Trust *"Bird's Eye View of Terminal Grain Elevator and Proposed Cargo Berths"*. Glebe. Image source: https://antiqueprintmaproom.com/product/sydney-harbour-trust-birds-eye-view-of-terminal-g-william-henry-withers/

6.6 Transport and Rail Corridors

The existing and historic rail infrastructure, cuttings and rail alignments retain exceptional cultural significance to the local area in demonstrating the interdependencies of the former Rozelle Rail Yards, Glebe Island and White Bay. Rail infrastructure dating from the early to mid-20th Century has enabled the industrial and maritime expansion of the precinct and was the impetus for grain and coal export, coal delivery, the location and orientation of the White Bay Power Station (aligned with the spur rail line), wharfage and a vital embarkation of military personnel and equipment during WWII. The White Bay Power Station CMP details the importance of the rail as follows:

> ***5.8.3.3 Rail***
>
> *Historically the rail access and connection to the site is the most important of all. The rail network is the reason why the power station was built and where it is sited. Unfortunately the tracks leading back to the Rozelle marshalling yards have been taken up but the cutting and access way survives, with some later added fill to block access.*
>
> *Rail access could be reinstated along its original route both for interpretation purposes as well as servicing and maintenance. This would need to be negotiated with both Sydney Ports and the NSW Rail Corporation. Issues of access security will also require addressing to ensure safety and security of both the power station and neighbouring sites.*
>
> *The area to the east of the site is also approved as part of a mass transit rail system (metro) which, if constructed, would provide a mass transit station close to the Power Station, substantially broadening viability and possibilities for reuse of the site.*

The most obvious extant evidence with potential for interpretation is the rail lines and spur ways connecting Rozelle Rail Yards with the White Bay Power Station, White Bay and Glebe Island. This rail network was connected to the broader Sydney rail network that included other industrial centres including the former Darling Harbour goods yard and the metropolitan goods line (now disused). Several heritage items are associated with the rail lines including, but not limited to, the White Bay Power Station (c1917); The Grain Silos (c1970); the Victoria Road Bridge (c1913); and the Catherine Street Bridge, Lilyfield (c1910).

Opportunities for interpretation and stories that could be told include:

- Importance and dependence of rail as the life blood of The Bays and connections with Darling Harbour, Eveleigh, Central.
- Links with the coal fields and bringing the coal to WBPS - rail and road.
- Movement and supply of goods from the country to the city for consumption and export.
- The importance of rail for the location and siting of the White Bay Power Station.

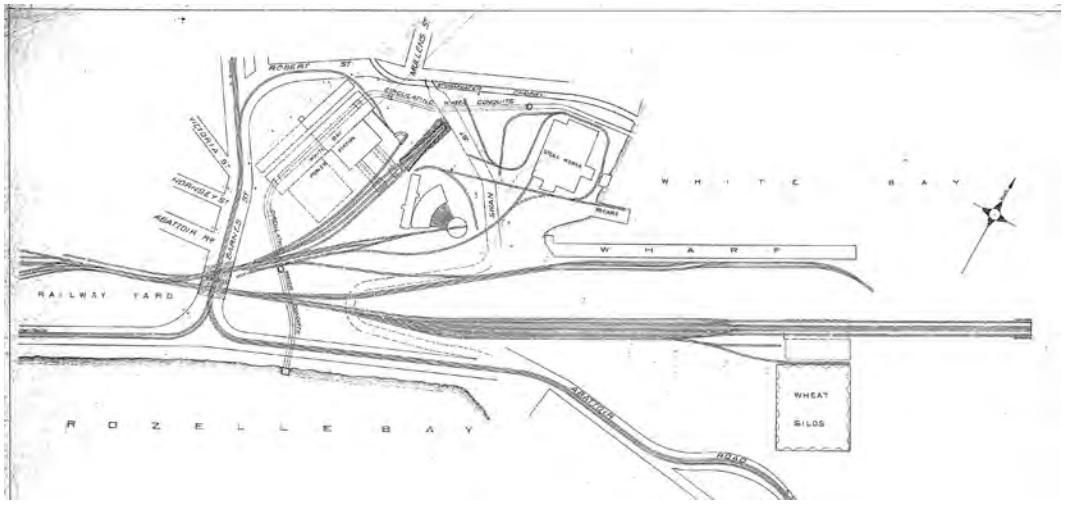


Figure 6.6.1: Plan of White Bay circa 1920 showing the development of rail for White Bay and Glebe Island.

Figure 6.6.2: Aerial of White Bay and Glebe Island in 1955 showing the importance and interdependency of rail corridors for goods export, White Bay Power Station, grain silos and connections to Darling Harbour[24].

Figure 6.6.3: Rail connections and views retained to the Harbour Bridge.

Figure 6.6.4: Rail connections from Robert Street Precinct.

[24] NSW Spatial portal. Historical Imagery. 1955 aerial.

6.7 Coal Export

In the 1950s, a coal loading wharf was established at White Bay and consisted of large area for the storage and handling of coal including large conveyors and overhead gantries. The coal loading facilities were for coal export. These structures are large and impressive and make a striking appearance on the landscape. Coal exports from White Bay continued until the 1980s when the development of new terminals at Port Kembla led to the transfer of coal away from Sydney Harbour.

Figure 6.7.1: Railway access to coal loading facilities at Balmain, c.1960.[25]

Figure 6.7.2: Coal being loaded onto shipping at White Bay. [26]

[25] Maritime Services Board of NSW.
[26] State Library of NSW. "Loading coal, Balmain Mind". File number FL1358701.

6.8 Demolished Structures

Many of the areas surrounding White Bay Power Station have been built out in a dense network of industrial and port related buildings and structures. Many of the former structures have been cleared but evidence of former ancillary buildings, particularly close to the White Bay Power Station. Removed structures include the former steel mill, workshops, warehouses and railway and port related structures including conveyors. Where archaeological evidence remains, there is the opportunity to reveal former structures within the landscape and interpret their use.

In some cases, such as the former steel mill at White Bay, archaeological evidence may have been removed from the landscape completely. However, where excellent documentary evidence remains in the form of photographs, plans and aerials, their interpretation in the landscape may be appropriate.

Figure 6.8.1: View of White Bay Power Station from the head of White Bay. Some removed structures are evident in the landscape.

Figure 6.8.2: A number of small light framed buildings located around the site and power station.

Figure 6.8.3: Steel mill located on the shores of White Bay demolished in the late 1920s to accommodate wharf expansions.

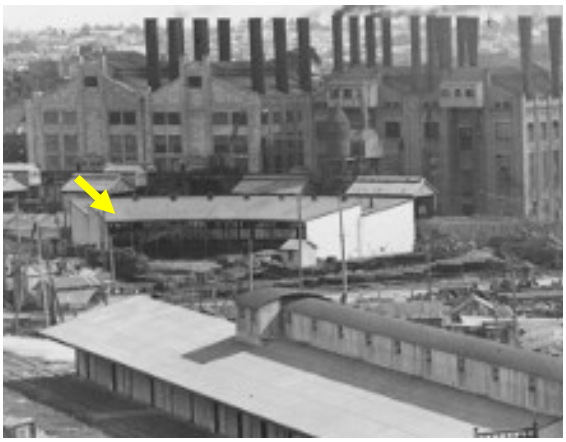


Figure 6.8.4: Extract of image Locomotive shed located to the east of White Bay Power Station. The shed dates from the late 1890s to around the 1920s

Figure 6.8.5: Image shows the former canteen attached to the south elevation of the Admin building that was demolished in 2011 due to hazardous materials and poor condition.

The former Yardmaster's Office first appears on a plan dated 1956 and was demolished as part of the WestConnex upgrades. The building was a two-storey red brick building with connection to Victoria Road on the south via a flying concrete bridge. The building postdates an earlier structure in a similar location (1943 aerial). The potential significance of this building relates to the broader use of the railyards but this significance may be worth interpretation in a key part of the site.

Figure 6.8.6: Yardmaster's office associated with Railways.

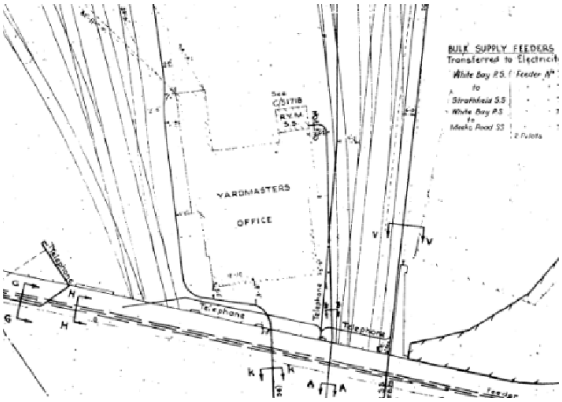


Figure 6.8.7: Extract from a 1956 survey showing the former Victoria Bridge and Yardmasters Office.

Figure 6.8.8: A 1943 Aerial shows an earlier building in the same location.

6.9 Social History

The social significance of the White Bay Power Station is detailed in the CMP. White Bay Power Station is associated with the working-class identity and industrial origins of the local community. It is also highly significant for former power station employees for the ability to evoke working life, conditions, and experiences. The power station retains places of gathering and meeting which is best evoked within the Administration Building and the Entertainment Hall. The Entertainment Hall retains a series of murals created by a worker in his own time, demonstrating a sense of community and camaraderie.

The oral histories prepared from former workers of the White Bay Power Station offer excellent resource to tell these stories in a variety of media. These can be actual recordings of former workers through soundscape, signboards, murals or other media. Aspects of social history include:

- Working conditions and processes of the power station drawing from the oral history project.
- Social histories including life in the power station, events, Christmas party, landscaping.
- Dawn Fraser swimming in the outlet water.
- Aboriginal Stories.

Figure 6.9.1: Working conditions in much of the power station was hot, dirty and noisy. This photo is dated 1959.[27]

[27] Image courtesy of Pacific Power.

6.9.1 The Third Floor - 1927 Entertainment Hall (access: Victoria Road entrance bridge)

The 1927 Entertainment Hall on the top level is a unique space and has the ability to interpret the social activities of the power station workers. The space, accessed only from the south end, off the original main entry bridge, retains its original perimeter seating, painted wall murals, light fittings, pin ball machine, stage and tea room area. The space exhibits a remarkable intactness from the 1950s period when it was regularly used for social activities.

This space should be retained and conserved, including its stage, painted murals, fittings and furniture. It is possible that it could once again be used by the community as a social gathering place and this should be encouraged. It may be adapted for use as a social activity space, either for private or preferably public use and kept in its existing configuration with its simple and bare finishes.

Figure 6.9.1.1: Entertainment Hall inside the White Bay Power Station.

Figure 6.9.1.2: Existing photograph of the Entertainment Hall of the White Bay Power Station

Figure 6.9.1.3: Workers at White Bay Power Station inside the Entertainment Hall (Pacific Power. Date unknown).

6.9.2 Former White Bay Hotel

Formerly located south of the Administration Building, the White Bay Hotel had strong associations with the workers of the White Bay Power Station and other nearby dockside industries. The hotel was constructed in 1916 after the original hotel was demolished as a result of land resumptions from the construction of White Bay Power Station. Coinciding with the closure of the White Bay Power Station in 1982, the decline of the pub was assured and after years of neglect, it was destroyed by fire on 5 September 2008. The Hotel had strong associations with workers of White Bay. Stories of the role the hotel had with workers and the social impacts of the 6 o'clock swill could be told near the site of the former hotel.

There may be further social values associated with export, transport and wharfage along White Bay that are yet to be discovered.

Figure 6.9.2.1: Interpretation of the 6 o'clock swill and impact on social habits and workers.

Figure 6.9.2.2: Former White Bay Hotel formerly located fronting Victoria Road immediately south of the power station was associated with the social history of the place.

6.10 Power Generation

The Bays West Place Strategy and Master Plan envisages that the White Bay Power Station is retained, conserved, and elevated as a focal destination in the Bays West precinct in line with the Statement of Significance and policies of the Conservation Management Plan (CMP). The White Bay Power Station was constructed by the Railways Commission (RC) to provide electricity to rail and tram network. It was constructed in two phases for reasons relating to material supply issues during The Great War and increased capacity at Ultimo Power Station to power rail and tram network, allowed White Bay Power Station to be staged. The first phase of construction commenced in 1912 and completed in 1917 and second phase was carried out from 1925 and completed in 1928.

The power station underwent a third phase of major upgrades between 1953 and 1958. This work involved the demolition of some of the 1917 structures, including the original Boiler House, and construction and upgrades to other sections, including the Turbine Hall and Switch House and new Control Room. Around this time, the power station changed ownership from Railways Commission (RC) to the Electricity Commission of NSW (ECNSW) and switched from providing power for the rail and tram network to supplying power to domestic consumers. The completion of the third phase of development brought the capacity of the White Bay Power Station to its maximum of 186 MW. Of this, 100MW was produced by the two Parsons turbo-alternators and new boilers installed between 1953 and 1958 and 86 MW was produced by plant installed during the second development phase completed in 1928.

Figure 6.10.1: Photograph dated c.1920 showing the completion of the first phase (courtesy PowerHouse Museum archive).

In the 1970s, the 1928 phase (second phase) of the power station was decommissioned as the much of the machinery was removed together with the 1928 Boiler House. The power station was switched off for the last time on Christmas day in 1983 and subsequently decommissioned. Following decommissioning, much of the internal machinery was removed. However, for heritage and conservation purposes, a representative slice of the full power generation machinery was retained. The Power Station is made up of the following buildings, most of which retains the third phase of machinery:

- The Coal Handling Shed
- Two chimney stacks and evidence of the former ash precipitators
- Inclined coal conveyor and Transfer Shed
- Ash Handling Shed.
- The 1953 and 1958 Boiler House
- Pump House and Turbine Hall
- Administration block
- Transformer Alley
- Switch House including Entertainment Hall and former 1917 control room on level four.
- 1948 Control Room and Cycle Switch House.

The power station is also made up of various underground structures including a cable tunnel connecting the former Rozelle Railyards underneath Victoria Road and the water coolant channel connecting Rozelle Bay and White Bay. Associated with the water coolant channels are the north and south penstocks as well as the inlet and outlet canals, both of which are listed separately on S.170 registers.

The power station also is also made up of various outdoor areas which all served a vital purpose for either rail and transport, small ancillary structures (canteen, workers amenities including toilets and showers, workshops and offices etc.). Some outdoor spaces, including the northern forecourt were used for social purposes including gardens.

As a form of interpretation, the White Bay Power Station should be sensitively restored and adapted with environmentally sustainable design principles. Given the variety of spaces within the White Bay Power Station, the building could be adaptable to a variety of uses and access needs. Many of these spaces have abundant access to natural light and ventilation and are already designed to perform efficiently in regard to passive heating and cooling. For example, the building has a high thermal mass and has a canal running underneath which could be used for heat exchange. The guidance for physical interpretation for the power station is detailed in the Conservation Management Plan policies. Implementation of CMP policy is crucial to the understanding of the place, interpreting its history and significance for future uses. In addition, some key points for interpretation include:

- Reuse must have a public access focus and be in line with the policies detailed in the Conservation Management Plan.
- Extreme noise, dust and working conditions in many parts of the power station including that in the Boiler House and Coal Handling facility. Juxtapose to the precision and polished machinery representing technology and progress of the Turbine Hall, Switch House and various Control Rooms.
- Interpretation of lost machinery. For example, the evidence for the removed 1928 Turbines at the southern end of the Turbine Hall and retention of one 1950s Parsons Turbine at the north end (**Figure 6.10.2**)
- Interpret the staging and changes to the power station over successive phases and the factors that led to those changes.
- The Coal Handling Shed will be a central location and a transitional space between the metro station and the White Bay Power Station. There is the opportunity for the Coal Handling Shed to be an arrival point from all directions which can have a public focus and a place for information and interpretation for White Bay Power Station and The Bays more broadly. The Coal Handling Shed has deep underground spaces where coal was deposited, and this space could be lit and highlighted.
- Reinstatement of the form and mass of the Boiler House #2 as per CMP policy.

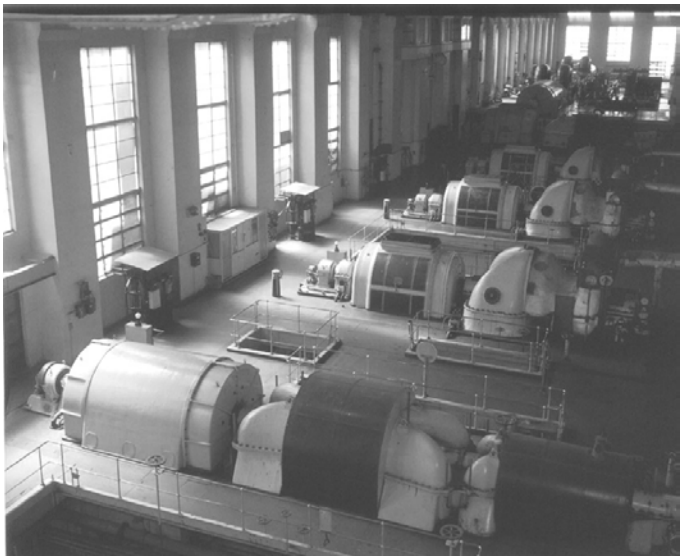


Figure 6.10.2: Turbine Hall looking north showing the 19583 and 1958 Turbines installed at the far end. The foreground shows the now removed 1927 Turbines.

6.11 Connection to the Water

The connection of the precinct and White Bay Power Station to water is addressed several times in this report and crosses boundaries with a number of themes including Aboriginal culture, ecological heritage, land reclamation, trade and export. The connection for White Bay Power Station is also crucially important for its placement. There is no evidential link between the choice of the site and the surrounding urban form. The site was chosen for proximity to water (for cooling water in the steam condensers) within the city. Technology had not, at that stage, solved the problems of reticulation over long distances so all power stations were located close to the consumers of electrical power.

The White Bay Power Station is a prominent harbourside industrial landmark. The location of the power station is based on access to water for coolant which includes an underground conduit between White Bay and Rozelle Bay. The location of the power station close to water is important in cultural heritage terms but is also an opportunity to create public spaces that support the renewal for a vibrant precinct in line with the guidelines and objectives of the Bays West Place Strategy.

Water is also associated with tails of urban legend including that of Dawn Fraser swimming in the outlet Canal:

> *....a gate would be opened and all the cooling water that had been used by the station would gush out into a large canal about four swimming lanes wide. The warm water flowed at a fairly fast rate down the canal before forcing its way out through a grille at the end and into the harbour. This rush of water was known as the Swifty Canal or, to the initiated, 'the Swifty'. It was the only really warm water we ever swam in and we'd have to swim really hard against the flow to get to the other end. We had to be careful, though, because the sides of the canal were covered in barnacles, which could cut us badly. The flow of water lasted for about two hours every Saturday afternoon and the men in charge at the station allowed Chut [the coach] to take us there. Each time we got to the top of the canal we'd let the water push us back to grille at the edge of the harbour where we'd start all over again. We'd be scared to have our feet poking through the grille because we were told the warm water attracted the sharks, and just the thought of it made us swim very hard to get up the Swifty and away from the grille. I must have become very strong from swimming there because it was at least 130 yards long and it took an enormous effort to swim from the grille to the top. It was great fun though, and quite a ride on the way back down.*[28]

Opportunities for interpretation and stories that could be told include:

- Importance of water for the location and siting of the White Bay Power Station and reliance on cooling water, location of penstocks and underground water coolant canal.
- Maritime port activities
- Social history and urban legend Dawn Fraser swimming in the outlet canal.

Figure 6.11.1: View towards White Bay Power Station.

[28] Fraser, 2002. Page 32-33.

6.12 Defending Australia

During World War II much of the neighbouring Glebe Island was commandeered for the United States main army depot in Sydney. The first landing of American Armed Forces in the Port of Sydney during the World War II took place on 28 March 1942. During the war, over 1,000,000 American servicemen and 5,000,000 tons of U.S. war material were transported through Port Jackson, mainly via the Glebe Island wharfage area, and handled by the Maritime Services Board (MSB). and the Department of Railways.[29]

A monument has been erected on Glebe Island which commemorates this history. There may be further opportunity to incorporate the plaque into a broader strategy for Interpretation, possibly as part of the wider interpretation of the industrial heritage of the Bays Precinct.

Figure 6.12.1: The monument commemorating the first landing of the United States armed forces at Glebe Island and the subsequent role of the Port authorities in moving personnel and supplies as part of the War effort

[29] War Memorial Register. Glebe Island Memorial, Maritime Services Board of NSW.

6.13 Decline

In 1948 the County of Cumberland Planning Scheme highlighted problems for Rozelle Bay with the continued presence of this industry and the planning documents of the 1950s and 1960s highlighted wider problems of inadequate port facilities and road networks.

Containerisation was introduced in the 1960s and pressure arose to develop Port Botany for container trade due to capacity problems for established ports in Sydney Harbour. The increasing trade at Port Botany resulted in wharf closures. Inevitably, by the 1970s, an increasing residential and middle-class population was established in the inner-city areas close to the industrial sites and around the bays, conflicts of interest and tension would arise. As early as 1966/67 public protests were being made at the continuing industrialisation of the area. The Balmain Association took a leading role in opposing the establishment of the White Bay container terminal.[30] In the 1980's the development of new terminals at Port Kembla also led to the transfer of coal and grain exports away from Sydney Harbour.

In regard to the White Bay Power Station, the decline was contributed to other factors not only relating to pollution but also to technological advances. In 1954, Sydney was self-sufficient in electricity in that outward and inward energy flows balanced over the cycle of the year. In 1958, Sydney based power stations were still generating 75 per cent of its requirements, but by 1962 only 32 per cent, and by 1965 only 10 per cent. The combined output of the Sydney power stations in that year was barely one-fifth that of Vales Point, the ECNSW's newest and largest power station. With the progressive completion of four more coalfields power stations by 1987, the metropolitan stations contributed insignificant amounts of energy to the system, although they were retained as emergency plant until retired.[31]

Increasing public concern over the pollution caused by metropolitan power stations added considerable pressure to close them. Pyrmont and White Bay were the last of the five large stations to be decommissioned, in 1983. White Bay was the longest serving power station in Sydney. It had 70 years of continuous generation within the one building (albeit extended and with new boiler houses) compared with 64 years at Ultimo and 60 years at Balmain A. Although the Pyrmont site was in longer service, from 1904 to 1983, the original power station building was completely superseded and replaced.

Following the closure of White Bay, the power station has been retained but dormant. The following excerpt from the CMP details the period from closure to present:

> *White Bay Power Station remained static for a number of years after it was closed, while other issues preoccupied the ECNSW. The National Trust of Australia (NSW) began making representations to the ECNSW soon after it closed regarding the preservation of the station for historical reasons, particularly in view of the relatively good condition of much of the plant. For this reason, the options for preservation were reviewed and the heritage value of the Station was assessed.1 As a result of these considerations, the ECNSW determined to mothball the Station for the immediate future and, unless a more immediate solution was forthcoming, to preserve at least a representative set of the installed equipment.*
>
> *The ECNSW was spilt into two operations in 1992: Pacific Power to handle the production of electricity at the power stations and Transgrid to handle the reticulation of power from the various power stations across the state grid.*
>
> *Difficulties with cost, public safety and ongoing maintenance meant that in the late 1980s and early 1990s, the power station was stripped of everything except those elements specifically identified for heritage conservation. Even these items were themselves heavily affected by the removal of all asbestos insulation and lagging, especially the surviving boiler.*

[30] Thorp, Wendy. Thematic History White Bay, Glebe Island, Central Railway to Eveleigh heritage Study. Pg.12.
[31] White Bay Power Station, Conservation Management Plan. Pag 30.

The Sydney Harbour Foreshore Authority was established by Act of Parliament in January 1999 to be responsible for the management and development of the government-owned parts of the harbour foreshores. It purchased the White Bay Power Station from Pacific Power in June 2000.

In February 2011 Sydney Harbour Foreshore Authority held an open day at the White Bay Power Station. The event opened the doors of the building to the public, allowing access to the site for people to gain a greater understanding of the building, its spaces and its importance in the development of Sydney. This open day proved popular with tours being conducted of the coal handling shed, boiler house and turbine hall booking out in advance. Additional spaces including the Entertainment Hall and Administration Building were also open for the public to view. The Authority collected in excess of 800 names for notification of future open days at the site.

Given the success of the February open day, two further open days were held over a weekend in May 2011. The Saturday consisted of a talk and tours day where the public could access the boiler houses, coal handling shed, administration building and entertainment hall and hear talks by heritage experts. Access to the turbine hall was provided by guided tour and in excess of 1,000 people took part. The Sunday was aimed towards photographers and provided access within the building for people to spend time taking pictures of the machinery and spaces.

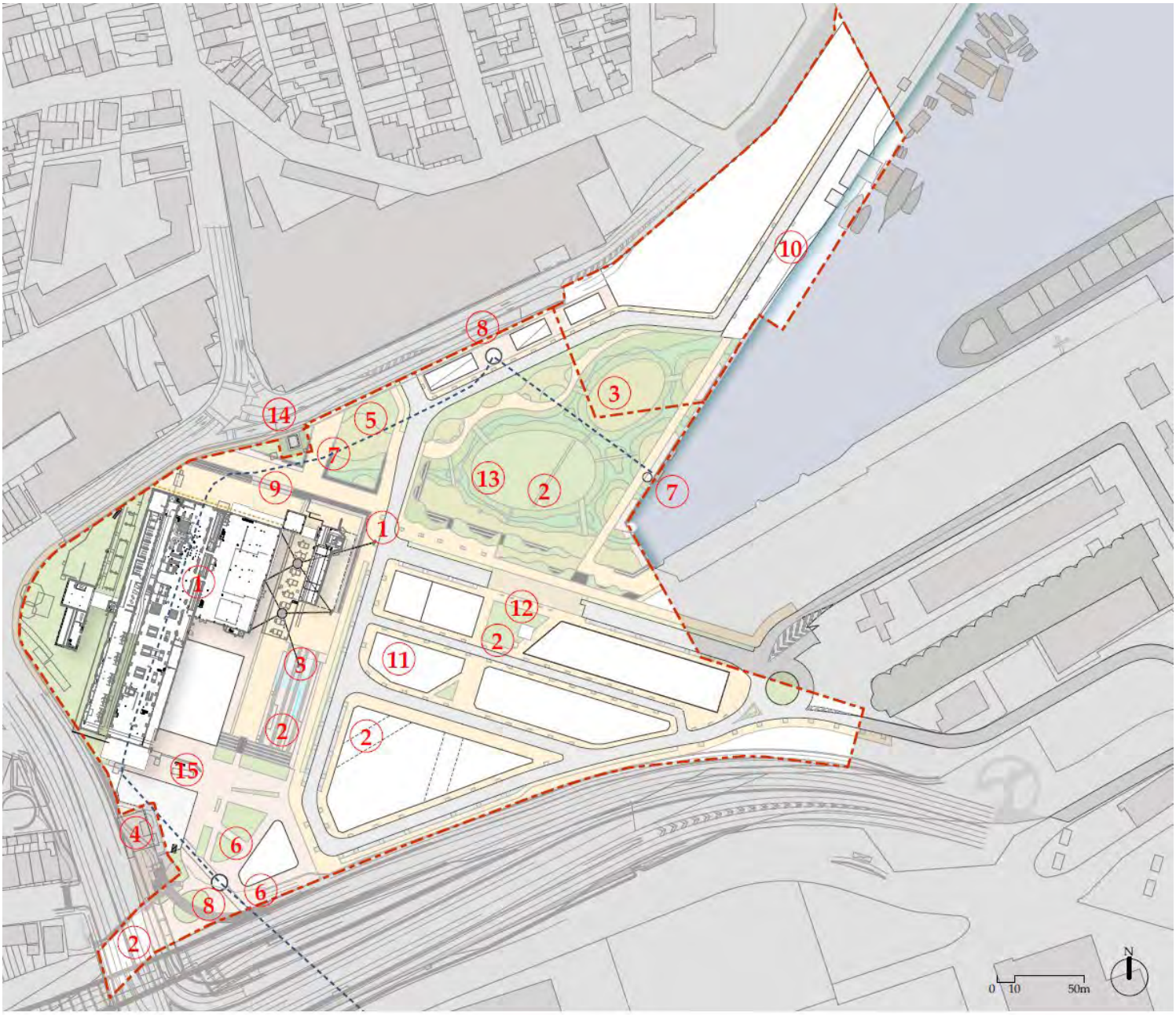
The Authority received a great amount of positive feedback from the public, who expressed deep enthusiasm for retention of the building. A number of people were keen to see the power station adapted for future use that would ensure its longevity whilst maintaining a level of public access to the structure.

The site has been the location of various filming including the Matrix Trilogy and The Great Gatsby and local TV drama Water Rats.

In addition, some key points for interpretation include:

- Community expectations and protests of resident action groups for the removal of industry from the area and for the reduction of pollution.
- The impact on containerisation on maritime industry and Sydney as a working harbour.
- Technological advances in power generation and transmission over long distances has meant that newer power stations built at the coal fields can produce substantially more power and be transmitted to the cities.

Figure 6.13.1 Still image from the Great Gatsby in 2012 showing White Bay Power Station in the background. White Bay Power Station has been used as the backdrop for several movie and television productions over the years.



Evidence for interpretation / Themes:

1. White Bay Power Station (Retain, reuse and interpret in accordance with the CMP Policies and Significance) / Power generation, working harbour, social histories
2. Rail corridors - retain view / Transport of coal from mines and connecting rural Australia to the world
3. Changes to landscape and environment / Ecological heritage and land reclamation
4. Former White Bay Hotel / Social history
5. Housing for workers / Subdivision, Social History, working class identity
6. Visual connections to White Bay Power Station, Silos, Sydney Harbour Bridge / industrial and transport Interdependencies
7. Coolant water channel / Power generation
8. Penstocks for coolant water / Power generation
9. Beattie Street stormwater / Overland flows, ecological heritage natural watercourses and industrialisation
10. Wharfage / Maritime industry, export trade, working harbour
11. Former Industrial structures (Engine Shed) / Early industrial development
12. Former Industrial structures (Steel mill) / Early industrial development
13. Sweet Water and filtration / Ecological heritage, Aboriginal stories
14. Sewage pumping station / Housing, sanitation and urban development
15. Natural rock cutting / Ecological heritage and land reclamation.

7 WHITE BAY POWER STATION CMP

7.1 Interpretation – CMP Policies

The following extract from the 2010 draft CMP sets out the rational and policies for interpretation of the place.

> ***5.9 Interpretation***
>
> *The evidence gathered in this report clearly demonstrates that the White Bay Power Station is a place of quite exceptional significance.*
>
> *Outside the scope and production of this report, an Oral History project has been undertaken and a video made featuring interviews with former employees of the Power Station.*
>
> *A good deal of additional information is available in the form of plans and early photographs (held at the Power House Museum). More such evidence may come to light in the course of time.*
>
> *An Interpretation Strategy must be commissioned as the first stage of an Interpretation Plan in order for the stories encapsulated in the place to be given a prominent and integrated role in the future of the site. This may be undertaken in conjunction with any masterplanning and development proposals so as to appropriately incorporate interpretation into any future use and design. Such stories should include (but not be limited to):*
>
> - *Pre Power Station history - including Aboriginal use of the site, early land grants, subdivisions for housing, resumption by the State*
> - *The building of the Power Station - Power House Archives*
> - *Import of early equipment from the UK - links to companies still in business (Parsons, Babcock & Wilcox)*
> - *Generation of power from coal*
> - *Links with the coal fields and bringing the coal to WBPS - rail and road*
> - *Reticulation of power*
> - *Changing uses and requirements for power - rail, trams, public and private power demands*
> - *Life inside the Power Station*
> - *Life outside the Power Station -- including the protests of 1981/2*
> - *Decommissioning & removal of equipment*
> - *Recent use by film makers, events people, fashion and photography shoots*
> - *An exhibition of images of the emptiness now (before it gets filled with new structures)*
> - *The Interpretation Plan should provide recommendations ranging from the interpretive design of new structures within the existing buildings, through artefact devices that will assist public, user and specialist visitor to understand the history and significance of the site.*
>
> ***Policy 9.1***
>
> *An Interpretation Strategy should be commissioned as the first stage of an interpretation plan, as an integrated aspect of the development and conservation of White Bay Power Station.*

As discussed earlier in this report, any adaptation, fitout, conservation or other works to the place should retain fixings, fittings and evidence of the early use to enable the building, both externally and internally, to tell its own story.

7.2 Review of CMP Policy

The Bays West Place Strategy and the Bays West Draft Master Plan envisage that the White Bay Power Station is conserved and elevated as a focal destination in the Bays West precinct. The treatment of the Power Station and future uses should be compatible and respect the significant elements and attributes of the place in accordance with the **Statement of Significance** and **Policies** of the *White Bay Power Station Conservation Management Plan 2013* (CMP) and *The Bays West Place Strategy* and supporting technical documents.

As such, interpretation should be in accordance with the policies detailed in the CMP including overarching principals for retention and use. The following table sets out some key areas of consideration for interpretation at WBPS and must be read in consultation with the supporting discussion in the CMP which sets out the context and meaning. Discussion and policies relating to particular elements or issues may be found in more than one place in the CMP and therefore no part of it should be considered in isolation from the whole.

Item	Description	CMP Policy
Public Accessibility	The primary use of the building to be public and publicly accessible. Both the White Bay Power Station CMP and the Masterplan recognise and support high levels of public access that will enable engagement with the stories and artefacts of the place as well as the history of the area on a regional scale. Access includes physical and visual access to internal and external.	1.1.6, 8.1, 8.2

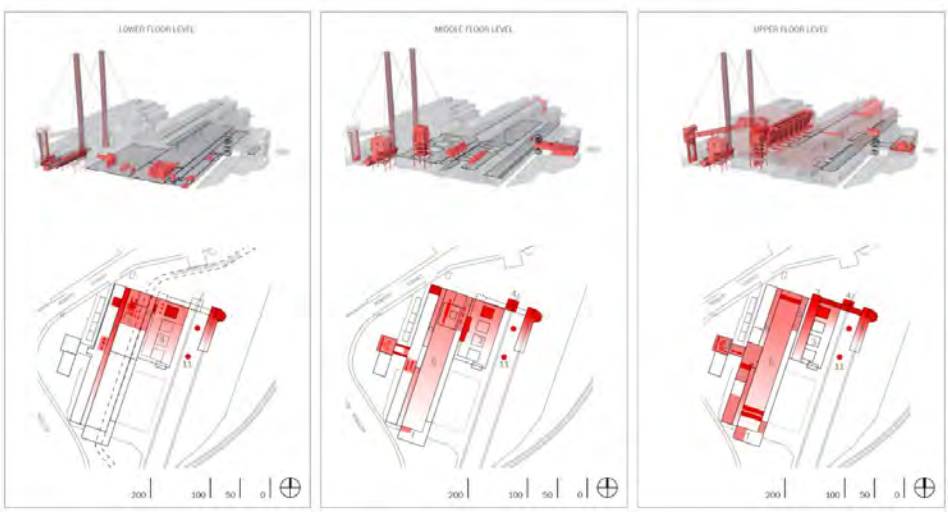
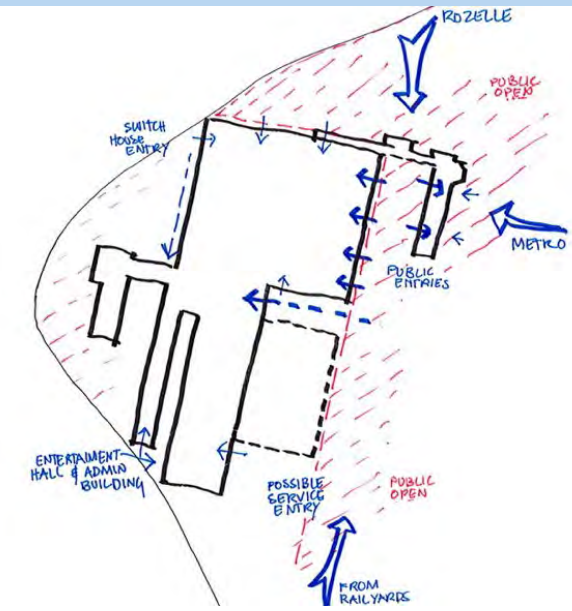


Figure 7.2.1: Public Access within White Bay Power Station (Place Strategy UDF)

Public access and interpretation also extend to how the building is entered. Existing entrances and openings to WBPS should be used first rather than creating new openings. The types of existing entries vary across the site in terms of scale and the type of uses being public or private.

Item	Description	CMP Policy
	 **Figure 7.2.2**: Diagram showing the potential for public access.	
Retention of fabric	Retention of the full suite of structures, spaces and machinery which comprise the complete "slice" of the power generation process from coal handling to power reticulation. This includes the spaces and building must be conserved in a manner that retains and respects their significance. must be retained and respected.	1.1.1, 1.3.1, 1.4.1
Setting and curtilage	The White Bay Power Station is a significant landmark in the area and to local communities, marking the border between the industrial waterfront areas to its east and the suburbs to its west and north. The visual setting and curtilage should be retained and respected. The CMP identifies key view corridors to the White Bay Power Station which is reinforced by the Masterplan and the Bays West Urban Design Framework. The UDF identifies Anzac Bridge and the Silos also having critical viewsheds. The landmark of not only the White Bay Power Station, but also the silos and Glebe Island and the Anzac Bridge form the character of the place and are visible from many areas around the Bays for a long time and should not be inappropriately diminished or scaled down. Views can be framed with taller buildings in the vicinity, but major axis views should be retained. Views to the WBPS may be impacted from Anzac Bridge and Glebe Point Road approaches.	1.2.1, 1.2.2, 1.2.3, 1.2.4

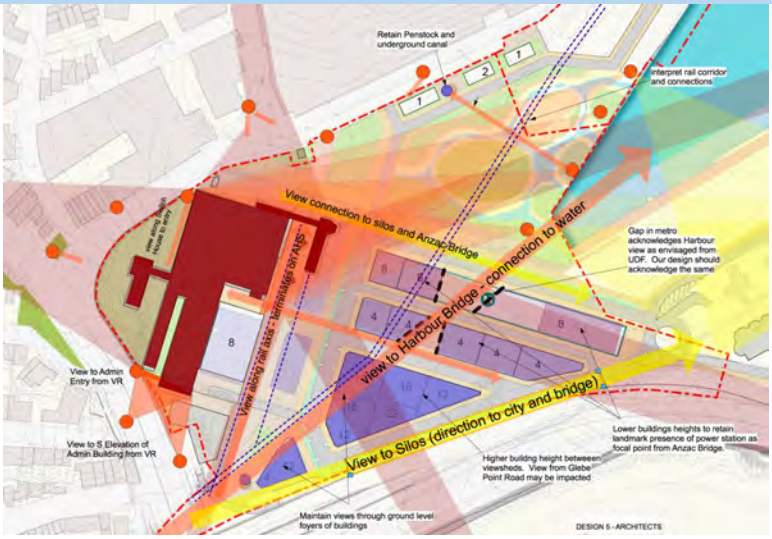
Item	Description	CMP Policy

Figure 7.2.3: Viewsheds to White Bay Power Station[32].

The power station is visible from long views and short views within the precinct and close by. Short views to the power station should also acknowledged and as much as possible. Views within the site are also important and this includes:

- Views along the rail tracks terminating on the Ash Handling Shed.
- View along the central axis on the east elevation terminating on the Turbine Hall east entry south of the Boiler House.
- Views to the Silos (Glebe Island) from WBPS and the mouseholes.
- Views from public open spaces including view connections from White Bay and the water's edge.
- View from surrounding local streets and approaches.
- View to the Harbour Bridge along the rail corridor from the Rozelle railyards link.

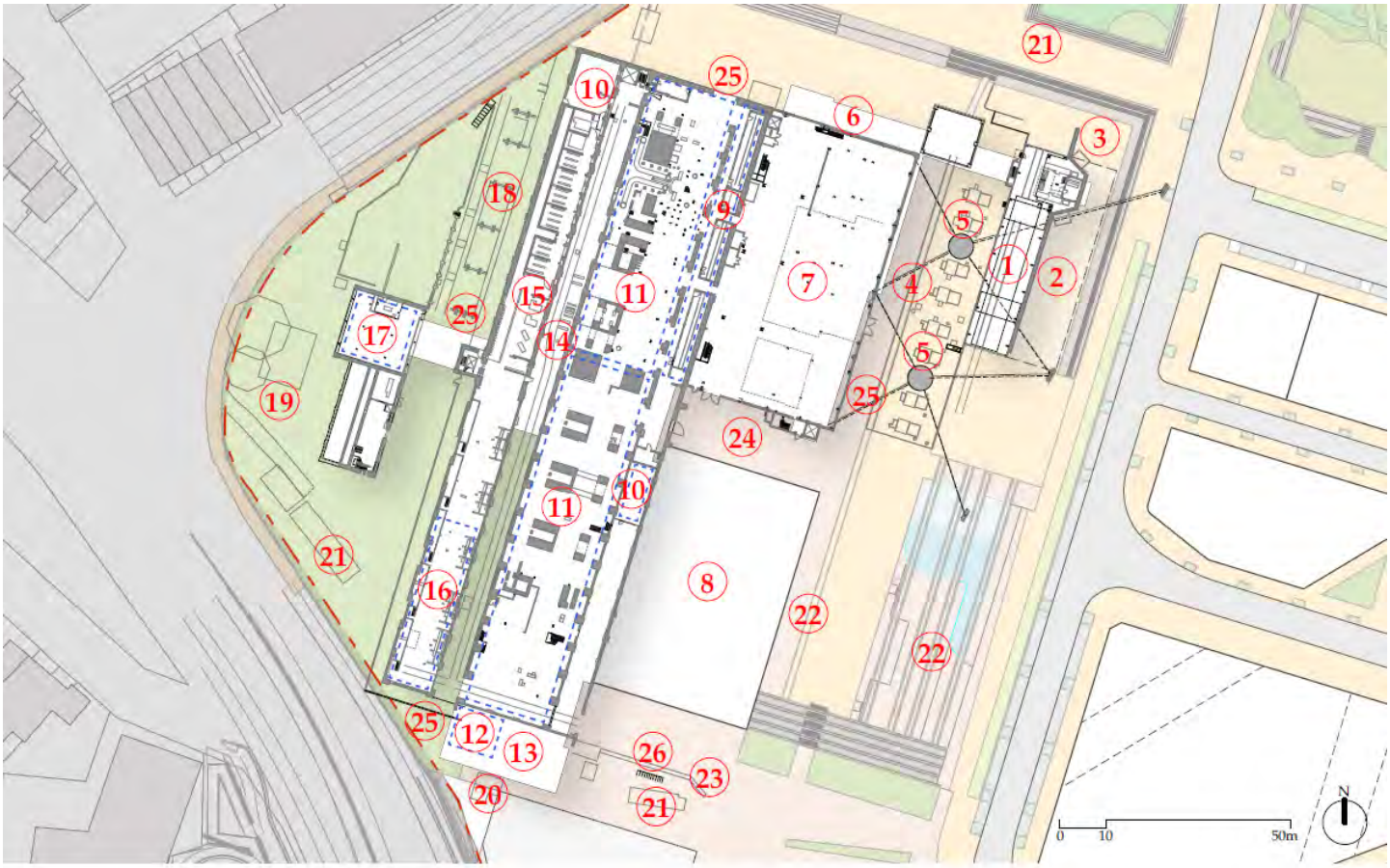
[32] Image source: White Bay Power Station and Robert Street Sub-Precincts Draft Urban Design Framework and Concept Master Plan.

Item	Description	CMP Policy
		
	Figure 7.2.4: Internal views within the precinct.	
Use	New uses inside the power station should be compatible, inspired and respond to the existing spaces. For example, the types of uses that rely on large open spaces are suitable for Boiler House and Turbine Hall while uses requiring more intimate and private settings could be more suited to the Administration Building, Switch House and the Pump House.	1.1.1, 1.1.5, 1.1.7, 1.1.9, 1.1.10. 10.1
Rail Corridors	The significance and history of railway corridors to the area is detailed in **Section 3** and interpretation opportunities are detailed in **Section 6** of this report. Historically the rail access and connection to the site is the most important of all. The rail network is the reason the power station was built and where it is sited. Unfortunately, many of the rail tracks that formerly connected with Rozelle marshalling yards and the broader rail network have been removed but clear evidence and sightlines of these connections a remain and worth interpreting.	1.18 and Section 5.8.3
		
	Figure 7.2.5: Rail connections to the Power Station.	

Item	Description	CMP Policy
Landscape	The power station site is generally a degraded industrial landscape with numerous remnants of earlier site sheds and other structures, while in operation the only area which would have had any soft landscape elements is the area north west of the 1948 Switch House and Control Room and its adjacent Transformer Yards. This area was the 'front garden' of the Power Station and was planted with various fruit trees and shrubs, tended by the workers themselves. All other areas were hard industrial surfaces and service and storage areas. Many industrial sites when undergoing adaptive re-use suffer from a process of well-meaning domestication or 'greening'. While this may be appropriate in some areas, it is important that the strength and clarity of the industrial identity of the White Bay Power Station is not diminished or lost. In order to retain and respect the significance of the place and at the same time allow its adaptive re-use, the guidelines and policies should be followed. New landscaping, elements and works should be inspired by and respond to the place and should incorporate interpretation of remnant building elements and removed.  **Figure 7.2.6:** View of White Bay Power Station showing manicured lawns and gardens from the southeast. Circa 1972. (Source: Pacific Power).	1.12.1, 1.12.2, 1.12.3, 1.12.4
Phases of construction	Phases of construction are detailed in **Section 3** and interpretation opportunities are detailed in **Section 6** of this report. The major phases include the initial construction from 1912 to 1917 and second phase expansion in 1925 to 1928. The third phase consisted of upgrades completed over two phases in 1953 and 1958. The WBPS also contains evidence of partial decommissioning in the 1970s and removal of some structures and machinery prior to full decommissioning in 1983. The site was also continually used as an electrical substation until the 1990s. The construction phases and decommissioning are evident in the fabric and could be	

Item	Description	CMP Policy
	interpreted. Interpretation of fabric should recognise all phases of construction. The phases of construction are reflective of the following external forces which include: • Interdependency with Ultimo Power Station to supply electricity to the train and tram network in the initial phases of construction. • Interruptions due to two World Wars impacting materials supply and delivery. • Transition from supplying power for the rail and tram network to supplying power for the consumer (post WWII). This resulted in White Bay converting from a Direct Current (DC) supply to Alternating Current (AC) supply. • Advancement in power generation technology leading to the major upgrades in 1953 and 1858. • Change of ownership from the Railway Commissioners (RC) to the newly formed Electricity Commission of NSW (ECNSW) in 1953. Change of architectural design for the 1953 and 1958 Boiler House as a result. • Decline and abandonment since decommissioned in 1983.	
Buildings and Internal Spaces	The CMP contains detailed policies and guidance for the retention and interpretation of individual buildings and internal spaces. Because of the need to consider all options in context with discussion of significance, this report does not attempt to repeat those polices or the discussion. One example of policy integrated with reuse is the potential for new structures inside the Boiler House to interpret the removed boilers (**Figure 7.2.7**).  **Figure 7.2.7:** CMP diagram showing areas of potential development within the Boiler House.	All polices

Item	Description	CMP Policy
Associations	Contextual associations between the White Bay Power Station and other places should be retained and respected, viz. its relationship to the port and railway	1.1.8
New structures	Form, scale and massing of the external elevations and relationship to their surrounding context. This includes views to other structures nearby	1.2.10, 1.2.11



Evidence for interpretation / Themes:

1. Coal Handling Shed: (possible Interpretation Centre - entry to the power station) / Interpret power generation and energy from coal, working conditions
2. Former Storage Area: reinstate covered coal storage area
3. Coal wash pit: proposed to be removed - Interpret outline of coal wash pit
4. Ash Handling Yard - Evidence of plinths for removed ash precipitators
5. Chimneys - Landmark and focal point for viewsheds. Symbol of industry and pollution
6. Coal conveyor - possible public access by tour guide
7. Boiler House: Retain machinery and control rooms. New structures in accordance with CMP policy. Working conditions - loud, dirty, heavy
8. 1927 Boiler House: Reinstate form and scale of removed structure as per CMP policy
9. Pump House. Retain and interpret machinery
10. Workshops. Retain and interpret spaces, working conditions, social history
11. Turbine Hall. Retain and interpret machinery, volumes and view lines. Working conditions - clean, symbol of technology and advancement. Interpret phases of construction
12. Administration Building: Interpret original entry as the Face of the Power Station
13. Administration Building: Working conditions, amenities, Social History, Executive offices and laboratory testing
14. Transformer Alley: Retain transformer, rail tracks, gantries, void and external feel
15. Switch House: Retain machinery. High voltage area and dangerous. Power distribution
16. Entertainment Hall (top floor): Social history, events, working conditions
17. Control Room: Retain fully for interpretive purposes. Command, control and distribution
18. Substation: Use after power station closed
19. "Front Garden": Reinstate plantings and gardens. Interpret social histories of workers
20. Demolished Canteen: Interpret outline
21. Demolished lightweight structures: Potential archaeological interpretation
22. Railway corridors: interpret coal and ash handling
23. Stone cutting: land reclamation
24. Central axis: Possible access to turbine hall
25. Retain and Interpret original access points
26. Cable tunnels

8 FORMS OF PHYSCIAL INTERPRETATION

8.1 On Site Interpretation

We consider that for interpretation to be meaningful and engaging, it needs to be an integral part of the design of the space or element it is attached to and where possible it needs to be embedded in the fabric of the place itself. In the case of White Bay Power Station, any adaptation, fitout, conservation or other works to the place should be carried out in such a way that retains as much significant fabric and evidence of early use as possible to allow the building to simply speak for itself.

This approach is consistent with the use of the buildings and landscapes as interpretative elements in themselves. A core objective of the Draft Master Plan is its response to the significance of the place, particularly the White Bay Power Station, but also the broader precinct. Significance refers to historic, scientific, cultural, social, archaeological, architectural natural and aesthetic values. The significance is reflected in the item and physical fabric but also its setting, use and associations. Interpretation through the retention of an item and care for its fabric is central to heritage conservation and is the core objective of this report and the Master Plan. The Conservation Management Plan for the White Bay Power Station is discussed in **Section 7** of this report and includes guidelines for embedded interpretation including:

- Respect for the iconic heritage structures and associations with Sydney and the working harbour.
- Identify and retain the curtilage and setting of the White Bay Power Station and respect its relationship with surrounding areas and other heritage assets.
- Reuses for the White Bay Power Station and the surrounding area in a way that is compatible with its significance.
- Retain and respect all evidence and fabric both in the White Bay Power Station and outside of it including archaeological evidence.
- Enable high levels of public access that will enable engagement with the stories and artefacts of the place as well as the history of the area on a regional scale.

In most cases, retention of fabric requires additional media to present and communicate the significance of a place to a range of audiences. Interpretation can occur in a variety of ways using a variety of media. The design of any interpretation element should also consider the diverse audience, which is outlined earlier in this report. The media that suits one item and its audience might not be suitable for another item[33]. For example, forms of interpretation inside the White Bay Power Station may not be suitable for interpreting archaeological relics outside the power station or former rail corridors that have since been removed. Interpretation should respond to what it is that is being communicated, the character of the area and phases of evolution and themes including natural environment, land cleared for housing, land reclamation, industry, power generation and transport.

This section details a range of physical interpretation methods (visual and sensory forms) that may be considered as part of the redevelopment of the Bays Precinct. Several techniques are suggested below and include:

- Signage which could include written signage storyboards, pictures
- Public art including sculptural elements, statues and murals
- Archaeological installations

[33] Heritage NSW. Interpreting heritage Places and Items Guidelines.

Good examples of interpretation are embedded in the landscape and item that is being interpreted but does not detract from it. Physical form of interpretation is a careful balance of conveying messages through a variety of media but not saturating an area that ultimately confuses or detracts from the thing or place that is being interpreted. This is a careful balance that needs to be considered holistically and carefully.

8.2 Aboriginal Heritage Integration

Although there are no recorded Aboriginal sites within the precinct and the landscape has been extensively modified, there is opportunity to interpret the original landform, the changing story of the place, its connection with water, and the resources provided by Country prior to European arrival.

We recommend engaging Aboriginal designers/artists to work with the development team to develop integrated interpretive elements/designs within the new buildings and public spaces. While some examples are offered in this report, it is accepted that Aboriginal Australians should control their representation and interpretation of their culture and country. It is therefore important that Aboriginal people have close involvement and input in the types and form of interpretation. This will help to ensure that respect and dignity for Aboriginal heritage and culture.

Figure 8.2.1: Uluru Visitor's Centre.[34]

Figure 8.2.2: Public art commission at Hart's Mill, Port Adelaide.[35]

[34] https://commons.wikimedia.org/wiki/File:Uluru-Kata_Tjuta_Culture_Centre_-_2013.04_-_panoramio.jpg
[35] https://ourport.com.au/news/new-public-art-at-harts-mill/

8.3 Drowned River Valley

The significance and stories of the natural landscape are reflected in the Master Plan:

- Creation of five islands across the site will assist with filtering of water and interpret the narrow isthmus on a low lysing tidal flat with stream of "sweet" freshwater from the north trickling down rock faces and creeks, becoming soured by the intermixing with salt water in the harbour. (**Figure 8.3.1**)
- Use of indigenous plants and trees to acknowledge the ecological heritage of the place.
- Use interpretive means to indicate approximate original shorelines within the precinct.
- Interpret the use of the land and management of it by Aboriginal peoples.

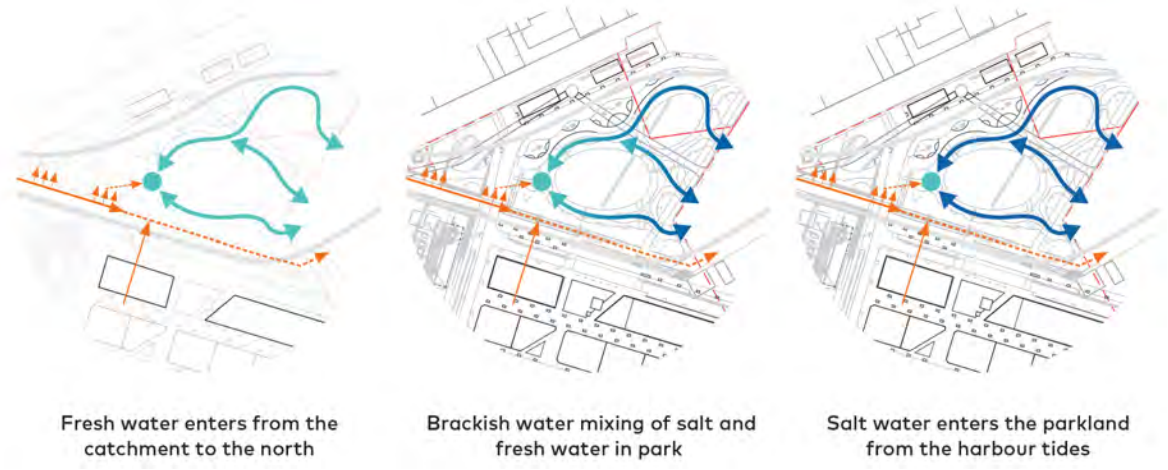


Figure 8.3.1: Page from the Master Plan showing the flow of water from "Sweet to Sour to Salt"

There are key areas in the Master Plan that are proposed to interpret the former shoreline.

Figure 8.3.2: Various examples of interpreting shorelines.

8.4 Demolished structures

White Bay Power Station had several small lightweight structures around the site that were used for a variety of purposes. Some former structures, including the former canteen attached to the south elevation of the Administration Building, could be interpreted in the form of an outline or structure. An example of this is interpretation of the former Married Quarters at the Military College in Canberra (**Figure 8.4.1**) which was interpreted as an outdoor deck with outline of rooms and spaces on the floor. The deck is used for outdoor gatherings and events within the college.

Similar opportunities may be possible in the northern forecourt and western forecourt of the power station as either outlines within the landscape or structures similar to that at Duntroon.

Figure 8.4.1: Interpretation of former Married Quarters at the Duntroon Royal Military College in Canberra. The former Married Quarters was interpreted as an outdoor deck with rooms and spaces outlined in the timber boarding. A signboard explains the significance of the building. The deck is used for outdoor gatherings and events within the college.

Figure 8.4.2: Retention of archaeological and relics integrated as part of the landscape proposals.

8.5 Signage

External signage will be a key form of interpretation as it offers simple and direct access to information that is available for most audience groups at a location that is relevant for the item or place being interpreted. It is important for passers-by and casual users and can contain text, photos and maps. Signboards have some shortcomings regarding language and literacy skills, the size of the signboard and available space to convey information and the risk of cluttering the landscape with signs. Most of these shortcomings can be easily overcome with good design and combining signboards with other forms of non-physical interpretation. Signboards could display QR codes that direct smart devices to a range of digital forms of interpretation (refer to **Section 9.1**).

It is noted that the Interpretation Plan for the New Sydney Fish Markets suggest the use of signboards along a heritage walk and Bays West could coordinate and use similar means to align approach and narrative.

Figure 8.5.1: Signage board presented in a frame of rusted steel may be compatible with the rusted and aged buildings at Bays West. .

Figure 8.5.2: Signage boards can offer extensive information and photos on the site. They are conventional form of interpretation but also effective and accessible to most people.[36]

Figure 8.5.3: Interpretive sign with chronology located at the corner of Darling Island and Pirrama Roads.

Figure 8.5.4: Second interpretive sign focusing of historic uses of Darling Island.

[36] Image source online https://jml297.com/2019/01/14/gladesville-bridge-sydney/

8.6 Public Art as Interpretation

Public art and interpretation are detailed in the Masterplan and drawn from the Place Strategy. Public art should be embedded as part of interpretation and the built form. Public art can be integrated with signage and non-physical forms of interpretation including digital media to form an integrated approach to the way interpretation is managed and communicated across the site. Public art can offer a change of pace from the everyday and provide colour, vibrancy and interactions.

The Urban Design Framework sets out the following opportunities which is also elaborated in this report:

Branding and naming - drawing on Country wherever possible

Public Art/Sculptures/Murals - adaptive reuse of "kit" from inside the White Bay Power Station, the rail tracks that traverse the Sub-precincts, sculptures that are interactive including Connection to Country, water play and working harbour, murals that cover blank façades of buildings including White Bay Power Station, the intake substation and Metro services buildings

Lighting - both for safety and surveillance but also event and programme oriented

Surface inlays and water features - to interpret the historic shoreline of Glebe Island and the Balmain Peninsula, to interpret the location of the coal loader wash plant, (including WBPS coolant water channels and power reticulation), former buildings/transport corridors and former shorelines have been integrated into overall structures

Ensure the quality of an interpretation plan in response to Country and Post-colonial Era elements

Ensure clarity of interpretation proposal in delivering a cohesive story

Deliver interpretation of remnant elements, new public domain and new art proposals and ensure they have been integrated within interpretation proposal

Integrate permanent art elements temporary art installations

Allow for spaces that enable forms of cultural expression to be practiced and performed

Create spaces which enable teaching and sharing of Indigenous cultural practices – particularly in regards to holistic restorative sustainability

Restoring the turpentine piles on the White Bay foreshore

Interpreting the large gantry cranes that used to load and unload the ships at White Bay as a sculptural element and a viewing platform

Figure 8.6.1: Industrial Sculpture.

Figure 8.6.2: Industrial machinery used as sculpture at Cockatoo Island.[37]

[37] Image source online: https://www.trekearth.com/gallery/Oceania/Australia/East/New_South_Wales/Sydney_-_Cockatoo_Island/photo1154768.htm

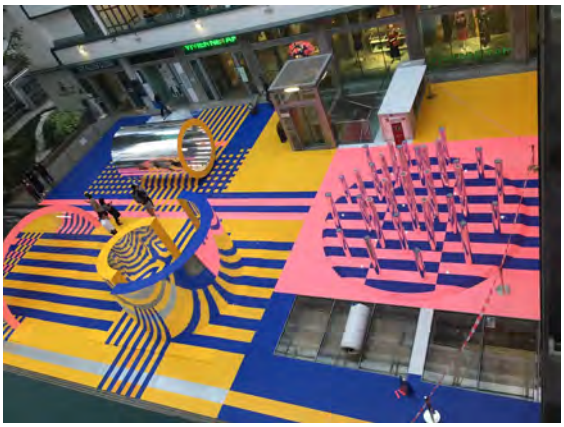


Figure 8.6.3: Temporary installation in PMQ Hong Kong former Police Married Quarters converted adaptively reused for warehouse, shops and gallery.

Figure 8.6.4: Example of large scale sculpture creating landmark presence.

8.7 Sounds Scapes

Proposals for sounds of the site are drawn from previous proposals by Thylacine:

> *Sound tubes; at various points in the site sound tubes could be used where the historic sounds of the site could be triggered and listened to by the visitors. These could be the sounds of the power turbines, the sounds of workers heading for the White Bay Hotel for the 6 o'clock swill, the sounds of the 90s raves held at the power station and the natural sounds of pre-development.*[39]

Figure 8.7.1: Sound tubes used to convey the sounds of power station or social history.[40]

[39] Thylacine Design and Project Management. White Bay Power Station. Interpretative Plan and Opportunities. March 2017.
[40] Ibid.

8.8 Play Equipment

Themes for play equipment may include the cranes conveyors and equipment that were used for coal export and export of goods from White Bay. Play equipment could also focus on natural bay creeks and rivers and reflect that most of the site is on reclaimed land. Depending on where in the precinct play equipment is sited, the following are some suggested interactive items that would facilitate interpretation:

- Ability to interpret reclaimed land, original shorelines, and creeks through water-based playground with small ponds, running water and naturalistic features.
- Play equipment that reflect the sites industrial structures including cranes, conveyors.
- Any Aboriginal designs and motifs will need to be developed in association and consultation with Aboriginal artists/designers.

Figure 8.8.1: Halvorsen Park Playground interprets the Nissen Hut reflecting on associations with the defense. The installation is interactive and contains hidden messages that can be found aligning carefully cut slots in each panel in order to read symbols which provide hidden messages.

Figure 8.8.2: Tumbalong Park at Darling Harbour offers innovative way of interpreting tricking water and rivers through interactive play while creating wonderful environments.[41]

Figure 8.8.3: Industrial themed playground at Port Adelaide's Hart's Mill.[42]

[41] Aspect Studios. Darling Quarter. Image source online https://www.aspect-studios.com/au/project/darling-quarter
[42] Image source online: https://www.pinterest.es/pin/322711129530773283/

8.9 Rail Corridors

Respect and interpretation of earlier rail corridor and topography is vitally important to understanding and interpreting the maritime industrial past. It is recommended that as much evidence of extant rail lines are retained and integrated as part of the redevelopment of the area. Where retention of fabric is not possible, view corridors and connections (new roads, footpaths, laneways and transport links) use or are inspired by the former connections. These corridors could be enhanced by combining with literal or subtle ground markings that indicate or give clues to their former uses.

Figure 8.9.1: Interpretation of rail lines within the pavement.

Figure 8.9.2: Example of retention of rail lines at Sydney Armory, Sydney Olympic Park.

Figure 8.9.3: Rail lines retained inside Bays 22-24 at Carriageworks.[43] .

[43] Image Source: https://carriageworks.com.au/venues/

9 FORMS OF NON-PHYSICAL INTERPRETATION

9.1 Digital Interpretation

Digital means of communicating and interpreting heritage places offer practically unlimited potential to convey information and for it to be consumed by a range of audiences. There is rapidly a growing array of digital tools that can enhance peoples experience and knowledge of heritage places. Some of these may include web-based archives, online photographs, oral histories as well as Facebook history and nostalgia groups. Some of these types of tools draw on traditional forms of interpretation such as signage and guidebooks, but they offer more personalised treatments and tours. Digital means can also be presented in a range of languages, media, interest groups and knowledge.

Conveying and interpreting heritage places by digital means is more than likely to become more important, accepted and widespread over time. The opportunities for digital heritage interpretation will also enhance as some technologies and devices become more common and acceptable. For example, websites conveying information, photographs have been used since the start of the internet, but more recent technologies including augmented reality or virtual reality may become more accepted in ways we cannot imagine today. This is an evolving theatre for heritage interpretation and one that should be reviewed.

9.1.1 Websites

The NSW Government's Bays Precinct Sydney website currently includes a section on White Bay Power Station, including a virtual tour with short videos of internal spaces and surrounds: https://thebayssydney.nsw.gov.au/destinations/white-bay-power-station/

We recommend establishing a separate dedicated website for White Bay Power Station following redevelopment, including information on the history of the site and surrounds clearly linked on the homepage. This could be in the form of an interactive timeline, similar to the type used on the Jacksons Landing website; or with information presented thematically with links to photos and videos, as used on the Cockatoo Island website. The current virtual tour can be included as an archival record of the site prior to redevelopment.

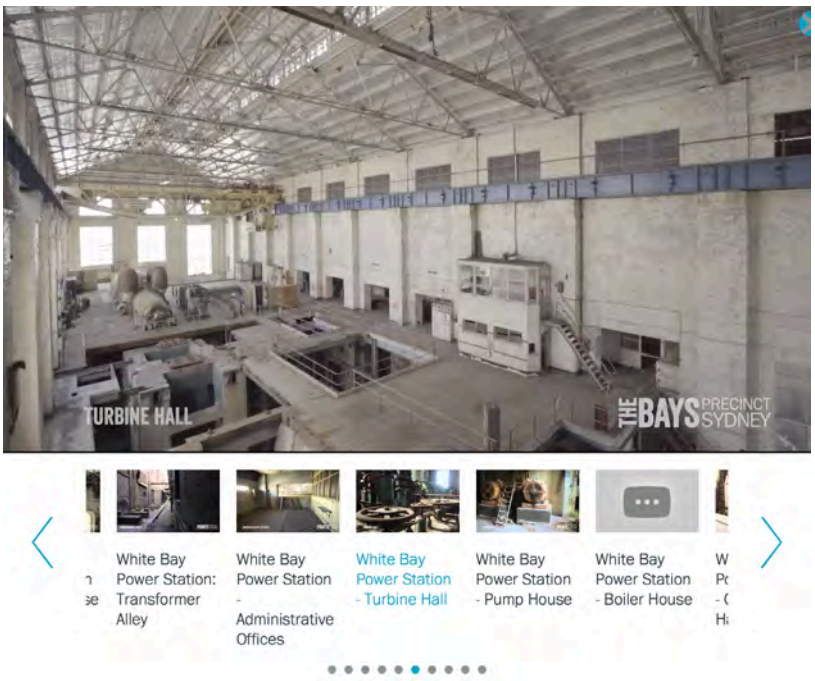


Figure 9.1.1.1: Existing website for the Bays includes virtual tour of the White Bay Power Station.[44]

[44] The Bays Precinct Sydney https://thebayssydney.nsw.gov.au/destinations/white-bay-power-station/

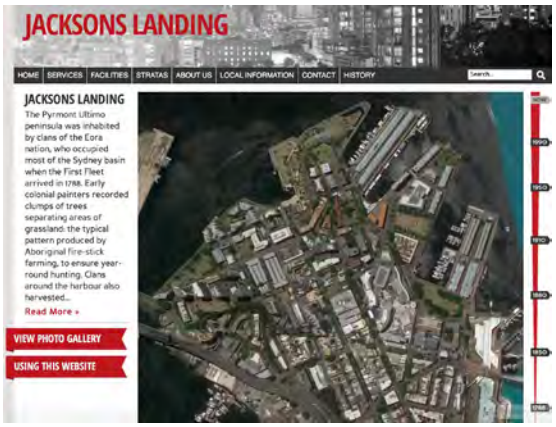


Figure 9.1.1.2: Screenshot from the Jacksons Landing website, accessed 14/01/22.

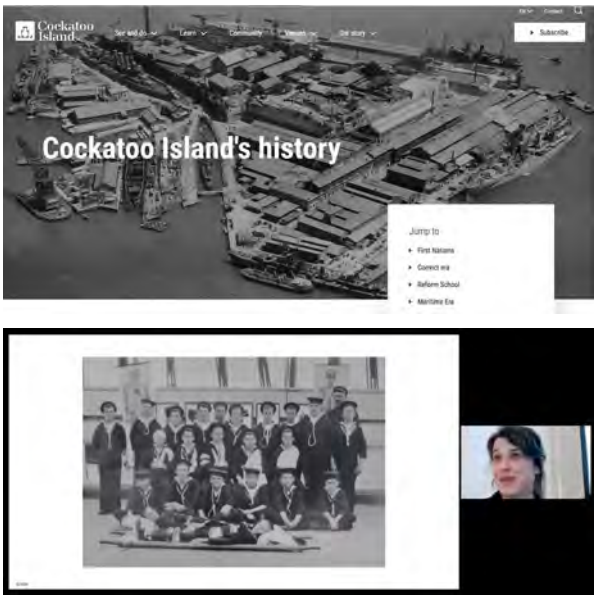


Figure 9.1.1.3: Screenshots from the Cockatoo Island website, accessed 14/01/22.

9.1.2 Social Media

Social media offers an interactive online source for public to become co-producers of heritage and knowledge of a place. This is not new with such media including Wikipedia which relies on ordinary people to add to the content of the information. This form of media is argued that *"these new forms of participation constitute something deserving to be called "citizen heritage". By "citizen heritage", we draw an analogy with the notion of "citizen science", a mode of science that mobilises a non-expert public into collaboration with expert scientists and which has been facilitated by digital tools for distributed data collection and analysis."*[45] Such work has the potential for citizen generated content which contributes to the evidence and knowledge surrounding the place. This form of interpretation is powerful and a radical shift from usual forms of consuming media but contributing to it and building knowledge. This form of *citizen heritage* adds to the sense of personal ownership. Connection and engagement to the place.

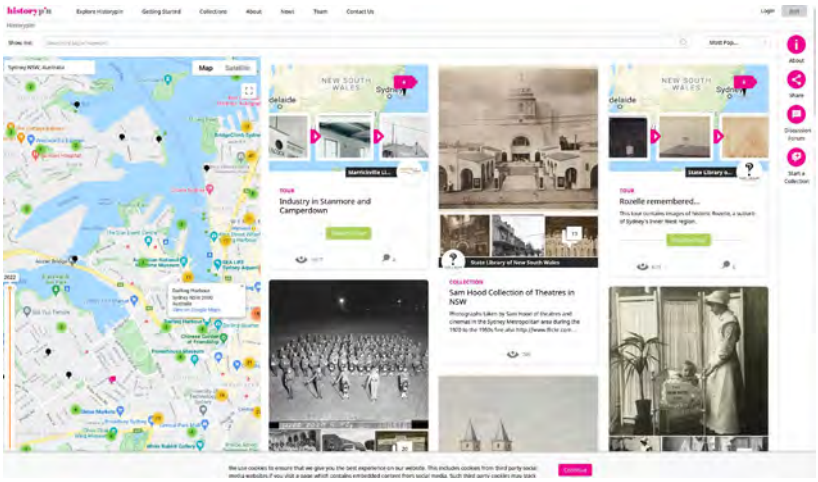


Figure 9.1.2.1: Historypin is an example of open site that allows users to contribute their stories.[46]

[45] Hannah Lewi and Wally Smith *"Citizen Heritage: provoking participation in place through digital technologies"*. Australia ICOMOS, Historic Environment. Volume 28, Number 2 – 2016. Page 14.
[46] YouTube (screengrab). "White Bay Oral History" source online https://www.youtube.com/watch?v=UUKOpdWum3Y

Figure 9.1.2.2: Online social media websites can include heritage groups where users contribute photos and stories fosters conversation, information and experiences on a topic or place.

9.1.3 Videos and documentaries

Video recording and documentary films are yet another tool that could be used to appeal to certain audiences. This type of media has been used as part of the White Bay Power Station Oral History Project for the then Sydney Harbour Foreshore Authority early 2000s and is available online. This type of media allows interviews of experts, workers and those with interest and knowledge of the area. This type of media may also be suitable for First Nations people to share stories and culture importance of the area.

Figure 9.1.3.1: Former workers are talking of their role and experiences at the White Bay Power Station.[47]

Figure 9.1.3.2: Video documentary for Sydney Opera House documenting archaeology and history .[48]

[47] YouTube (screengrab). "White Bay Oral History" source online https://www.youtube.com/watch?v=UUKOpdWum3Y
[48] Art of Media. Sydney Opera House: Revealing archaeology http://artofmultimedia.com.au/case-studies/heritage-interpretation-film

9.1.4 Augmented Reality

Augmented reality is using technology that superimposes a computer-generated image on the user's view of the real world, thus providing a composite view. Augmented reality could be used with photos and videos and activated. By standing in one spot and scanning a QR code, any smart device can use the camera to allow visitor s stee structures on the landscape that have long since disappeared. This may work well for:

- Photos of the Boiler House No.2 at White Bay Power Station
- Many photos of the White Bay Power Station showing busy life of trains, workers, dirty industry and smoke-belching chimneys
- The scale of the wharfage and cranage at White Bay Wharf and loading facilities along
- Treasure hunts using augmented reality similar to gaming such as Pokémon GO.

Figure 9.1.4.1: Augmented reality could be used to insert structures in the landscape that have since been demolished. [49]

Figure 9.1.4.2: Games including Pokémon GO use augmented reality to search for objects in real environments. Similar technology could appeal to new audiences to reveal hidden objects and information within the precinct.

Figure 9.1.4.3: Augmented reality could be used to picture ships docking along White Bay.[50]

Figure 9.1.4.4: Augmented reality could be used to picture former buildings and life during industrial phase.[51]

[49] Glamorgan Heritage Coast AR App. Online Source: http://jamcreativestudios.com/index.php/portfolio_page/glamorgan-heritage-coast-ar/

[50] Sam Hood. State Library of NSW. Title "Loading coal, Balmain Mine". File number FL1358701. Source online.

[51] Leichhardt Library. "White Bay Power Station". Circa 1953.

9.1.5 Apps

An app could be developed to accompany a self-guided walking tour of the site and surrounds, similar to the City of Sydney Culture Walks app. In this example, a map is provided, indicating the start and finish points, with points of interest along a suggested walking route. For each point of interest, a brief description and history could be provided, with historical photos. These points could tie in with physical signage if appropriate, or possibly integrate an augmented reality feature. The app could integrate the entire Bays West precinct.

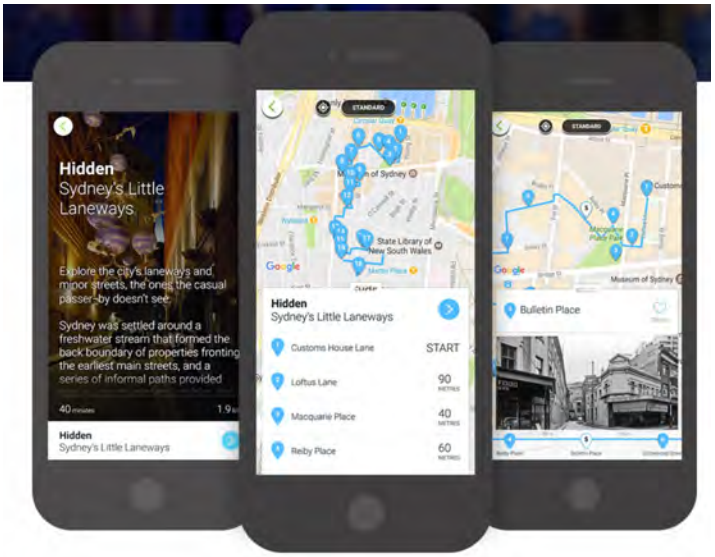


Figure 9.1.5.1: Sydney Culture Walks app..[52]

9.2 Brochures

The Sydney Harbour Foreshore Authority has produced a brochure providing a brief outline and background history of White Bay Power Station, to accompany guided tours. Alternatively, a more detailed brochure could be produced to accompany a self-guided walking tour, such as the one produced by the City of Sydney, 'Hidden Sydney's Little Laneways' (refer to **Figure 9.2.2**), available for download online.

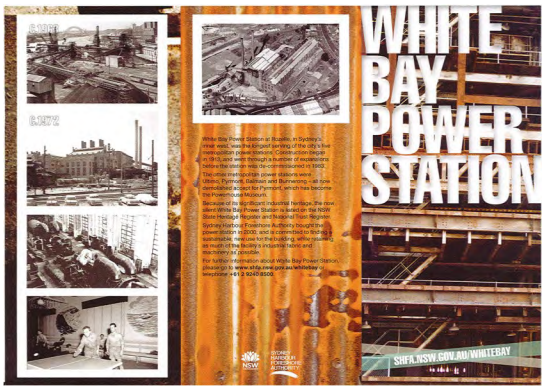


Figure 9.2.1: Brochure produced by Sydney Harbour Foreshore Authority

Figure 9.2.2: Excerpts from 'Hidden Sydney's Little Laneways' Historical Walking Tour brochure, produced by City of Sydney. Accessed online 4/2/22.

[52] Source: https://www.sydneyculturewalksapp.com Accessed 14/01/22

9.3 Light Projection

Lighting projections are non-invasive, reversible and potentially could be installed at any time and before the precinct is open to the public. Lighting and lighting projections can change and alter depending on the narrative or story that is being told, whether this is Aboriginal culture and stories, industrial practices, social life or stories of neglect and rebirth. In addition to storey-telling, lighting can be used to enhance the desirable architectural elements of the building, activating the site in a way that is both engaging and visible from important viewsheds.

We recommend that lighting can be used in the following ways:

- The twin chimney stacks as key elements and landmarks visible from key viewsheds and approaches across Sydney.
- Back light of the curtain wall of the Boiler House. This idea was first proposed by Electrolight in 2013 for using polarised light that will turn on and off windows and interpreting the declined condition (refer to **Figure 9.3.3**). Electrolight described the approach as follows:

  > *The lighting scheme will use polarizing films to block the light coming through the clear acrylic panels (see images 1 & 3) to emphasise the previously neglected character of the building. When the polarisation of the internal lighting is removed, the dark panes will glow in a similar fashion to the glass panes, creating a uniformly illuminated surface (images 2 & 4). The transition from broken to whole signifies the regeneration and renewal of the Power Station whilst still being true to the historical character of the building.*[53]

- Lighting projections to the east wall of the Boiler House interpreting the demolished Boiler House #2 and visible from Anzac Bridge approaches.
- Back lighting of some windows on the north elevation.
- Lighting projection of the north elevation showing an "x-ray" of the machinery inside and energy process. This idea was first raised by Thylacine who described the approach as follows:

  > *Animated projection map; allowing the visitor to see inside the historical functioning of the power station. A visual portal into whole process of power generation in the WBPS can be described through a cross section of the building on the northern side. Achieved through projection mapping and an animation across this side of the building.*[54]

- Vivid Sydney is a major Sydney event that showcases buildings and places in a colourful and lively way. Combing the White Bay Power Station as a destination of Vivid Sydney could enhance the area as a destination, be combined with interpretative messages.
- Careful consideration of internal lighting could be used for machinery and objects.

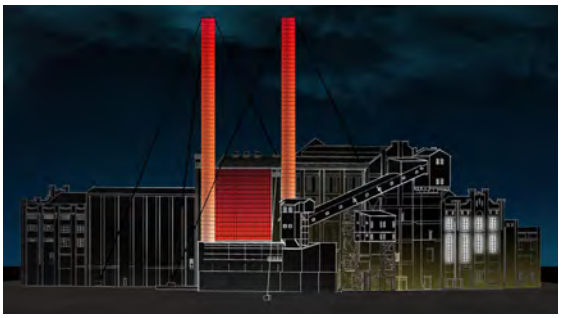


Figure 9.3.1: Electrolight Lighting proposal

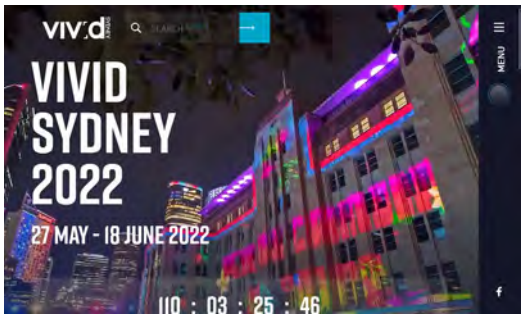


Figure 9.3.2: Sydney Vivid.[55]

[53] Electro Light. White Bay Power Station, Lighting Concept Report. 2013.
[54] Thylacine Design and Project Management. White Bay Power Station. Interpretative Plan and Opportunities. March 2017.
[55] Image source online https://jml297.com/2019/01/14/gladesville-bridge-sydney/

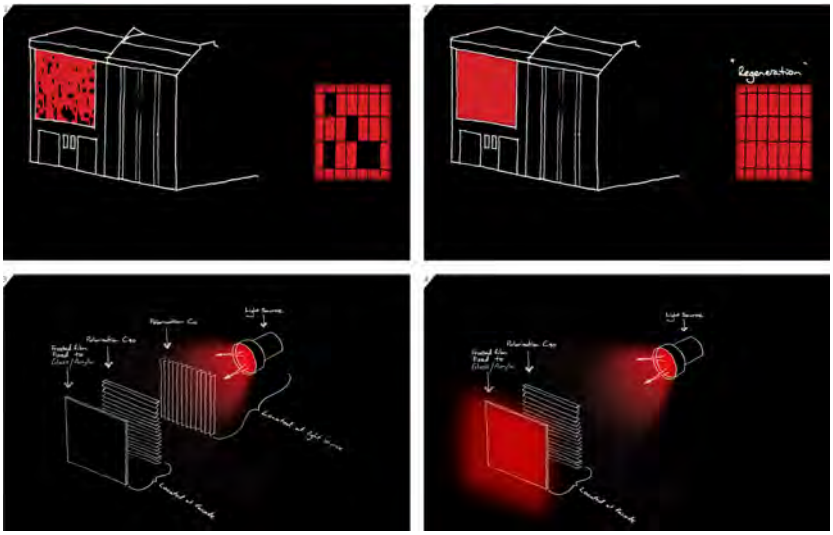


Figure 9.3.3: Proposal to back light the curtain wall of the Boiler House (Electrolight)[57]

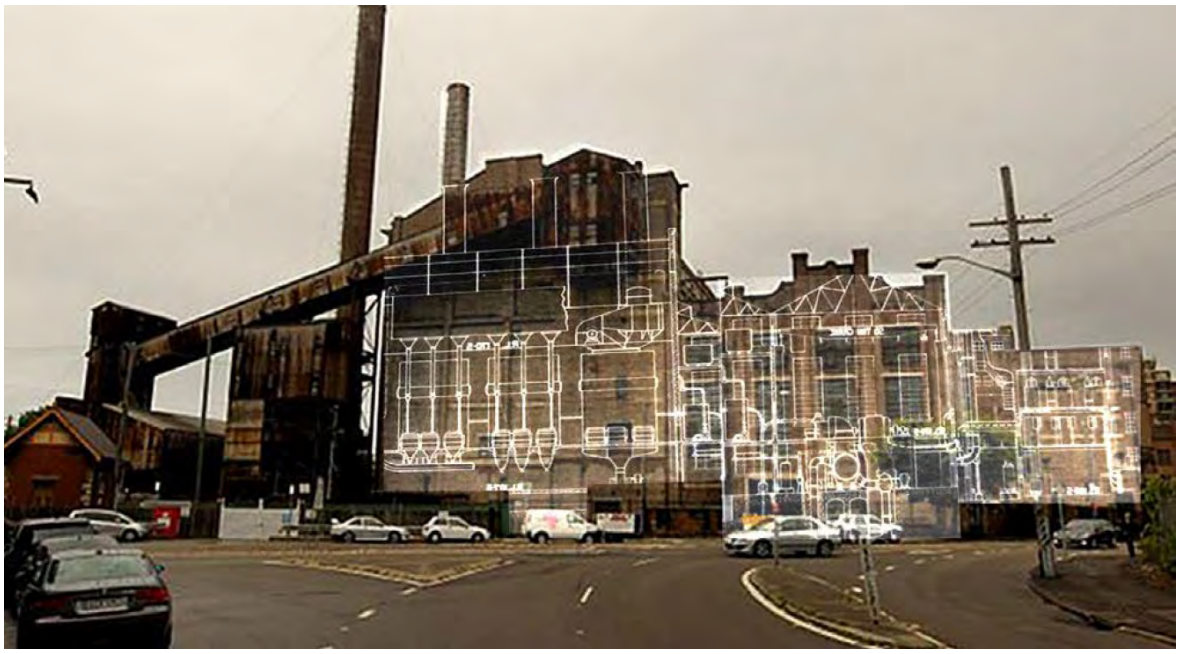


Figure 9.3.4: Animated projection map illuminated on the north wall of the White Bay Power Station[58] (Thylacine)

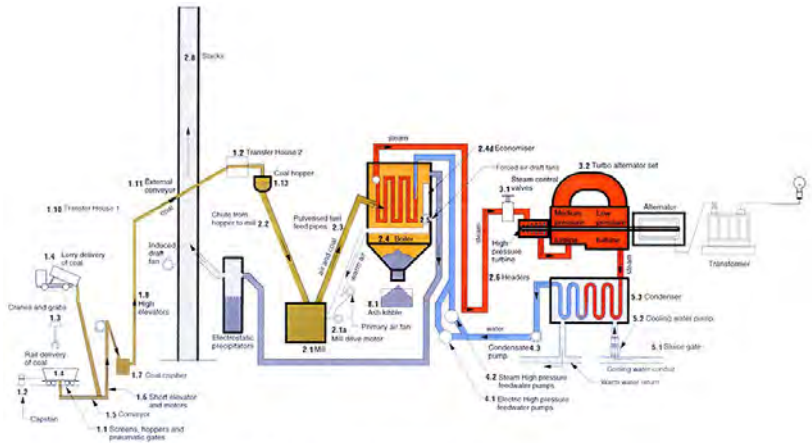


Figure 9.3.5: Diagram of the process of electricity generation from coal. Details the processes at White Bay Power Station.

[57] Electrolight. White Bay Power Station, Lighting Concept Report. 2013.
[58] Thylacine Design and Project Management. White Bay Power Station. Interpretative Plan and Opportunities. March 2017.

9.4 Guided and Self-Guided Tours

Guided tours offer detailed insights to the stories and history of a place that is being interpreted. Guided tours can be aimed to a variety of people and backgrounds including those who may already have an interest in the place, may have a passing curiosity or as a form of entertainment for tourists, visitors and wider audiences. Guided tours offer the opportunity to visit places that are not normally accessible by the public or may have safety requirements. The White Bay Power Station contains areas that are inaccessible due to safety including high places, underground tunnels, confined spaces or because a space may contain sensitive and fragile machinery. Guided tours may be suitable for buildings including steel mesh gantries in the coal conveyor, Boiler House, Pump House and Turbine Hall or underground passages including the cable tunnels near the Switch House and conveyors underneath the Coal Handling Shed.

Guided tours have already operated out of the White Bay Power Station including a large open day held over two days in 2011 and tours conducted as part of Sydney Open events. Sydney Open is managed by Sydney Living Museums and coordinates with the owners of private and public buildings for supervised public access or with a tour guide. The White Bay Power Station was last open to the public as part of Sydney Open in circa 2015 and is recommended that this type of supervised public access could be re-activated as soon as the site is safe.

There are many examples of successful guided tours in Sydney whose aim is to attract a variety of visitors, including The Sydney Opera House, The Bridge Climb (Sydney Harbour Bridge), Museums, and parks.

Figure 9.4.1: Sydney Bridge climb is an internationally known tourist destination attraction that offers tours for a range of audiences. [59]

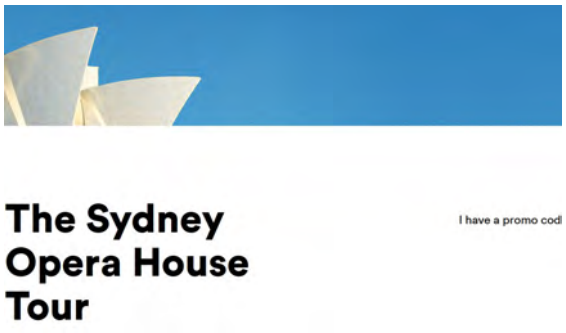


Figure 9.4.2: Sydney Opera House offer a range of back-of-house guided tours that focus on different aspects of the place.

Figure 9.4.3: Guided tours can offer public access to places that are otherwise inaccessible and hidden.

Figure 9.4.4: Tours of the White Bay Power Station have occurred in the past on public open days and specialist tours for professionals.

[59] Image: Sydney Bridge Climb: https://www.bridgeclimb.com/climbs-prices/prices

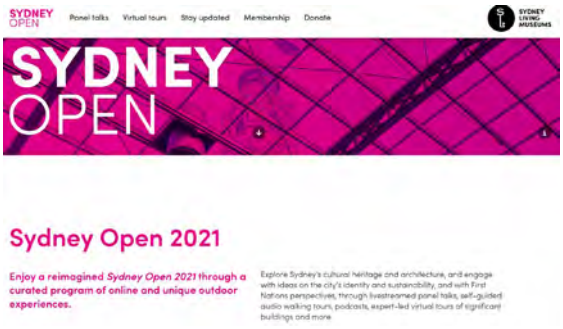


Figure 9.4.5: Sydney Open facilitates access and tours to a range of buildings that are normally inaccessible to the public.

9.5 Place Naming and Dual Naming

As part of the industrial and maritime history, parts of the site retain technical names that provide insight into the use and history. This is particularly relevant for the White Bay Power Station where structures and equipment are retained. For the other areas, place naming could adopt other naming conventions including dual names. Since June 2001 the NSW government has supported a dual naming policy for geographical features and cultural sites. This community-driven system acknowledges the significance of Aboriginal culture and, in doing so, represents a meaningful contribution to the process of reconciliation in NSW.

- Aboriginal naming should follow the guidelines in the Bays West Urban Design Framework which states "*Utilises indigenous language for naming of significant site elements including streets and public domain spaces in accordance with recommended protocols.*"[61]
- Aboriginal Naming: Any system using Aboriginal names should be considered in full consultation with Aboriginal custodians and in accordance with recognised naming conventions. It is noted that the Committee for Geographical Names in Australasia has prepared a policy guideline titled "*Policy guidelines for the recoding and use of Aboriginal and Torres Strait Islander Names*". The main objective of the policy states: *To ensure that Aboriginal and Torres Strait Islander place names are recognised by all Australia as being part of Australian heritage and need to be preserved*.[62] The policy has seven secondary objective and guides as set out in the naming guidelines.
- Names of important locals, ex-workers could be immortalised. For example, as part of the social history of the site, the outlet canal used by Dawn Fraser for swimming practice could be named the after her. This will require further research to understand important associations with people and ex-workers.
- Names of former uses of the Site. This is recommended for the White Bay Power Station but can also be considered for other area.

[61] Bays West Urban Design Framework. March 18, 2021. Page 97
[62] Refer to NSW Geographical Names Board. Dual Naming guidelines. https://www.gnb.nsw.gov.au/aboriginal_place_naming/dual_naming

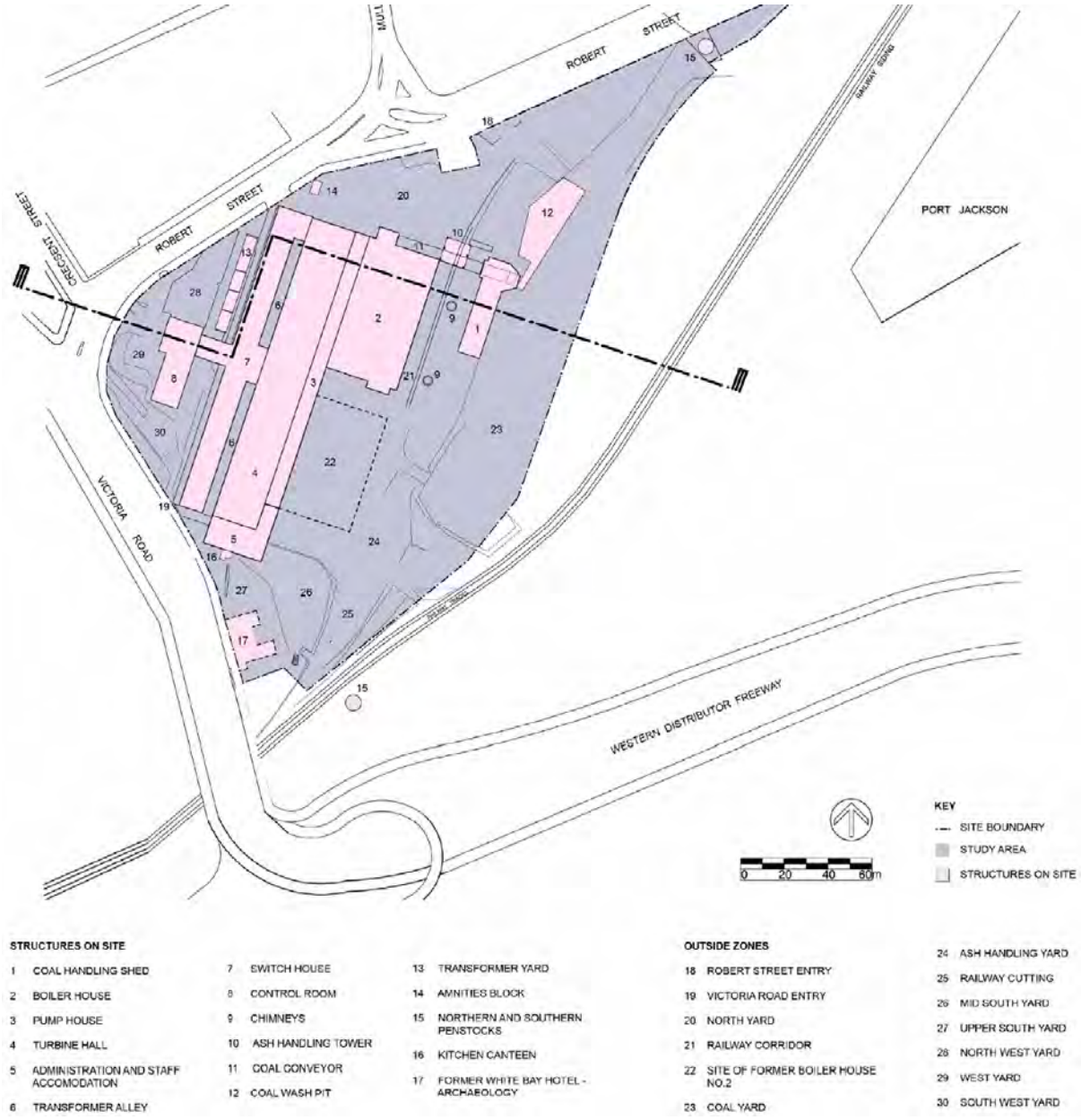


Figure 9.4.1: Place naming inside and immediately around the White Bay Power Station should adopt place names that relate to the power station.

10 IMPLEMENTATION OF INTERPRETATION OPTIONS

10.1 Implementation Processes

The following process is recommended to be used for the development and eventual implementation of Heritage Interpretation throughout the site and the broader precinct. Implementation may be a shared process of people and organisations but primarily should be overseen by a single body so that interpretation is considered in a holistic and coordinated way.

Stage 1: Interpretation Strategy

This Heritage Interpretation Strategy provides a high-level strategic framework for planning, managing and the implementation of heritage Interpretation across the precinct.

Stage 2: Community consultation

Community consultation with key stakeholders and community groups.
Refine the local values and expectation for heritage interpretation

Stage 3: Options Development

Develop interpretation methods based on community consultation and research
Agree on historic themes, materials and character of interpretation.

Stage 4: Prepare the Interpretation Plan

Prepare the Interpretation Plan based on research and above phases. Provide detailed design and content of interpretation and panels. Consult with community and stakeholders to achieve final approval. Secure the Copyright of materials to be used (images, text, artworks etc).

Stage 5: Detailed design and installation

Prepare tenders for specialists in interpretation, artists and other industry to finalise the design and production and installation of interpretation.

State 6: Post Installation

Promote Community interaction and public engagement with the broader City.

11 CONCLUSION

It is recommended that:

- This interpretation Strategy be accepted and followed as the basis for the future Interpretation Plan and implementation.
- This report is read in conjunction with the White Bay Power Station Conservation Management Plan (prepared by Design 5 Architects). Any interpretation in or around the White Bay Power Station should be carried out in accordance with relevant policies and discussion of significance in that report.
- This report acknowledges that opportunity exists for Aboriginal stories, culture, and values to be expressed and embedded on the site. It is critical that all work and expressions of Aboriginal culture, stories and knowledge is implemented in full consultation with Aboriginal stakeholders and appropriate consultants.
- Community consultation is carried out to ensure community values and expectations are met in the implementation of future interpretation.
- Interpretation must be integral part of the design of the place and where possible, it needs to be embedded in the fabric of the place itself. In the case of White Bay Power Station, any adaptation, fitout, conservation, or other works to the place should be carried out in such a way that retains as much significant fabric and evidence of early use as possible to allow the building and places to speak for itself.
- This interpretation plan recognises that a range of opportunities exist for conveying the history and significance of the place to all user groups. This can be as simple as images or pictures on signboards and/or a range of public art, play space and play equipment, display of archaeology and soundscapes.
- This interpretation plan recognises that a range of opportunities exist for non-physical interpretation. This may include digital media, lighting, brochures, tours, and naming.
- Digital interpretation is likely to become more accepted and widespread over time. Digital forms of interpretation offer potential to convey information and for it to be consumed by a range of audiences in a way that is personalised, engaging, fun and meaningful and should be pursued.
- Any dual naming is done in consultation with Aboriginal stakeholders and in accordance with the Dual Naming guidelines set out in the NSW Geographical Names Board.
- Detailed graphic designs of the interpretive media panels and non-physical media are to be prepared in consultation with the relevant heritage specialist.
- Interpretation should be considered holistically across the site covering stories, periods of evolution, changes and context. The messages, graphics, types of media and location of interpretation is to be considered holistically and for a range of audiences.