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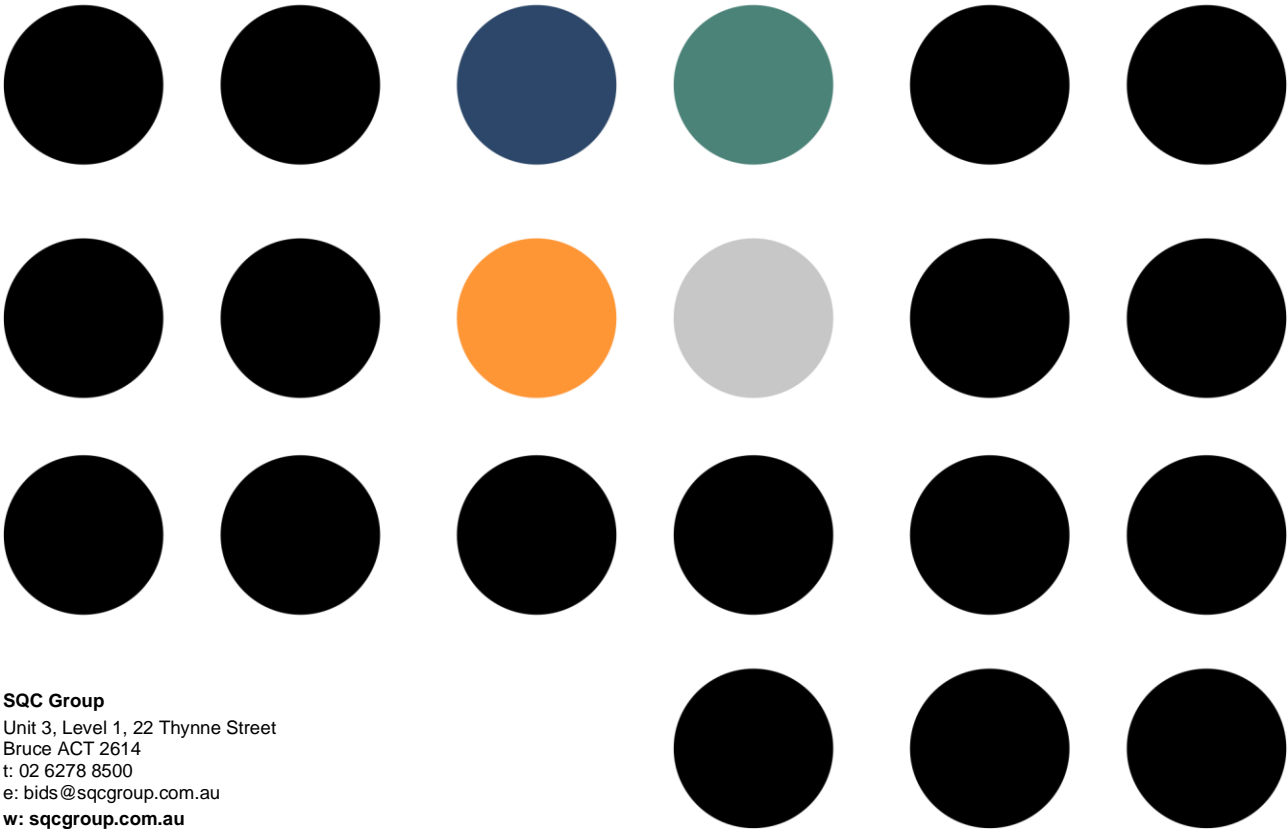
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Woden Bus Interchange, ACT

Statement of Heritage Effects

30 June 2022





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Issue / Amendment Register				
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1.0 INTRODUCTION

1.1 Background

This Statement of Heritage Effects (SHE) has been prepared by SQC Group for Lend Lease On Behalf of the ACT Government.

Lend Lease have been awarded the Contract to Project Manage the design development and construction of the new multi-level CIT Campus in the Woden Town Centre. The Development will be built on the site of the current Woden Bus Interchange and former Woden Police Station (demolished).

1.2 Project Brief

The ACT Government is investing in a purpose-built CIT campus, youth foyer and new public transport interchange for Woden, stimulating the local economy and supporting the revitalisation of Canberra's southern hub, with new educational and community facilities to be built in a central, well-connected part of Woden complemented by a new public transport interchange.

The education hub and new transport interchange will be built on the site of the current Bus Interchange and the former Police Station. The current Interchange will be demolished to make way for the new facilities. Given the age of the facilities surrounding the interchange, its adjacency to Woden Plaza Shopping Centre, the Callam offices and its own place in the history of infrastructure development in the Capital Territory, the brief requires that a heritage assessment be undertaken of the site for potential heritage significance prior to any works commencing.

The following actions are required by the brief:

- Undertake a condition and integrity assessment of the building as part of the site inspection.
- Undertake research from published tertiary sources on the history and development of the site including the existing buildings and earlier development. This is required so as to be confident as to the potential for whether demolition of the site might reveal evidence of an earlier development.
- Undertake an assessment of the significance of the Place against the ACT Heritage Act Criteria.
- Prepare an assessment report including recommendations on Opportunities and Constraints placed on the use / alterations of the place by its significance (if any) Present to Lend Lease for review electronically;

1.3 Site Context

1.3.1 Location

The Woden Bus Interchange is located in the suburb of Phillip on Block 4 Section 35. The current Interchange is located along Callam Street and Bradley Street.

See Figure 1 for details.



Figure 1 – Location of current interchange along Bradley Street and Callam Street in the Woden town Centre

Source: Actmap, accessed 29.06.2022

1.3.2 Planning Context

The site is designated as CZ1 Core Zone and TSZ1 Transport within the Territory Plan. In the new development it is staying as such to our knowledge, specifically along the Callam Street. The development of the Woden Centre is being guided by the Woden Town Centre Master Plan adopted by the ACT Government and endorsed in 2015.

https://www.planning.act.gov.au/data/assets/pdf_file/0009/898272/Woden_Master_Plan_web.pdf

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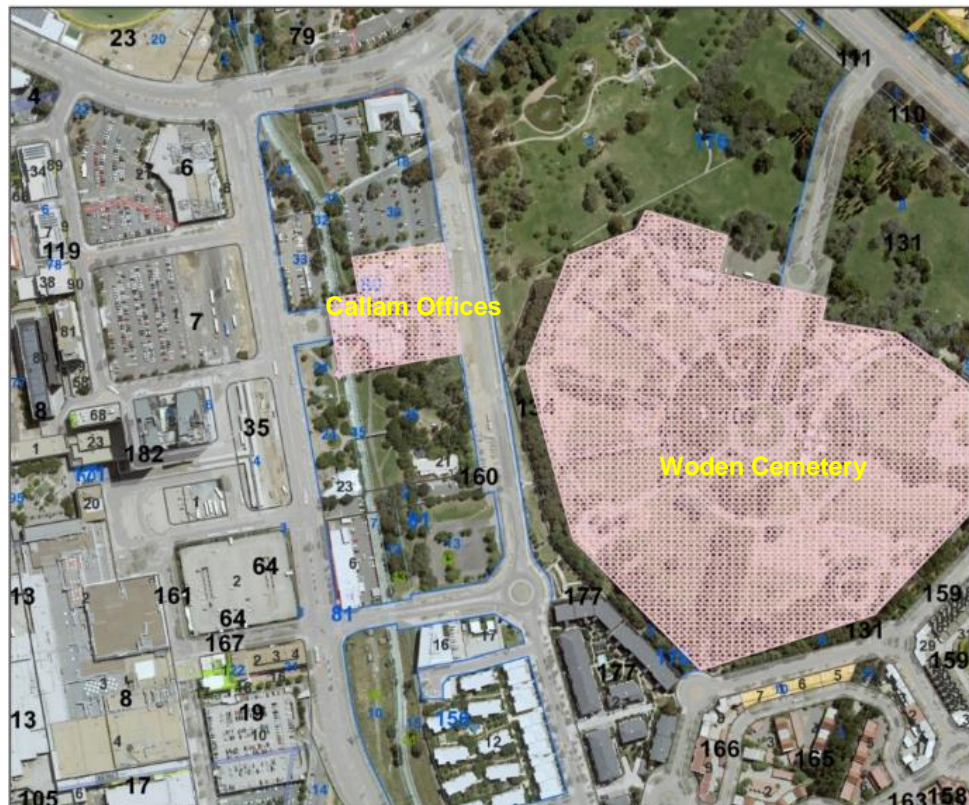


Figure 2 – Heritage listed places in proximity of the Woden Interchange

Source: Actmap , accessed 29.06.2022

1.3.3 Heritage Context

Statutory status

Neither the Bus Interchange nor any items in its curtilage are listed on any of the lists National, Commonwealth, ACT Heritage List or any other.

The Bus Interchange is not included in any of the interim lists or nominated to be assessed by any individual or group.

It is not located in a designated heritage area or group.

The Callam Offices and the Woden Cemetery (Fig 2) are the two Heritage listed places located in proximity of the Bust Interchange.

General context

The historical context of the site is that it is in one of the town centres of Canberra which is in Woden urban areas one of the three urban areas in Canberra identified, planned, and developed by the NDC between 1960-1980. The Woden Town Centre was the first amongst the three to developed outside of the Inner City. (Refer Section 2 for further detail)

1.4 Authorship

This report has been prepared by Meetu Sharma Saxena, Conservation Architect and Nicholas Goodwin, Access and Heritage Principal with SQC Group. Nicholas has over 25 years conservation experience in Australia and Meetu has more than 20 years of experience in heritage and conservation management in India and Australia.

The photographs, plans and figures are a copy right of the Author unless otherwise stated.

1.5 Methodology, Limitations and Assumptions

The heritage and impact assessment are based on *Historic Urban Landscape Approach*, where a wholistic view of the historic place is considered for assigning values and determining the scale of permitted change.

The condition audit has been prepared based on visual inspections only.

No detailed survey of the buildings or landscape was undertaken.

No community surveys or consultation was conducted as part of the assessment process. Discussions were held with employees of Transport City Services Canberra regarding the history, use and community perceptions whilst undertaking the site inspection.

a. The following are excluded from the scope of works:

- Measured or photographic recording;
- No detailed calculations or quantitative assessments of the adequacy or compliance of the building to current design codes or the National Construction Code (NCC) were carried out as part of this proposal, nor was any physical materials testing carried out or enquiries made of statutory authorities in connection with the proposed recommendations.

b. The report is based on the following:

- The information provided by Lendlease;
- Discussion with TCCS employees involved in managing operation of the site;
- Publicly available information on the new development on site
- Generally available history and documentation of the interchange. No detailed archival research was undertaken.

1.7 Acknowledgements

We wish to thank the operations staff of TCCS at the Woden Bus interchange lead by Michael Scott, for their time to show us around the Bus Interchange and outline the operation, physical changes, operational challenges and safety issues they work with.

2.0 HISTORY and HERITAGE ASSESSMENT

2.1 Historical Context

2.1.1 Geology

The rocks underneath Phillip are from the Silurian period and are from 417 to 414 million years old. Deakin Volcanics green-grey, purple coloured rhyodacite can be found in the west half and southeast corner of Phillip. Deakin Volcanics purple and green tuff has been observed around Hindmarsh Drive.

2.1.2 Pre – Colonial and Early colonial Context

There are no direct and straight forward information/references that informs if there were any direct links between the indigenous history and the site of the bus interchange or its surroundings. There may, however, be connections to the larger Woden Valley which will need further research and not required as part of this assessment. Given the scale of development that has taken place over the past approximately six decades on the site and the surroundings the findings of any archaeological artefacts is highly unlikely.

Regarding the early colonial settlement, reference to two properties comes forth in the research, Woden Homestead (part of the Campbell Estate now part of the Symonston area of Canberra) – which lends its name to the district and Yarra Glenn Homestead which lends its name to Yarra Glenn the road connecting the city to Woden. No physical evidence of the latter homestead buildings remains.

The Woden Valley was part of the Yarralumla Sheep Station (the main house is now the Governor Generals residence), developed in 1837 by Terence Aubrey Murray assisted by Irish convicts. His brother, Dr James Murray purchased an additional 2,560-acre, in the Jerrabomberra Creek valley, in 1837. In 1840 they built the Woden Homestead which is heritage-listed still exists and occupied, overlooking the Monaro Highway near Hume. Woden Creek is near to the homestead.

With the acquisition of the Federal Capital Territory in 1911, districts were gazetted, one of which, encompassed the Jerrabomberra and Yarralumla Creek valleys.

It was called 'Woden District' after Murray's original property. In time this district was reduced in size and confined to the Yarralumla Creek valley and eventually renamed 'Woden Valley District'.

The Campbells, the founders of 'Duntroon' bought the Yarralumla and Woden properties around 1912. Later they were bought by the Commonwealth.

The Yarra Glen Homestead was owned by Frank Gifford who was granted a soldier settler lease on the 779 acres (315 ha) Woden Block 32 in 1920, and a lease on the adjacent 825 acres (334 ha) Block 39 in 1922 he named the property such. In August 1925, the two blocks were merged to become the smaller 1,200 acres (490 ha) Block 27A, which extended from the vicinity of the present-day Royal Australian Mint south to include the present-day suburb of Hughes. In 1927, Gifford sold the lease to George Campbell, a descendant of Robert Campbell of Duntroon. George worked the property with his two sons, Robert, and Curtis.

The Yarra Glen homestead was located near the intersection of present-day Carruthers Street and Yarra Glen, Curtin. The large conifer on the Yarra Glen median strip near the Carruthers Street overpass was once part of the homestead garden, and the row of large trees to the left (east) of the southbound Yarra Glen off ramp were originally a windbreak for the homestead's garden. The main parkway connecting Woden Valley with central Canberra, constructed in 1966, was named Yarra Glenn after the former property.

2.1.1 The NCDC and the Y Plan

The NCDC was responsible for the design and development of the Woden Bus Interchange. The NCDC was the principal planning and development body in the ACT from 1958 to 1988 (self – governance). It was formed under the National Capital Development Commissions ACT (CWLTH) passed in 1957. The role of the NCDC was to plan develop and construct Canberra as Australia’s National Capital.

The NCDC was influential and the primary player in defining the architecture and built environment of the city as they managed the design and construction of the Nation’s Capital for three decades including housing, office space, retail space and infrastructure projects like roads and interchanges. Most of the leading architects, engineers and construction firms were let projects for the express objective of creating a world class Capital.

Canberra’s population was rising rapidly in the decades that NCDC was in operation it went from 40,000 in the 1960s to approximately 250,000 in 1983. ¹ to cope with this demand the NCDC developed the Y shaped Plan which proposed 4 new ‘town centres’, extending out from the city in a Y Shape – Woden – Weston Creek (1964), Belconnen (1967), Tuggeranong

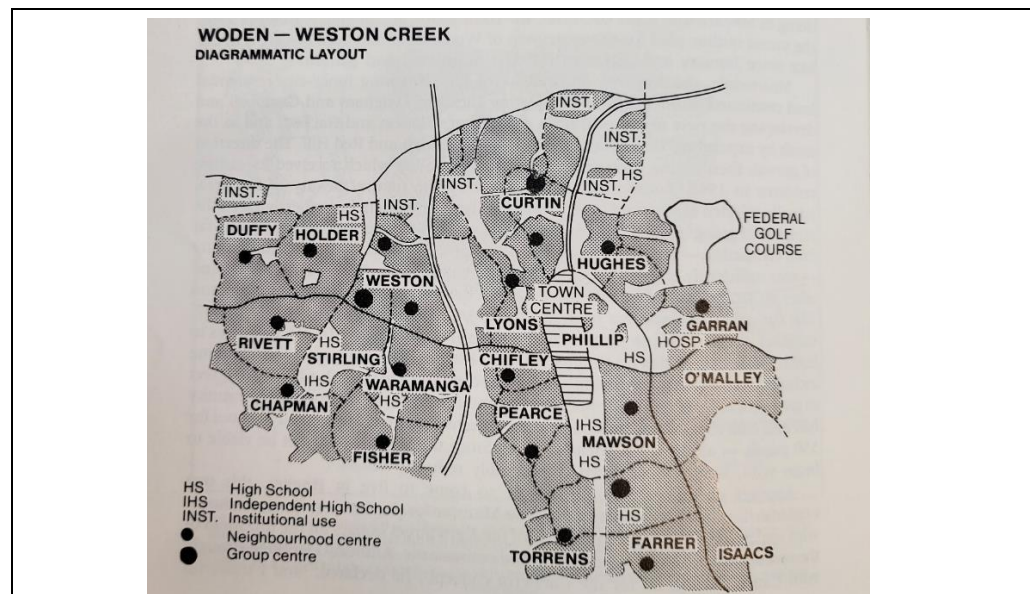


Figure 3 – Woden – Weston Creek District Spatial Layout

Source: after Eric Sparke Canberra, 1954-1980, Australian Government Publishing Service, 1988 (p112)

¹ Metropolitan Canberra, Policy Development Plan 1984, NCDC, Canberra ACT, Commonwealth of Australia

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(1973) and Gungahlin (1989). Each town centre was planned and designed to have its own distinctive landscape and built character, commercial centres and residential communities. Woden and Belconnen were specifically designed to house large public servant populations. The design of the offices and the commercial buildings was usually commissioned through leading architects of the country at the time.

2.1.2 Woden Town Centre

The Woden Bus Interchange is located in the Woden Town Centre the commercial heart for the Woden one of the three urban areas in Canberra being developed by the NCDC in the mid - sixties and seventies, the others being Belconnen and Tuggeranong. The spurt in the development of these suburbs came between 1965 - 72 which is contemporaneous with the completion of the first stage of the Interchange. At the time, the Woden and Weston Creek suburbs could accommodate close to 90,000 people which would in turn support the Woden Town Centre.²

The Woden Town Centre Master Plan was conceived by NCDC in 1964. The building of the Town Centre at Phillip began in 1967. Big road works were initiated for it to be linked to the inner city. This included constructing Hindmarsh Drive linking the town centre with Southern Canberra at Fyshwick (1966). Yarra Glenn opened in 1967, the first major transportation corridor to a new town, connecting it to the city.

The NCDC stimulated the development of the Town Centre by designing and building Commonwealth Offices including the multi storey Scarborough and Juliana Houses, both of which were occupied in 1972 and others such as the Fishburne and Sirius Buildings (dem. 2007-2008) and Alexander and Albemarle Buildings (now adapted for multi unit housing) which were among the first buildings to be built at the centre. Juliana House, which once housed the Commonwealth Health and Ageing department is now refurbished (2014) and functions as an apartment motel. The other building being built around this hub were the Food and Services Building (1969) (former Canteen now demolished) and the Woden Town Centre Library and Health Centre (1977)

² Eric Sparke, Canberra, 1954-1980, Australian Government Publishing Service, 1988

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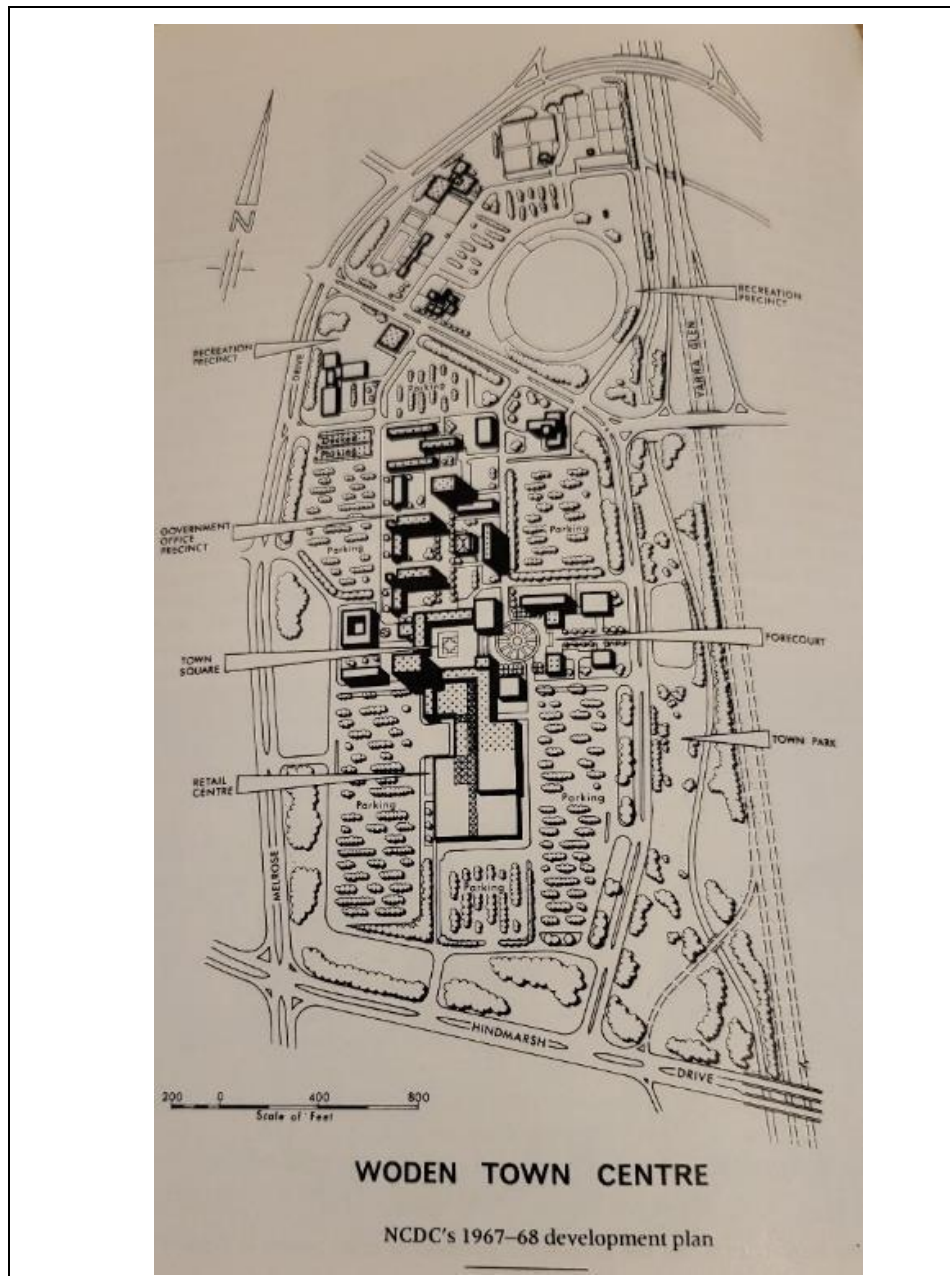


Figure 4 – Woden Town Centre , Development Plan, NCDC

Source: after Eric Sparke Canberra, 1954-1980, Australian Government Publishing Service, 1988 (p178)

Private enterprise followed suit and the MLC (renamed to Lovett Tower in 2000) tower was completed and opened in 1973, which was the tallest commercial building in Canberra at 26 Storeys.

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In September 1972, the first stage of the Woden Plaza opened which was an airconditioned shopping complex of almost 20,000 square meters of retail space. This was followed closely by the opening of the Bus Station in 1972.

Thus by mid-1970's Woden Town Centre was a thriving commercial centre supported by a burgeoning residential population of the Woden Valley – Weston Creek district. As of June 1982, there were 9300 workers working there and it contained 67,900 square meter of retail space.³

2.1.3 Woden Bus Interchange

The first conversations regarding a bus station at Woden began as early as 1965 as a Canberra Times article from Jul 1965 suggests. It seems that the intent was always to build it in two stages, the first stage to happen between 1967-72 and the second stage thereafter contingent on the type and quantity of demand. An advisory council member Mrs AP Dalgarno is quoted as:

“Plans were for the bus terminal to be near the Government- offices. This would make it convenient for Government workers, but not so convenient for people using the buses to go shopping,”⁴

A contract of £477,249.00 to build a Bus Station at Woden was let by NCDC in 1972 to Leighton Contractors. The interchange was designed by NCDC. The construction began for the Bradley Street interchange in March 1972 and was operational in December 1972. Prior to the construction of the Bradley Street interchange an interim Woden Interchange was established on Melrose Drive (across from Phillip Pool) in March 1968. This was required due to the commencement of the Woden-City express route to cater to the growing population of the Woden Valley District. Woden Bus Interchange was one of the first purpose built off-street interchanges in the country.⁵ It was Australia-leading in terms of its design and was one of the better bus stations at the time⁶

At the beginning of construction, a NCDC spokesman was quoted in Canberra Times March 1972 enumerating the following would be included as part of the interchange development:

“...It would be an integral part of the town centre and would be sited immediately east of the town square, away from the main vehicular traffic movements, and would provide segregation of bus passengers from other vehicles.

It would incorporate a covered platform waiting area, lavatories, a bus starter's office, and a concourse area with a kiosk fronting it. These facilities would be covered by a steel and concrete structure which would form the first part of the pedestrian overbridge to connect the town square with the town centre development to the east.

The contract also included the provision of a landscaped forecourt area west of the police station.”

³ Eric Sparke, Canberra, 1954-1980, Australian Government Publishing Service, 1988

⁴ <https://trove.nla.gov.au/newspaper/rendition/nla.news-article105762030.txt>

⁵ <https://www.actbus.net/woden-bus-station/>

⁶ Interview with the Action Bus staff on site visit

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Over the years the Bus interchange has been extended and modified to suit the evolving demands of the city and the residential and working population.

The Interchange was expanded in 1982 along the Callam Street, almost doubling its size to accommodate the new services required for Tuggeranong. These upgrades were also necessary because the number of buses and passengers using the Interchange had more than doubled since 1972. Some of the highlights were addition of heated waiting platforms.

A Canberra Times article dated 25 Nov 1982 states:

“The basic amenity standards of 1972 at Woden have been vastly improved in the extension works. Then, heated waiting rooms were not heard of. Waiting spaces had few seats and no side walls. Some services left from stops which had no roof.

Operation of articulated buses was not envisaged when the Woden interchange was planned, and ACTION was lucky that there was some kerb space which was long enough for them. But there was a need for still more kerb space.

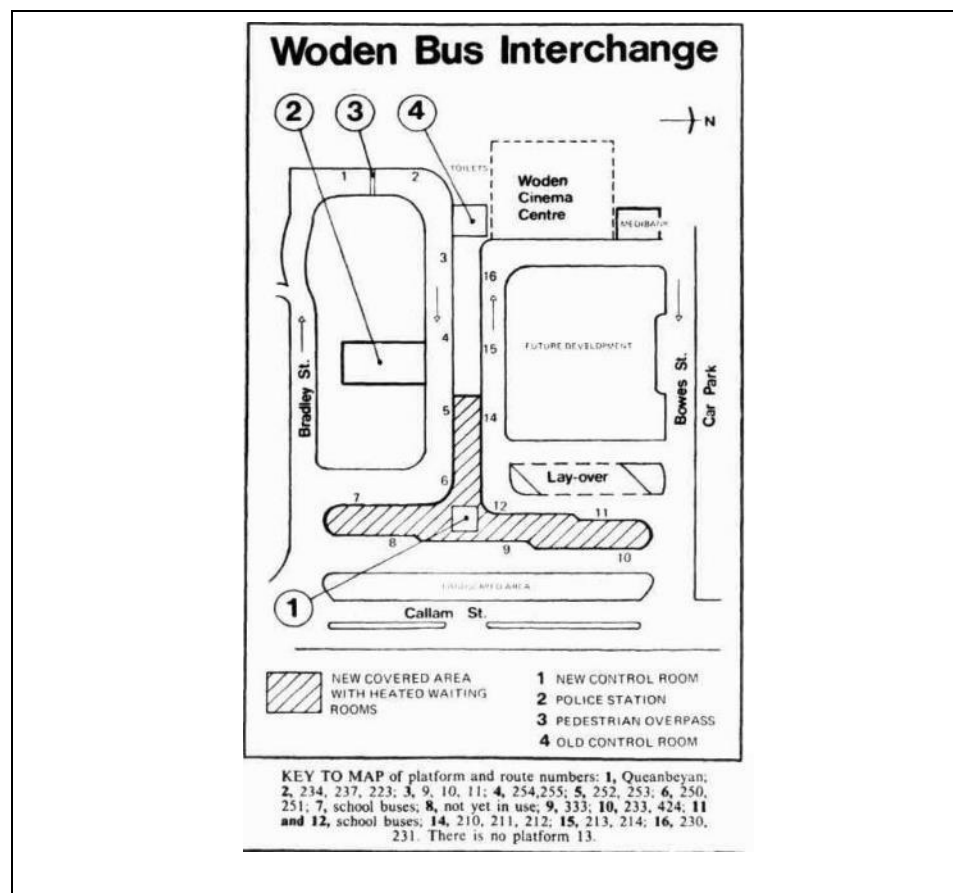


Figure 5 – Woden Bus Interchange expansion 1982

After Canberra Times (Trove Accessed 1.07.2022)
<https://trove.nla.gov.au/newspaper/rendition/nla.news-article130831906.3.html?followup=4252e1bb33c80bb3e85a059439820407>

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The extensions construction will effectively double the number of buses which can be accommodated at one time. The Woden Town Centre will be rid of a major dust problem, because the gravelled bus parking area is being eliminated. Better shelter will be provided for all passengers. ACTION'S professional staff will now provide Woden with a first-class public transport service.⁷

It is evident that the interchange underwent another series of upgrades in 1994 due to the issues arising from safety of passengers and the space itself experiencing issues with disconnection from the Woden Plaza. The following article from the Canberra Times dated 27 April 1994 authored by Pater Clarke the Crime Reporter hints at the same.

"Hopes are high that the former "black hole" at Woden bus interchange, and its seedy reputation for under-age drinking, drugs and violence, has finally been swept away by a \$520,000 facelift by the ACT Government.

Despite graffiti across the interchange, students, police, and shopkeepers said yesterday morning that they appreciated the improvements. However, one nearby trader, Woden coffee lounge proprietor Tony Koutsoukos, said he had seen drinking and violence outside his lounge for 8 years, and he would wait to see whether the facelift worked. "They are still drinking in there ... we just see the bottles in the morning," he said. "You can't keep them away."

Three Merici College students, enroute to Braddon early yesterday, said they used to be worried about waiting for their bus unless they were in a big group. One said the black hole had been a "hangout" that people would avoid. Now that it was brighter and more open, they were unafraid.

Fitzpatrick said the main concerns for police at the adjacent police station were the dark areas which obscured what people were doing.

"Our main hope is that the fear some people had at the interchange will be lessened," he said. "Those who passed through were very conscious of the activities at the bus interchange, next door to the police station. We will endeavour to monitor the activities and police it as much as we can."

Bus interchanges were gathering places for people, and they would always be a centre of activities, but the changes would deter an "offender with the potential to cause danger". "All the indications to date show an improvement in the position."

The changes had created a "friendly, softer atmosphere" which would probably be a boost for traders. For Tony and Voula Koutsoukos proprietors of the Interchange Coffee Lounge, the changes have brought better times. The couple had been faced with eviction by the ACT Government in May 1993, after having held a lease for Six years.

They were jubilant yesterday that their efforts to enlist support from the Liberal Party Opposition and the media had persuaded the Government to renew their lease for 10 years.

⁷ After Canberra Times (Trove Accessed 1.07.2022)

<https://trove.nla.gov.au/newspaper/rendition/nla.news-article130831906.3.html?followup=4252e1bb33c80bb3e85a059439820407>

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They have reopened the lounge after being closed eight months. The Liberal Party spokesman on urban services, Tony De Domenico, said any improvement was good for the area.

"If it means [fewer] people will be bashed up, then it's good news," he said. "Only the future will tell."

The redevelopment was formally launched on Friday by the Minister for Urban Services, David Lamont, and the Member for Canberra, Ros Kelly, and was carried out by ACT Capital Works with the help of a grant from the Federal Government's urban public transport program."⁸



Figure 6 – View from Bradley Street 1983, Bill Pendersen, ACT Heritage Libraries 003394

Figure 7 – 1982 extensions, 1983 Bill Pendersen ACT Heritage Libraries 003395



Figure 8 Woden Town Centre and Interchange, ACT Heritage Libraries 003425

The Woden Bus Interchange also housed a bus depot which opened in Jul 1975. The Depot was the headquarters for all bus services for Woden Valley, Weston Creek and Tuggeranong.

⁸ <https://trove.nla.gov.au/newspaper/rendition/nla.news-article118115878.txt>

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After the 1994 upgrades not much has been added to the Bus Interchange and most work has been maintenance in nature.

Plans for redevelopment of the Woden Interchange have been considered since 2004, as part of the various developments planned for the town centre like where plans introduced Westfield Woden's development team and its co-owners' proposals to upgrade or as part of the redevelopment of the Block 13 where proposal to expand it towards the Philip Oval was tabled.

The redevelopment of the interchange has finally materialised in 2022 with the redevelopment of the surrounding blocks as the state-of-the-art CIT campus being built by the ACT Government.

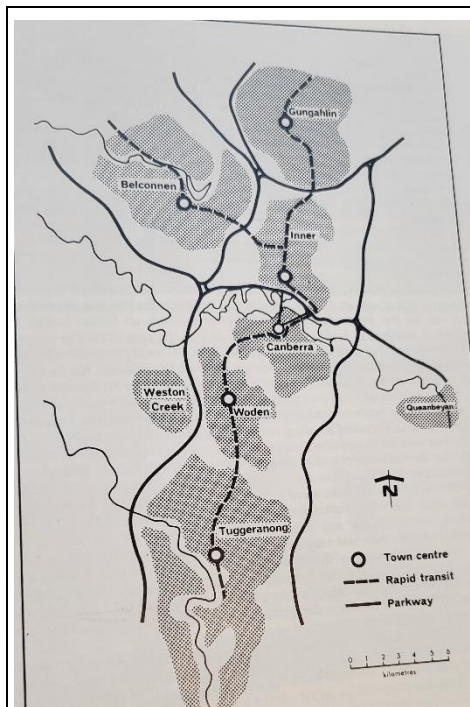


Figure 9 Canberra, transportation and rapid transport network as planned by NCDC

Source: after Eric Sparke Canberra, 1954-1980, Australian Government Publishing Service, 1988 (p159)

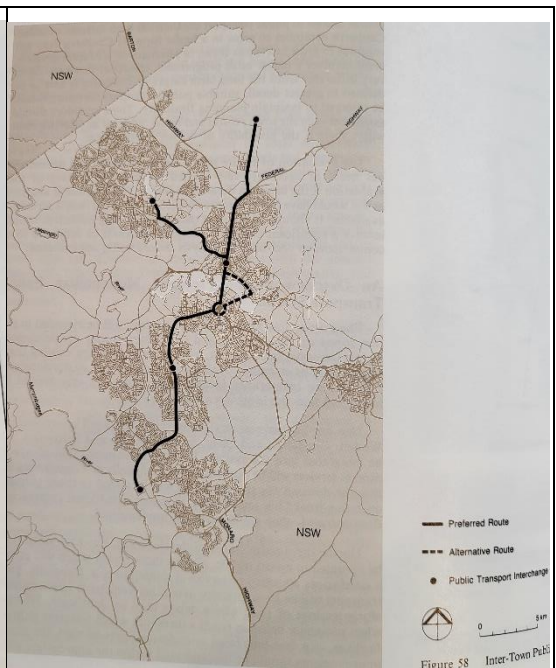


Figure 10 Canberra, transportation and rapid bus service network as planned by NCDC,

Source: Metropolitan Canberra, Policy Development Plan 1984, NCDC

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2.1.3 Other Interchanges in Canberra

City Bus Interchange

One of the longest running sagas in Canberra concerns the siting and construction of an interchange in City. Initial studies into the siting of a bus interchange in City began in 1974 when it was realised that the projected growth of Canberra would outstrip the capacity of the street bus stops to cater efficiently for the expected number of passengers, especially those transferring between buses.⁹ In 1977, it was resolved to build the interchange on the car parks on the southern side of London Circuit, flanking the intersection with Northbourne Avenue, below City Hill. The site was compatible with possible routes of the permanent intertown public transport alignment. However, this did not go ahead due to the possibility of alienating the land for just a single storey bus station in the heart of the city. In 1980 a further review of the bus station proposal was done considering the significant decrease in the projected population of Canberra.

The review reaffirmed the benefits of an off-street interchange, but showed that, to be cost effective, an off-street facility in the City should be combined with another land use. A much smaller interchange, in comparison to what was proposed in 1977 would be quite adequate for at least ten years and that it was possible to accommodate all bus bays on-street in the 'T' shape formed by East Row, Mort Street and Alinga Street. This location had the advantage of being part of the pedestrian area of the eastern half of the City.

The current city interchange was designed in-house by NCDC. Construction Manager was Leightons and the consulting engineers were Cameron, McNamara & Partners Pty Ltd. It was officially opened on 23 November 1982. City Interchange was renamed to City Bus Station on 15 November 2010 and platforms 10 and 11 on Northbourne Avenue were added at the time.



Figure 11 – City Bus Interchange, Act Bus



Figure 12 – City Bus Interchange ACT Bus

⁹ <https://www.actbus.net/city-bus-station/>

accessed on 9/6/22, published on 7/4/12

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Belconnen Interchange

The first Interchange in Belconnen was a temporary (at first intention) one located on Fullagar Crescent Higgins and was opened on 2 July 1973. As a result of traffic congestion, the Interchange was moved off-street on 22 December 1975. Due to construction delays of the permanent Belconnen Interchange, the Higgins site was used for almost six years¹⁰.

The Belconnen Interchange was located between Benjamin Way and Chandler Street in Belconnen (adjacent to the Cameron Offices building complex) and opened in January 1979. The siting was originally chosen to be adjacent to the Belconnen Mall which was to be built on the large site to the north. This was an important piece of urban planning with the interchange located between a major office development and retail centre. The Mall was eventually built on a site to the west side of Benjamin Way which left the interchange somewhat disconnected from the commercial centre. The interchange was redeveloped in 2009 as part of the Belconnen Mall redevelopment. The size was reduced and an addition to the Interchange constructed near the north-eastern corner of the Mall.

The Interchange had always been a subject of debate in Canberra, with the most resounding criticism saying that it was too isolated and had a reputation for being unsafe at night.

	
<p>Figure 13 – Belconnen Bus Interchange with its formidable bridges leading to and from, 2007</p>	<p>Figure 14 – Aerial View, Belconnen Bus Interchange, 1983 Bill Pendersen, ACT Heritage Libraries, 003378</p>

Tuggeranong and Gungahlin Bus Interchange

Tuggeranong and Gungahlin Bus Stations belong to the post self-Governance era. Tuggeranong was opened in 1991. The Gungahlin Bus Interchange now functions in conjunction with Gungahlin Place the Light Rail junction providing a multi modal transport solution for what is currently the most populous district of Canberra.

¹⁰ <https://www.actbus.net/belconnen-community-bus-station/>

(accessed 9/6/22) published 7/4/12

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2.1.4 Analysis and Conclusion

Three of the five bus interchanges of Canberra belong to the pre-self- governance era and two from the post. All of the interchanges were planned and located to support the Town Centres' developed and designated by the NCDC between 1958-1988, as per the Y Shaped Plan. The Interchanges support these commercial and community hubs which are not just used by the surrounding population of the particular district but also the members and residents that travel from other parts of the city. The bus/ transport interchanges form the backbone of the town centres.

Of all the Interchanges discussed, the Belconnen Interchange was possibly the most flamboyant with its architectural roofs and platforms and the interconnecting weatherproof bridges reaching out to the adjoining office towers.

The others like the City Interchange and the Woden Interchange were humbler and utilitarian in scale and expression. All of these have evolved and changed with evolving needs of Canberra and its community.

More than the built form the transport hubs and interchanges contribute to the Historic Urban Landscape of Canberra emphasising the existence, scale, associated uses and evolution of the town centres as planned in the Y Shape Plan of Canberra. They are an essential urban marker connecting the transport spine of the city.

2.2 Condition and Integrity

2.2.3 Description of the place

Woden Bus Interchange is located toward the eastern edge of the Woden Town Centre (refer Figure 1). It occupies a L shaped site with frontage and vehicle access being on Callam Street, which defines the eastern edge of the Town Centre. Bradley Street forms the southern entrance and edge to the interchange. When originally constructed the interchange encircled the Woden Police Station which has since been demolished. The vacant island of land in the centre of the loop road is now largely vacant. Parts of the block are used for bus layby parking. During the Covid Pandemic, transportable buildings were placed on the site to provide additional driver amenities to address occupancy restrictions. These are still in use in June 2022.



Figure 15 – View from Bradley Street entrance



Figure 16 – View south on Callam Street. Note the dominance of tower to right

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The Interchange site is framed by buildings on three sides being a 3-storey carpark to the south, Woden Plaza and Town Square to the west. A 4-storey commercial building is located on part of the north side, the remainder of the boundary is the 17 to 22 storey Grand Central Towers apartment development which stand on an island site which previously contained a three-storey office building and ground level Bowling Alley.

The Interchange itself has a T shaped plan with one axis parallel to Bradley Street running from the Woden Town Square to Callam Street. The top of the T is formed by a row of platforms parallel to Callam Street. The arms of the T have platforms on each side, there were at one stage also platforms on the roadway parallel to the Woden Plaza (possibly part of the original stage). The construction of the Callam Street arm was in part driven by the introduction of long articulated buses as they could not negotiate the internal roads or fit on the platforms.



Figure 17 : East west arm of interchange showing two stages of construction in canopy

The pedestrian areas of the interchange are concrete pavement. The Interchange building comprises wide canopies with two forms of construction which reflect their stage of construction.

Original stage

The original sections are a steel and concrete column structure supporting a cantilevered concrete slab canopy. The canopy was originally constructed as a pedestrian concourse linking the Town Square to the Interchange and to the original buildings to the east by a bridge. There was also a stair that came down to the platforms. The location of this is still discernable in the pavement and canopy soffit. The upper deck of the canopies is a concrete aggregate finish.

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Figure 18 – View toward site of former Police Station



Figure 19 – Typical original canopy structure. Note location of stair in soffit and pavement changes



Figure 20 – View toward Interchange from town Square



Figure 21 – New stairs to town square

The original ticket office and staff office was in a rendered concrete structure with curved ends. This structure whilst no longer used other than for storage (and substation housing) remains at what is now the western edge of the canopies. A mural is painted on all walls of the building.

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Figure 22 – Former Ticket Office building



Figure 23 – East Side of east-west arm. Note overshadowing of site.

At each pair of Bus stops along the platform on each side of the original arm are located powder coated aluminum framed full height glazed waiting rooms. These were constructed as part of the works associated with the mid1980s extensions. Each room has a simple timber slat bench on one side. The rooms were originally fitted with doors and heaters. These were removed due to vandalism (heaters) and public safety (doors).

1980s Extensions

The extension to the eastern end of the interchange also added the north south arm of the T. The Architecture of the extension uses forms and materials in popular use at the time. A polycarbonate glazed vault runs down the center of each arm providing good natural light to the platforms. The canopy roofs are cantilevered from a central painted steel column frame. The roof structure is concealed by a colorbond profiled metal soffit lining. The roof of the canopies is a colorbond metal deck (not inspected in the visit).



Figure 24 – Typical forms and materials of the second stage. Staff Amenities area in foreground



Figure 25 – View toward former ticket office

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Waiting rooms are provided along the concourse as described for the original section. The Callam Street arm also includes the former new Ticket Office which is no longer in use having been replaced by automated ticketing machines located on the concourse near the building. Behind the Ticket Office the building contains Office areas and meeting room now used for monitoring of the operation of the Interchange as well as monitoring security cameras. Staff toilets, Lunchrooms and amenities are located at the southern end of the building. The building is constructed on a steel frame with paint finished compressed fibre-cement sheet cladding. Evidence of the former uses of spaces and names is evident in places through the layers of paint.



Figure 26 – Representative waiting room



Figure 27 – Intersection of stage 1 and 2 constructions



Figure 28 – crowded interior of Operations Room. Note water leak in ceiling



Figure 29 – Staff Kitchen area original décor

2.2.4 Condition and integrity of the built fabric

Condition

The Woden Bus Interchange is overall in fair to poor condition. It gives the impression of being run down and maintained more in a reactive than proactive sense. The early works for the construction of the Callam Street Interchange impacting on the east side add to this feeling. A condition audit was not part of the project brief. However, the following condition issues were identified:

- Water leaks in ceiling of office and lunch areas of building. (Staff indicate this is quite an extensive issue); (refer Figure 16)
- Extensive crazing of the polycarbonate roofing of stage 2 indicating it has reached end of effective life (refer Figure 19);
- Extensive mould growth at joints of the polycarbonate roof;
- Peeling and poor cover of painted surfaces of external areas;
- Staff amenities and kitchen are unchanged fit out since 1980s and look tired / worn;
- Water leaks in the concrete canopy of stage 1. (Refer Figures 17 and 18) ;
- Extensive cracking in the walls of the original ticket office building (this has developed since the link to the Town Square was demolished.
- Poor edge condition of concrete where link to Town square demolished;
- Birds nesting within the roof canopy of Stage 2;
- There is a high potential for Asbestos (bonded) to be present in the external claddings and internal wet area walls of the stage 2 building.



Figure 30 – Original and tired Staff Amenities

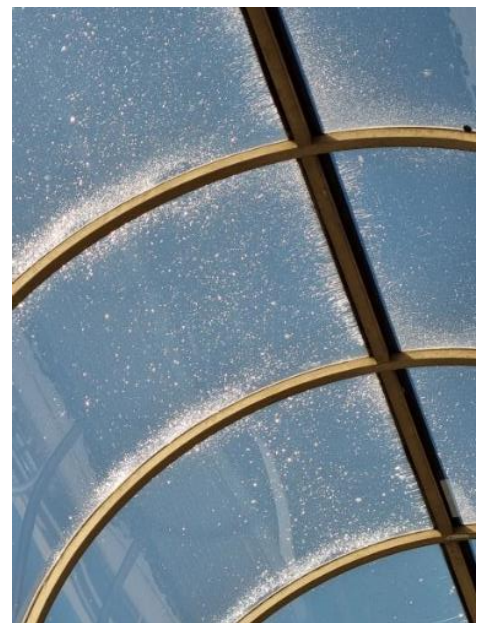


Figure 31 – Extensive crazing of polycarbonate vault

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Figure 32 – Water Leaks in stage 1 canopy



Figure 33 – Cracking evident in stage 1 building

Integrity

Woden Bus interchange has experience substantial change on site and around the edges of the site since its original construction. The remaining fabric provides clues to the original construction however the integrity of interpretation of the original plan and operation have been lost in the followings works;

- Demolition of the upper-level link to the Town Square and bridge to the former Cosmopolitan Building has resulted in:
 - Loss of the original Urban Planning design intent connecting the Interchange to the central spine of the Town Centre;
 - Loss of the public toilets, showers and former staff amenities located under the link.
 - Loss of a weather protected link to the Woden Plaza at ground level and weather protection to the western end Platforms;
 - Potentially contributed to cracking of walls of the original Ticket office.
- The demolition of the Police Station has lost some of the Urban Planning context /connection and now left a vacant unusable hole in the Interchange;
- Recent tower building construction on the North has changed the climate of the Interchange particularly the east-west arm for which a substantial part is in shade all day. Winds are now intensified from the north

2.3 Ongoing issues

From historic research for the project, it is apparent that the Interchange has had a reputation / public perception over time (even recently) for being unsafe, uninviting and cold place to be. The works to remove the link to the Town square and install stairs was we understand in part driven by a desire to remove anti-social behaviour which was occurring on the concourse above the platform. This included object being thrown at the buses as they were being driven. Barriers and balustrades were initially installed unsuccessfully to prevent this.

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Recently the staff reported that they have had to have the sign promoting the new CIT Campus and Interchange altered as youths were using it to climb onto the roof. They also indicated that anti-social behaviour continues in the last month there was a fight involving up to 20 young people.

Whilst staff are not employed as security guards, they reported that the structures which have been placed along the platforms make it difficult for them to maintain good supervision of all areas. There are blind spots where people can gather, and actions escalate before staff become aware of them. (Refer Figure 15 and 22)

Elderly patrons still report to staff that they feel unsafe at times using the interchange.

One of the current issues which has detracted from the environment of the Bus Interchange has been the construction of the 17-storey tower to the north on the former Bowling Alley Site. The building overshadows parts of the site all day which makes it particularly unpleasant in winter



Figure 34 : Visual obstruction to observation caused by walls



Figure 35: Panorama of the Interchange from Woden Town Square indicating extent of overshadowing issue – June 2022

Maintenance of the Interchange internally and externally continues to be a concern to staff, and a large injection of funding would be required to refresh and restore the interchange to a vital, safe and attractive environment for patrons

2.4 Assessment against HERCON Criteria

The above analysis, description and discussion establishes that in the case of Woden Interchange its contribution to the Historic Urban Landscape of Canberra is more significant than as a place of architectural significance.

There are few critical elements of its original design and fabric that may be considered of greater significance than others such as the conditioned waiting areas, however, these have been decommissioned and modified since their installation in 1982.

Additionally, the urban context of the Interchange has greatly changed. When the Interchange was first commissioned the surrounding uses were primarily commercial and offices, whereas in the present context more residential use has been added to the mix. The Interchange was designed to directly link to the Woden Plaza and Town Square, this link has been broken as the bridge connection has been lost over time and other buildings such as the former Bowling Alley have also been lost.

The significance of the Bus Interchange is higher as a component (critical land use) of the Woden Town Centre, which supports the use of the place – Woden Town Centre as a Commercial and Community Activity hub – which consequently enables the legacy of the NCDC and its Y Shaped plan (urban planning and Historic Urban landscape of Canberra) to be carried forward. The fact that the government and its departments still own and operate the Interchange also further strengthens this link and its role in the history of transport infrastructure in the city.

HERCON CRITERIA (current)	Assessment Comments
a) importance to the course or pattern of the ACT's cultural or natural history	<i>This criterion is only partially applicable to the Interchange, in as much as its operation is a part of the five critical transport hubs of the city carrying forward the Y Plan legacy.</i> <i>The interchange demonstrates this criterion to an extent in its role as a public transport interchange.</i>
b) has uncommon, rare or endangered aspects of the ACT's cultural or natural history	<i>This criterion is not applicable to the Interchange</i>
c) potential to yield information that will contribute to an understanding of the ACT's cultural or natural history	<i>The Interchange is a significant part of the urban infrastructure of the Town Centre and its previous and ongoing evolution contributes to the development of the National Capital. In this regard the Interchange through its function holds a level of significance both as a land use and built infrastructure</i> <i>The interchange demonstrates this criterion to an extent.</i>

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d) importance in demonstrating the principal characteristics of a class of cultural or natural places or objects	<p><i>The interchange building is fairly utilitarian and standard. The two aspects that may considered unique are:</i></p> <ul style="list-style-type: none"><i>• First off street bus station of Australia</i><i>• First bus station with conditioned waiting areas</i> <p><i>Both these aspects though unique have been lost over time due to evolving needs of the buses – articulated buses and security concerns led to the removal of the conditioned bus waiting shelters. The interchange has lost the integrity on both these counts and the information is not easily discernible.</i></p> <p><i>Therefore, the Interchange does not sufficiently demonstrate this criterion.</i></p>
e) importance in exhibiting aesthetic characteristics valued by the ACT community or a cultural group in the ACT	<p><i>The architecture of the interchange is fairly utilitarian and standard.</i></p> <p><i>The Interchange does not sufficiently demonstrate this criterion.</i></p>
f) importance in demonstrating a high degree of creative or technical achievement for a particular period	<p><i>The two aspects that may considered unique at the time of completion are:</i></p> <ul style="list-style-type: none"><i>• First off street bus station of Australia</i><i>• First bus station with conditioned waiting areas</i> <p><i>The installation of heating is not so much a technical issue as an industry leading provision responding to the cold climate.</i></p> <p><i>Both of these aspects though unique have been lost over time due to evolving needs of the buses – articulated buses and security concerns led to the removal of the conditioned bus waiting shelters. The interchange has lost the integrity on both these counts and the information is not easily discernible.</i></p> <p><i>The Interchange does not sufficiently demonstrate this criterion.</i></p>
g) has a strong or special association with the ACT community or a cultural group within the ACT for social, cultural or spiritual reasons	<p><i>The Interchange does have a strong connection with the community that works and resides at the Woden Town Centre. The utilitarian aspect of the interchange is fairly straightforward, that it acts as a public transport hub.</i></p>

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	<p><i>However, this is related to its use rather than the structure, location, aesthetics or association with a particular person or event.</i></p> <p><i>No social survey was completed for this assessment.</i></p> <p><i>Therefore, based on current information, The Interchange buildings / structure does not sufficiently demonstrate this criterion</i></p>
<p>h) has a special association with the life or work of a person, or people, important to the history of the ACT.</p>	<p><i>The Interchange is a work of NCDC, an organisation critical to the development of the National Capital Region.</i></p> <p><i>The interchange demonstrates this criterion to an extent.</i></p>

Summary

The Woden Interchange demonstrates the criteria a, c, and h to a limited (Low) extent. The loss of integrity of fabric, structure and urban context over time limit its ability to demonstrate the relevant criteria to the full extent.

The significance of the Interchange is greatly limited to the aforementioned reasons. In its current form and context, the significance of the Interchange is limited to its use as a transport hub that supports the growth and use of the Woden Town Centre as a Town Centre established in the mid sixties by the NCDC as part of the Y shaped plan operationalised to plan and direct the growth of the National Capital. It contributes to the planning strategy of having town centres with local residential communities supporting them.

3.0 HERITAGE IMPACT STATEMENT (HIS)

3.1 Introduction

The Woden Town Centre is in a phase of redevelopment based on the Woden Town Centre Master Plan 2015. A part of the re-development is construction of a new educational Campus for CIT and community facilities built in a central, well-connected part of the Woden Town Centre, complemented by a new public transport interchange. In addition to contributing to the revitalisation of the Woden Town Centre, the CIT Woden Campus will provide best-in-class educational and vocational training to Canberrans and those in the surrounding regions. The Development will be a town centre shaping urban renewal project and its location in the heart of Woden, will stimulate the local economy.

The new public transport interchange will incorporate an improved and expanded bus interchange along with the Woden light rail terminus, future proofing the area for the provision of light rail to Canberra's south. In addition to facilitating better public transport connectivity in the area, the new interchange will deliver improved lighting, wayfinding signage and protection from the elements, providing a safer and more comfortable experience for passengers.

As part of the redevelopment the current Bus Interchange will be demolished. The Interchange and the bus depot site will be rezoned and redeveloped, and Interchange will be relocated onto (rather than beside) Callum Street as part of a multi-modal interchange supporting both the buses and the light rail (future).

3.2 Heritage Impact Statement and mitigation

a. Impact statement –

The proposed works are considered to have a low – moderate impact. It is acknowledged that the proposed works involve the demolition of the built form associated with the bus interchange, but it essentially is not taking away the use from the Woden Town Centre completely. The location of the Interchange (transport Hub) is also being maintained geographically in a similar location thus maintain the urban planning principles for the Woden Town Centre.

Analysis –

- The proposed works do not impact any of the designated heritage places or heritage values/ significance include in the commonwealth or ACT Heritage Register.
- The proposal does not visually or physically impact the recognised heritage values of the nearby listed places or their curtilage.
- The proposal does not detract from the original urban planning principles of the Y shaped plan. In fact, it enhances the significance of Callam Street as an important public transport corridor for the Woden Town Centre and Woden Valley.

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- The loss of fabric due to the action of demolishing the platforms and shelters is not considered as a significant impact as any significance associated with the place has been attributed to its use. The integrity of the fabric has been greatly compromised, the original unique elements like the conditioned bus shelters are already lost.
- The large amount of ACM potentially contained in the built fabric which renders the 1982 extension to the Interchange hazardous
- The original connections and the surrounding urban context are greatly compromised by the demolition of several older buildings and connecting bridges.
- The original intent and use of a transport hub is still being maintained within the town centre approximately in the same location.

b. Impact mitigation –

- The use of Callam Street as the principal public transport spine mitigates the impact of the loss of the original interchange, as it locates the new interchange in a similar geographic area (essentially on the street instead of beside it);
- The continued public access and continued connection from Callam Street to the Woden Plaza will be maintained via a public pedestrian plaza through the CIT campus;
- Interpretation of the original Interchange and its history should be a part of the new Interchange and in the Public Realm of the CIT Central Plaza.

CONCLUSION

The demolition of the existing Woden Bus Interchange does not impact the heritage values or contradict the planning principles of the Historic Urban Landscape of the National Capital Region. The site has neither been identified as a heritage place in the ACT Heritage List nor has it been mentioned or cited as being of significance in heritage studies associated with other places in vicinity. This study has determined that any significance associated with the place would be attributed to its function not the built fabric. Therefore the demolition of the existing Interchange and construction of a new one enables a continuance of the place /role of the Bus Interchange in the life of the Woden and wider community. The removal of the utilitarian structures of the Bus Interchange does not take away any visual or aesthetic values of the urban fabric of the Woden Town Centre.