

# Conservation Management Plan

## **FORMER TRANSPORT DEPOT**



*Upper hall 1940s*  
(Source: ACTBus.net archive)

Prepared by  
**Philip Leeson Architects Pty Ltd**

On behalf of artsACT

*Issue for*  
*Submission to ACT Heritage*  
**April 2021 (Approved June 2023)**



ACT Heritage Council

## **Notice of Approval of Conservation Management Plan under Section 61K of the *Heritage Act 2004***

The ACT Heritage Council (the Council) has approved the Conservation Management Plan for the Former Transport Depot, Kingston, as prepared by Philip Leeson Architects (2021) on 16 June 2023.

In approving this Conservation Management Plan, the Council is satisfied on reasonable grounds that the conservation policies and actions contained therein will ensure the conservation and responsible management of the Former Transport Depot, Kingston.

This approval is current for a period of five years from the date of approval, and may be approved for a further five years at the end of this period, subject to interim review by the Council.

Meaghan Russell  
**A/g Director Approvals and Advice (as delegate for),  
ACT Heritage Council**

16 June 2023

# 1 Executive Summary

## Background

This Conservation Management Plan update (CMP) has been prepared to guide future conservation change and management of the Former Transport Depot. A Conservation Management Plan was initially prepared for the site by Philip Leeson Architects in 2011. Several packages of building works have been undertaken at the Former Transport Depot since this time and the heritage criteria used to assess heritage significance have changed as the HERCON (Heritage Convention) criteria have been adopted for consistency with other jurisdictions.

The Former Transport Depot is owned by the ACT Government and is leased by artsACT who are the caretakers of the site and are supported by ACT Property group in regards to the maintenance of the facility. Much of the building is used for a weekly market operated by the Old Bus Depot Markets whilst the front portion (former administrative offices) is occupied by Megalo Print Studio.

The former Transport Depot is included on the ACT Heritage Register and has been assessed as having heritage significance at the Territory level for the technical achievement of the 1940-41 fully rigid portal frame over the upper hall which was the first of its type in Australia. The assessed significance of the place also relates to its association with the foundational transport history of Canberra. The site boundary of the ACT Heritage Register listing covers the full extent of the Transport Depot as well as the land extending to both Wentworth Avenue and to the adjacent Fitters' Workshop building.

## Development

The earliest part of the Transport Depot was constructed in 1927 and incorporated a central open courtyard with covered areas for the parking and maintenance of Government omnibuses, lorries and cars. It was erected in the Government industrial and services precinct in Kingston at the time Federal Parliament was relocating to the new Federal Capital.

The Transport Depot was built four years after the first omnibuses began running in Canberra. At this time, Commonwealth Government transport services were undergoing considerable expansion. Unlike other Australian cities which had established transport networks by this time, the new Federal Capital was only just beginning to be developed and people relied on the Government fleet of cars, buses and lorries.

The Transport Depot was first extended in 1936 when a workshop with vehicle inspection pits and recreation room was constructed to the north-east of the original part. The first part of the administration offices facing Wentworth Avenue were erected in 1940 in response to the need to accommodate administrative staff at the Depot. The steel portal framed roof was erected above the original depot at this time as there was a need to keep the large number of Government vehicles clean.

Further additions were constructed at various times up until 1960 as continued expansion of the facility was required. This included the construction of further office space in 1945 and 1960 as well as additional workshop facilities in 1951 and 1957 due to increased demand for transport services in the ACT. The building ceased operating as a bus depot in 1992, ending the 65 year association between the Former Transport Depot and transportation services provided by the Government.

## Significance

The significance of the Former Transport Depot has been reviewed against the criteria for heritage significance, established by the ACT Heritage Council and based on the HERCON criteria. These criteria differ to those previously used to assess the site. The statement of significance has been updated to reflect the adoption of these new criteria and incorporate additional information that has come to light during the preparation of this CMP. It has been confirmed that the Former Transport Depot is significant to the ACT for the following reasons:

- The Former Transport Depot is historically significant as it was part of the Government industrial precinct in Kingston which was set up to serve the newly established Federal Capital. Constructed in 1927, it was erected in the formative years of the Federal Capital at time when the Government vehicles it housed were essential for the transportation of goods and people around Canberra. The various additions to the depot are also historically significant as they

illustrate the continued expansion of the facility to meet increasing demand. The Cypress trees to Wentworth Avenue and the north-west of the upper hall are significant as they were part of the first phases of development having been planted by the early 1930s in a formal manner. (criterion A)

- The 1941 administration building, with 1945 and 1960 additions, is of representative significance as an industrial building constructed in the Interwar Functionalist style, of which there are few examples in the ACT. (criterion D)
- The engineering and construction of the 1941 fully welded rigid portal frame exhibits a high degree of technical achievement and is the earliest known example of a fully welded rigid portal frame in Australia. (criterion F)
- The Former Transport Depot was associated with Government operated transport services for 65 years and has strong associations with early transport workers in the ACT who were responsible for the transportation of the broader Canberra community when it was developing as the Federal Capital. (criterion H)

### **Condition**

The Former Transport Depot is generally in good condition, with an extensive program of works having recently been undertaken, including renewal of deteriorated roofing and comprehensive upgrades to building services. Several of the smaller internal spaces which are not currently used do however present poorly and some have been partially stripped of internal linings.

Where defects were observed during the inspection, these have been discussed in the physical assessment chapter. A preliminary schedule of prioritised conservation works, including recommendations for further investigations, has been included in the implementation chapter to address each of the identified issues.

Most of the defects identified throughout the building were associated with damp. The administration offices have previously had the rotten timber floor replaced and mechanical ventilation has been installed and runs continuously to dry the sub floor space. In the basement (below the 1940 mess room), water ponds on the floor and in the 1936 recreation room damage to the hard plastered walls has likely been caused by damp. Damp and damaged bricks were also noted to the stairwell of the 1951 workshop.

Other elements where deterioration was noted was to windows throughout the building, including steel framed types to both the original 1927 part and the administration offices which have deteriorated putty and some rust. The timber framed windows to the recreation room have weathered with both the timber and putty in poor condition. The timber flagpole of the administration offices has also weathered and the end grain is exposed as the top of the flagpole is missing.

### **Conservation policy**

A series of opportunities and constraints have been examined as a precursor to the ensuing conservation policy section. These relate to the heritage significance of the Former Transport Depot, statutory requirements and management context and stakeholder's views.

The conservation policy has been developed according to the attributed significance of the place. The ongoing management of the place and proposals for change shall be considered in light of this policy. Policies have been formulated relating to this Conservation Management Plan, statutory authorities, use, maintenance, building upgrades and development, setting and interpretation.

Specific policy has been developed for each section/addition to the building, which are significant for varying reasons. The specific policy identifies elements within each section of the building that shall be retained, conservation works that should be considered and altered/modern elements that could be removed or further altered. A key focus of the conservation policy is to retain and facilitate an appreciation of the former industrial use of the Former Transport Depot. The policy includes provision for maintaining the spatial qualities of particular areas (for example the open plan of the upper hall) as well as retaining original/early equipment that is now redundant. More specific guidance on redundant services and equipment, which also contributes to the industrial character of the place, is provided in Appendix E.



## 2 Table of Contents

<b>1</b>	<b>EXECUTIVE SUMMARY</b>	<b>1</b>
<b>3</b>	<b>INTRODUCTION</b>	<b>5</b>
3.1	Background and Brief	5
3.2	Location	5
3.3	Previous Reports	6
3.4	Heritage Status	6
3.5	Methodology	7
3.6	Limitations	8
3.7	Authorship	8
3.8	Acknowledgements	8
<b>4</b>	<b>HISTORICAL OVERVIEW</b>	<b>9</b>
4.1	Early transport in the Federal Capital	9
4.2	Government moves to Canberra	9
4.3	Kingston Transport Depot	11
4.4	Transport Depot Expansion	13
4.5	Relocation from the Kingston Depot	21
4.6	New Uses	22
4.7	Conclusion	23
<b>5</b>	<b>PHYSICAL ASSESSMENT</b>	<b>24</b>
5.1	Introduction	24
5.2	Overview	24
5.3	Administration offices (Megalo Print Studio)	25
5.4	Upper hall	26
5.5	1936 workshop	29
5.6	1951 workshop (single storey part)	32
5.7	1951 workshop (two storey part)	33
5.8	1945 Lockers, showers and toilets	34
5.9	1957 addition	34
5.10	Landscaping	39
5.11	Condition	39
<b>6</b>	<b>ANALYSIS AND STATEMENT OF SIGNIFICANCE</b>	<b>41</b>
6.1	Portal frames	41
6.2	Interwar Functionalist style	41
6.3	ACT Transport Buildings	44
6.4	Assessment Against ACT Heritage Significance Criteria	44
6.5	Summary Statement of Heritage Significance	47
6.6	Features Intrinsic to the Significance of the Place	48
<b>7</b>	<b>OPPORTUNITIES AND CONSTRAINTS</b>	<b>49</b>
7.1	Heritage significance	49
7.2	Statutory obligations	51
7.3	Management context and stakeholder views	57
<b>8</b>	<b>CONSERVATION POLICY</b>	<b>60</b>
8.1	Guiding Conservation Objective	60
8.2	Policies relating to this Conservation Management Plan	60
	<b>FORMER TRANSPORT DEPOT CMP</b>	<b>3</b>

8.3	Policies relating to statutory authorities	61
8.4	Policies relating to heritage significance	61
8.5	Policies for use	62
8.6	Policies relating to upgrades and development	63
8.7	Policies relating to setting	65
8.8	Policies relating to interpretation, education and signage	65
<b>9</b>	<b>IMPLEMENTATION</b>	<b>66</b>
9.1	Prioritisation	66
9.2	Scope of conservation works	66
<b>10</b>	<b>REFERENCES</b>	<b>70</b>

**APPENDIX A – THE BURRA CHARTER**

**APPENDIX B – ACT HERITAGE REGISTER CITATION**

**APPENDIX C – 2010 NOMINATION REPORT**

**APPENDIX D – HISTORIC DRAWINGS**

**APPENDIX E – REDUNDANT EQUIPMENT AND SERVICES**

## 3 Introduction

### 3.1 Background and Brief

This Conservation Management Plan (CMP) update for the Former Transport Depot (subject site) has been commissioned by artsACT who are the leaseholders and caretakers of the site and are supported by ACT Property group in regards to the maintenance of the facility. Much of the building is used for a weekly market operated by the Old Bus Depot Markets whilst the front portion (former administrative offices) is occupied by Megalo Print Studio.

The Transport Depot is located on Section 49, Kingston which is proposed to be redeveloped as the Kingston Arts Precinct. In light of the proposed redevelopment, and given the existing CMP was prepared in 2011 and is now ten years old, an updated CMP is required to guide the conservation and management of the Former Transport Depot.

Several packages of alterations and upgrade works have been completed at the Former Transport Depot since the original CMP was completed in 2011. This includes:

- Adaptation of the administrative offices to the Megalo Print Studio;
- Demolition of the eastern annex;
- Replacement of deteriorated roof sheeting and skylights to most of the building.

### 3.2 Location

The Former Transport Depot is located on Block 14, Section 49 Kingston. It is located at the south-east corner of Section 49 and fronts Wentworth Avenue close to intersection with Giles Street. It has an address of 21 Wentworth Avenue. The site is proposed to be included in a larger block (Block 38 Section 50) that would cover the majority of what is currently Section 49.



Aerial photograph showing the Former Transport Depot on Block 14, Section 49 (yellow line)  
(Source: ACTmapi)

The Former Transport Depot is located adjacent to the Kingston Powerhouse Historic Precinct which is also included on the ACT Heritage Register.

### 3.3 Previous Reports

A Conservation Management Plan for the Former Transport Depot was prepared by Philip Leeson Architects Pty Ltd in 2011. This included a summary description and overview of the building condition as well as a summary of recommended repairs and maintenance. It also included a revised statement of significance and a brief historical overview that was based on the information contained in the 2001 and 2010 Nomination reports (refer to appendix C). The 2001 document was prepared by Graeme Trickett and the 2010 report by Mrs J Carnal and the Australian Institute of Architects.<sup>1</sup> Each of these reports have been referred to in this CMP update.

### 3.4 Heritage Status

The Former Transport Depot has been recognised as having heritage value by the relevant authorities and organisations as outlined in the table below. There are statutory implications associated with the site's inclusion on the ACT Heritage Register (registered in 2010). The building is also included on the ACT Chapter of the Australian Institute of Architects Register of Significant Architecture, though there are no statutory implications associated with this list. An entry for the building as an 'indicative place' is also included on the now archived Register of the National Estate. The Former Transport Depot was however not a registered place on this list.

Listing Type	Organisation	Heritage List	Item	Listing Identification
Statutory	ACT Heritage Council	ACT Heritage Register	Former Bus Depot	No number
Non-statutory (archive)	Australian Heritage Council	Register of the National Estate	Old Kingston Bus Depot (indicative place only)	Place ID 102717
Non-statutory	Australian Institute Architects (ACT chapter)	ACT Chapter Register of Significant Architecture	Kingston Transport Depot (Bus Depot)	R110

### ACT Heritage Register

The ACT Heritage Council citation for the Former Transport Depot is reproduced in Appendix B. The statement of significance included in this citation is reproduced below.

*The Former Transport Depot, Kingston is of heritage significance as the engineering and construction of the 1940-41 fully welded rigid portal frame exhibits a high degree of technical achievement and design quality, demonstrating new invention and application in Australia at the time.*

*The design of the fully welded rigid portal frame is of exceptional interest as the earliest notable example of a steel fully welded rigid portal frame in Australia.*

*There were two fully welded steel structures prior to this in Australia, though these were bridges rather than portal frames.*

*The design of fully welded rigid steel portal frames went on to achieve a high level of use in its ability to span wide spaces in an economical way.*

---

<sup>1</sup> The 2001 report is missing pages



*The Former Transport Depot is a key element in the original public works precinct with value to transport workers and their families. The Former Transport Depot is also of significance for its strong association with the cultural phase of transport history in the early and continuing development of Canberra.*

*The Former Transport Depot is also of significance for its strong association with the foundational transport history of Canberra*

The attributes listed below have been assessed by the ACT Heritage Council to be features intrinsic to the heritage significance of the place:

- a) Fully welded rigid steel portal frames;
- b) The presence of Former Transport Depot buildings with open spaces defined by the portal frames;
- c) The orientation of the building in relation to the former railway siding and Wentworth Avenue.

The site boundary for the heritage place is indicated by the red lines on the aerial photograph below. The citation notes that the 'eastern boundary includes the orientation of the building parallel to the railway siding and the western aligns with the block boundary on Wentworth Avenue. Northern and southern boundaries align with the Former Transport Depot building footings'.



*Former Transport Depot site boundary  
(Source: ACT Heritage Council citation)*

### 3.5 Methodology

The methodology adopted in formulating this Conservation Management Plan is in accordance with the guide published by the ACT Heritage Council, *Conservation Management Plans – Guiding Principles*, February 2015. It has also been prepared in accordance with the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance, known as the *Burra Charter* (refer to Appendix A) and informed by James Semple Kerr's *The Conservation Plan*, 7<sup>th</sup> ed., 2013.

In preparing this document, the following has been undertaken:

- Additional research to supplement that undertaken for the ACT Heritage Register nomination report;
- A review of the extant physical fabric, including a brief assessment of the condition of readily accessible fabric;
- Confirmation of the heritage significance of the place;
- A review of the opportunities and constraints relating to the future use of the building and the proposed redevelopment of Section 49;
- A review of the existing conservation policy and formulation of updated conservation policies to guide future conservation, management and redevelopment of the site.

### **3.6 Limitations**

At the time of preparing this Conservation Management Plan, a capital works program was underway at the Former Transport Depot. These works involved refurbishment and construction of new toilets, hydraulic and electrical upgrades throughout the building as well as the replacement of the roof cladding to the lower hall (1936, 1951 and 1957 workshops) and administration offices. Damaged fabric, which was to be replaced during the works, has not been assessed in the review of the building condition.

Inspection of the building was limited to a visual inspection from ground level and accessible internal areas. An assessment of the building at height or detailed review of the condition was not undertaken, nor were structural or archaeological assessments.

A thorough assessment of the social values of the Former Transport Depot was not part of the scope of this CMP and has not been subject to detailed research (including aspects related to the broader appreciation of design and aesthetic qualities by the community).

### **3.7 Authorship**

This Conservation Management Plan update has been prepared by Philip Leeson Architects, specifically Katrina Keller (Heritage Architect) and Alanna King (Associate Director).

### **3.8 Acknowledgements**

The authors wish to acknowledge Ingeborg Hansen who provided access to Megalo Print Studio and Richard Vagi manager of the Old Bus Depot Markets who provided insight into the requirements of the organisations.

It is also important to acknowledge the wealth of existing information about the place provided in the nomination reports prepared by Graeme Trickett (2001) as well as that prepared by J Carnall and the Australian Institute of Architects (2010).

## 4 Historical Overview

The historical overview has been compiled for this CMP using a combination of existing secondary sources, including the 2010 ACT Heritage Register Nomination report prepared by Mrs J Carnall and The Australian Institute of Architects (2010) as well as a range of primary sources.

### 4.1 Early transport in the Federal Capital

In 1908, the Yass-Canberra District was selected as the site for the Federal Capital. A temporary site had been selected for the new capital's power station in July 1911 on the south side of the Molonglo River. This site became the permanent site for the power station and was developed into an industrial area for various Government services including the Government Printing Office, a sawmill and the Canberra Technical College.<sup>2</sup>

In June 1913, construction of a section of railway from Queanbeyan to Canberra began and a year later the railway commenced operation with the first train arriving at the Kingston Powerhouse on 25 May 1914.<sup>3</sup> Passenger services are thought to have terminated at the Powerhouse siding from October 1923.<sup>4</sup>

It appears that the first omnibus service in Canberra also commenced in 1923. This was operated by the Commonwealth Department of Works to transport workers to and from their places of work using two Graham Dodge char-a-bancs. This was at a time when Canberra was in its earliest phase of development with a population of only a few thousand people. Initial sale of land leases in the Territory only occurred the following year on 12 December 1924 for nearby Giles Street, Eastlake (now Kingston).<sup>5</sup>

After the Telopea Park school opened in 1923, local schools at Acton, the Cotter River and Narrabundah were closed making bus transport essential.<sup>6</sup> For members of the public, there was no public omnibus transportation in Canberra prior to 1925 when Mrs H Barton started a service between Canberra and Queanbeyan. Other than taxi services, and the train from Sydney, private transportation was dominated by horses who traversed the gravel streets.<sup>7</sup>

The need to transport ministers and public servants when visiting from Melbourne prompted the development of a car service in Canberra. Whilst the ministerial fleet in Melbourne was managed by the Department of Defence, the Department of Works and Railways operated the service in Canberra. In 1925, the Government Cabinet decided that Government motor cars should be made available free of charge for the transport of Members to and from Yass (having travelled from Melbourne by train) and Queanbeyan Railway Stations. Responsibility for the provision of transport services for parliamentarians and distinguished visitors was transferred to the Federal Capital Commission (FCC) when it was formed on 1 January 1925.<sup>8</sup>

### 4.2 Government moves to Canberra

The Federal Capital Commission had been charged with developing Canberra by constructing public buildings, infrastructure and housing to adequately enable the transfer of public servants to Canberra before and after the opening of the Provision Parliament House in 1927.<sup>9</sup> In October 1925, the Commission suggested there would be a requirement for seven to eight cars for ministerial purposes and five to six for departmental purposes. The Commission was to advertise for tenders for taxi services,

---

<sup>2</sup> Kingston Powerhouse Precinct Conservation Management Plan, Peter Freeman Pty Ltd, 2001 and *Towards 80 years serving the community*, Canberra Institute of Technology, p6

<sup>3</sup> Kingston Powerhouse Precinct Conservation Management Plan, pp24-25

<sup>4</sup> ACT Heritage Register, citation for the Former Transport Depot, p5

<sup>5</sup> Kingston Transport Depot, ACT Heritage Register nomination report, Mrs J Carnall & the Australian Institute of Architects, 2010, p9

<sup>6</sup> ACT Heritage Register, citation for the Former Transport Depot, p6

<sup>7</sup> Kingston Transport Depot, ACT Heritage Register nomination report, Mrs J Carnall & the Australian Institute of Architects, 2010, pp9

<sup>8</sup> *Going the extra mile, a history of the Commonwealth Car Service*, Peter Donovan, 2010, pp17-18

<sup>9</sup> Kingston Transport Depot, ACT Heritage Register nomination report, p9



though the Chief Commissioner noted it 'would be advisable for Ministerial motor cars to be handled entirely by the Commission, and arrangements have been made accordingly'. Whilst the Secretary of the Department of Home and Territories and the minister had no objection to the Commission contracting with a private company for members and departments, they considered ministerial cars a different matter and believed they should be provided by the Government using official vehicles.<sup>10</sup>

In the First Annual Report of the FCC, it was reported that transport controlled by various different departments had been consolidated. A total of 33 motor vehicles were owned at this time including 18 cars, two chars-a-bancs (with a capacity of 25 passengers each), an ambulance, police motorcycle, four lorries, four trucks and two tractors. They also controlled 12 horses and several horse drawn vehicles as well as several steam driven vehicles. It was reported that 'an exceptionally heavy time was experienced' during the first two months of the passenger service and heavy strain was placed on the few vehicles available. The service included conveyance of school pupils and transport of officers to and from the various centres to their workplaces.<sup>11</sup>

On the 19<sup>th</sup> July 1926, the Federal Capital Commission started a limited public City omnibus service using a second hand omnibus. The Second Annual Report of the FCC for 1925-26, noted that the Transport Section of the Engineers Department had 'expanded considerably during the year' with 58 vehicles owned by the Commission, and an additional 28 hired vehicles. The Section lorries it reported, were primarily used for transporting road material from the quarries.

The 1925-26 report also noted that 'the passenger bus services have been heavily overtaxed'. The Transport Section was noted to be responsible for transporting 350 workmen, 130 staff members, and between 300 and 350 school children on a daily basis. It reported that the Section is 'also employed in connection with social service activities and during the next few weeks a City Bus Service will be operating throughout the day and the evening, thus affording a much needed convenience to the increased population of the Territory'. There were at this time two public bus routes in Canberra with a small three-space bus-parking depot at Corroboree Park, Ainslie which was at the end of one the routes.<sup>12</sup> Photographs from 1925 show that Commission vehicles were being stored at the Kingston Power house site in a small garage by this time.



*Federal Capital Commission motor transport vehicles with garage at the Kingston Power Station (1925)*  
(Source: National Archives of Australia, A3560, 1255)

The relocation of parliament to Canberra placed further demand on the Government for the provision of passenger car services.<sup>13</sup> The transport services provided by the Commission were again enlarged in the

<sup>10</sup> Donovan, p19

<sup>11</sup> Annual Report for the Federal Capital Commission ended 30 June 1925, p22

<sup>12</sup> Kingston Transport Depot, ACT Heritage Register Nomination, Mrs J Carnall & The Australian Institute of Architects, 2010, p10

<sup>13</sup> Donovan, p23

year 1926-27 with 71 Commission owned vehicles being employed in addition to the average of 100 hired lorries. The omnibus service was extended during this time and five additional passenger vehicles were placed into service.<sup>14</sup> Constriction of the main garage at Eastlake had commenced during the same financial year.<sup>15</sup>

### 4.3 Kingston Transport Depot

The Eastlake Garage, the original Transport Depot, was designed by the Commission's Architects Department in 1926 and was constructed in 1927. In June 1927, it was reported that the building was being erected using day labour and that the brickwork for this building was 'well in hand'.<sup>16</sup> The garage was constructed by J G Taylor (who was also the contractor for the Prime Minister's Residence and the Hotel Wellington) and was ready for occupation at the end of September 1927.<sup>17</sup>

The 1928 photographs below show the original Kingston Transport Depot. The brick building was constructed around a vehicle turning courtyard. A brick parapet to the external walls concealed the skillion roofs that sloped inward to the unroofed turning area. The parapet stepped up in the centre of the south-east and north-west elevations.



*Transport Depot from Kingston Power Station (March 1929)*  
(Source: National Archives of Australia, A3560, 5128)

A 1926 plan of the garage (refer to Appendix C) shows that it was designed to provide undercover shelter for four buses, 13 cars and 16 lorries. At the four corners of the depot were rooms used as storage, toilets and a mess room. Between the vehicle entries on the north-west side of the building, were two offices. A 1928 photograph shows the fuel pumps were located within the turning courtyard.

<sup>14</sup> 'The Federal Capital, Annual Report of the Commission' *The Telegraph (Brisbane)*, 13 December 1927, p6

<sup>15</sup> 'City Progress' *The Canberra Times*, 16 December 1927, p8

<sup>16</sup> 'Canberra Activities' *The Federal Capital Pioneer Magazine* (Canberra), 20 July 1927, p17

<sup>17</sup> Annual Report of the Federal Capital Commission for the period ended 30 June 1928, p41



*Buses and motor car at Kingston Depot with petrol pumps (July 1928)*  
 (Source: National Archives of Australia, A3560, 4332)

The Third Annual Report of the FCC, for the year ended June 1927, noted that the Transport Section had further expanded in accordance with demand with 71 vehicles being engaged in addition to an average of 100 hired lorries. The omnibus service was extended and five additional passenger vehicles were placed in commission. These carried 246,000 passengers up to the end of the year. The goods transport services had a marked increase during the year owing to the heavy expansion of construction activities.<sup>18</sup>



*Federal Capital Commission fleet of buses and cars at the Kingston Depot (circa 1928)*  
 (Source: National Archives of Australia, A3560, 6620)

In July 1927, the Commission advertised for sale by tender the five buses that were engaged in the city omnibus service and called for private applications for a city bus service for a period of ten years as they intended to withdraw from the bus business.<sup>19</sup> They also called for a hire car service, including for

<sup>18</sup> 'The Federal Capital Annual Report of the Commission' *The Telegraph* (Brisbane), 14 December 1927, p19

<sup>19</sup> City Transport Buses for Sale' *The Canberra Times*, 22 July 1927, p1

parliament, for a period of five years. The privatisation did not occur as the tenders received were not satisfactory. Instead, the FCC intended to continue and enlarge the existing service itself.<sup>20</sup> In December 1927, it was noted at a hearing before the Joint Committee of Public Accounts that no restriction would be placed on the transport business of Mrs H Barton until the Commission established its own service, at which time she will not be allowed to pick up on their routes.<sup>21</sup>

The Fourth Annual Report of the FCC (year ended 30 June 1928), noted that the City Omnibus Service had been established during the year and that transport facilities had been greatly improved by the addition of four Bean 17 seater buses, bringing the total to five AEC 29 seater buses and four Bean 17 seater buses. These were required to cope with the demand of the increasing population and brought the total vehicles owned by the Commission to 68. Whilst the service carried over 629,000 passengers during the year, the transport business ran at a net trading loss of approximate £8,500 owing to the investment required to grow the service.<sup>22</sup>

The bus service continued to operate at a loss owing to the heavy demand at peak periods and the negligible demand during off-peak periods. In addition to transporting children to school, the Commission provided a regular service for conveying residents to and from their offices and for general public requirements throughout the day and evening. Some economy was implemented by erecting a temporary terminating garage at Ainslie that permitted the elimination of unprofitable runs. During 1928-29, the omnibus service was improved via the introduction of three, 31 seater Daimler omnibuses to bring the total to 12 omnibuses and a chars-a-banc.

In contrast to the bus service, the remainder of the Commission's transport service, which included passenger (car) and goods services, generated a profit. It was noted in the Annual Report for the year ending June 1929, that the Commission had wherever possible avoided direct competition with private enterprise. The passenger car service consisted of 26 vehicles, including ministerial cars. The Annual Report for the year 1928-29 noted that 'practically the whole of the Government Departments now located at Canberra, rely on the Department for the transport of goods and passengers'.<sup>23</sup>

In 1930, the Federal Capital Commission was abolished, and responsibility for transport was handed to the Department of the Interior in 1932. Transport services in Canberra were managed through five different agencies: a city omnibus service for the general Canberra population, special duty cars, goods transport, fire brigade vehicles and motor cycles.<sup>24</sup> In 1932, after running an omnibus service for five years at a loss of thousands of pounds, the Government again called for tenders to take over the service, as well as all official cars and vehicles.<sup>25</sup> Once again, no tenders were considered acceptable.<sup>26</sup> The following year, it was reported that the annual loss of the Canberra omnibus service was reduced by £2,500 compared with the previous year when the deficit was £6,300. This was noted to be due to the reorganisation of the transport service.<sup>27</sup>

## 4.4 Transport Depot Expansion

In 1936, tenders were advertised for 'considerable extensions' to the Government Transport Depot at Kingston. At this time, it was noted that 'the additions have been necessitated by the growing demands of the transport services, and by the desirability of co-ordinating the various repair departments in one unit'.<sup>28</sup> In that same year, the omnibus service in Canberra was proposed to be 'considerably modernised' via the addition of five new AEC buses powered with diesel engines.<sup>29</sup>

<sup>20</sup> 'City Buses New Development' *The Canberra Times*, 7 October 1927, p1

<sup>21</sup> 'Transport Costs' *The Canberra Times*, 6 December 1927, p4

<sup>22</sup> Annual Report of the Federal Capital Commission for the period ended 30 June 1928, pp4, 8-9

<sup>23</sup> Annual Report of the Federal Capital Commission for the period ended 30 June 1929, pp11, 30, 34, 72

<sup>24</sup> Donovan, p27

<sup>25</sup> 'Canberra Transport' *The Labor Daily* (Sydney), 31 May 1932, p5

<sup>26</sup> 'Canberra Transport Services' *The Telegraph* (Brisbane), 12 August 1932, p1

<sup>27</sup> 'Canberra's Failures' *The Age* (Melbourne), 1 August 1933, p11

<sup>28</sup> 'Transport Depot' *The Canberra Times*, 9 July 1936, p4

<sup>29</sup> 'Diesel Buses Transport Savings in Canberra' *The Canberra Times*, 5 September 1936, p2



The 1936 workshop addition was designed by the Commonwealth Department of Works Branch and consisted of a new lower level covered workshop to the north-east of the original Depot and additional enclosed courtyards with roofed areas to the south-east and north-west sides of the addition. Freestanding walls were erected along the railway line to separate the workshop from the line and to enclose the unroofed yards at either end.

The addition was designed to house the mechanics and provide a covered area for lubricating and general repair work. It included five vehicle inspection pits located adjacent to the original building that allowed the mechanics to work on the underside of the vehicles from the new lower level workshop.<sup>30</sup>



*Aerial of Canberra area with 1927 Transport Depot indicated in red and 1936 addition in yellow (1940)  
(Source: National Library of Australia, MAP Aerial Photograph Collection 55 16 451)*

The Department had determined that further major improvements were necessary by the late 1930s. A number of their administrative staff were to be located at the Depot and there was a need to provide basic protection for the workforce and vehicles from the elements, including provision of an environment that was conducive to keeping the large number of vehicles clean.<sup>31</sup>

The importance the Commonwealth assigned to the Depot at the beginning of World War II was demonstrated by the non-disclosure of specific details relating to the award of a tender in 1940 for alterations and additions to the Transport Depot. At this time, the Department of the Interior did not disclose specific details of major works contracts in Australia 'in order to provide as little information as possible regarding the location of important public works'. The 1940 tender for the works at the Depot was awarded to A Matson Ltd, Sydney for £12,395.<sup>32</sup>

<sup>30</sup> Extension to bus depot and garage, Kingston, Elevations and Sections, National Archives of Australia, A2617, Section 15/6530

<sup>31</sup> Kingston Transport Depot, ACT Heritage Register Nomination, p16

<sup>32</sup> 'Public Contracts' *The Canberra Times*, 14 June 1940, p5



Left: portal frames being erected over the original open garage (circa 1941). Right: 1940s roof to original open garage (circa early 1940s)

(Source: ACT Bus Archive)

The additions, alterations and steel framed roof drawings detailed the construction of two main structures consisting of an attached single storey brick administration and management office located to the Wentworth Avenue frontage and a new roof over the original 1927 building, including the central vehicle circulation area. Both structures were designed by the Department of the Interior in early 1940 with the addition to Wentworth Avenue to include a goods store, general office and executive offices. The works also involved alteration of the parapet (partially increasing its height) and enlargement of the vehicular openings to the north-west elevation as well as extension of the garage (upper hall) to the south-east and construction of a mess room addition to the east corner (refer to physical assessment for a plan showing the location of these additions).<sup>33</sup>

In February 1941, it was reported that the additions to the Transport Depot at Kingston were being undertaken and a new garage was also being erected at the Ainslie terminus.<sup>34</sup> In July 1941, the Minister for the Interior, Senator Foll, expressed with evident pride the continued development of Canberra's built form in the early years of the War, making note of the new Transport Depot on which £15,000 had been spent.<sup>35</sup>



Bus Depot (circa 1941)

(Source: ACT Heritage Library 005039)

<sup>33</sup> Transport Depot Kingston drawings, additions and alterations and steel framed roof to existing garage, 1949, National Archives of Australia, A2617, Section 15/16602

<sup>34</sup> 'Bus Routes; *The Canberra Times*, 27 February 1941, p4

<sup>35</sup> 'Minister Reviews Canberra's Changing Sky-line' *The Canberra Times*, 15 July 1941, p2

Shortly after the completion of these additions, in 1942, it was reported that an annex (now demolished) was being erected at the Depot by day labour. The addition was to include a greasing bay with hoist capable of supporting the heaviest busses in use by the Department, an engineering machine shop and a carpenter's shop where general coachwork will be undertaken (in addition to repairing furniture containers).<sup>36</sup> This annex is shown on a 1952 plan as being located to the north-west end of the building, adjacent to the north-west yard of the 1936 addition (refer to aerial photograph below).



1955 aerial photograph with the 1942 annex indicated. Note the buses to the Wentworth Avenue median strip (Source: ACTmap*i*)

As a result of the war time labour shortage, the employment of married women at the Depot was necessary. The Department advertised in March 1943 for 'applications from women resident in the ACT who are over 20 and under 35 years of age for employment as conductors in the Canberra City Omnibus Service'. First preference was to be given to dependents of men previously employed in the Transport Section and already enlisted in the fighting services.<sup>37</sup>

In 1944, the Passenger Section of the Transport Office of the Department of the Interior, which was responsible for the whole of government transport services in the ACT had 96 staff, including 35 bus drivers, nine male and female bus conductors, 24 ministerial drivers, four leading hands in the bus section and two bowser attendants. This was distinct from the Goods Section and the Workshop Section.<sup>38</sup>

<sup>36</sup> 'Transport Annex' *The Canberra Times*, 31 January 1942, p4

<sup>37</sup> *The Canberra Times*, 11 March 1943, p3

<sup>38</sup> Donovan, p39





*Aerial view of Barton and Kingston with Transport Depot indicated (1945 W J Mildenhall)  
(Source: National Library of Australia, PIC P583/240 Album 827)*

Throughout the middle part of the 20<sup>th</sup> century, the Depot was recognised as a central meeting point for various undertakings due to the function as a provider of transport as well as it being a prominent structure within the city. Activities were often advertised in *The Canberra Times* with the assembly point being the Depot.<sup>39</sup> Funeral notices also noted when special buses would leave the Depot to transport mourners to the cemetery.<sup>40</sup> The Transport Section also volunteered their services after the War by driving their lorries and collecting, accompanied by Boy Scouts, salvaged materials such as paper from private homes for fund raising purposes.<sup>41</sup>

A Roll of Honour was produced in 1947 and was displayed in the office entry lobby up until the Depot closed. This commemorated the 92 members of the transport section of the Department of the Interior who enlisted for World War II, five of whom gave their lives.<sup>42</sup> The Roll of Honour was removed from the building following its closure as a bus depot and was in the possession of the Retired ACT Transport Employees Club. This organisation wound up in 2019 and it is not known where the Roll of Honour is now located.

## Post-war growth

In 1945, the Chairman of the Capital Territory Advisory Council noted that there were certain works which were urgently required, including luncheon rooms and other amenities for employees in the transport section, joiners' shop and electrical and mechanical workshop at the Kingston Depot.<sup>43</sup> Plans for two separate amenity additions to the Transport Depot were prepared in 1945. This included additional lockers and toilets above the existing 1940 mess room and a diesel test room to the ground floor adjacent to the 1936 workshop with additional lunch room and toilets above (refer to plan below).<sup>44</sup> The following year, the paper reported on the pending opening of amenities at both the Transport Depot and the Government storeyards and workshops. These facilities were reported to be 'modern brick buildings' and included 'luncheon rooms where men may eat in comfort'. Lockers for individuals were also provided as well as hot and cold shower rooms.<sup>45</sup>

<sup>39</sup> Kingston Transport Depot, ACT Heritage Register Nomination, p18

<sup>40</sup> For example *The Canberra Times*, 30 September 1944, p2

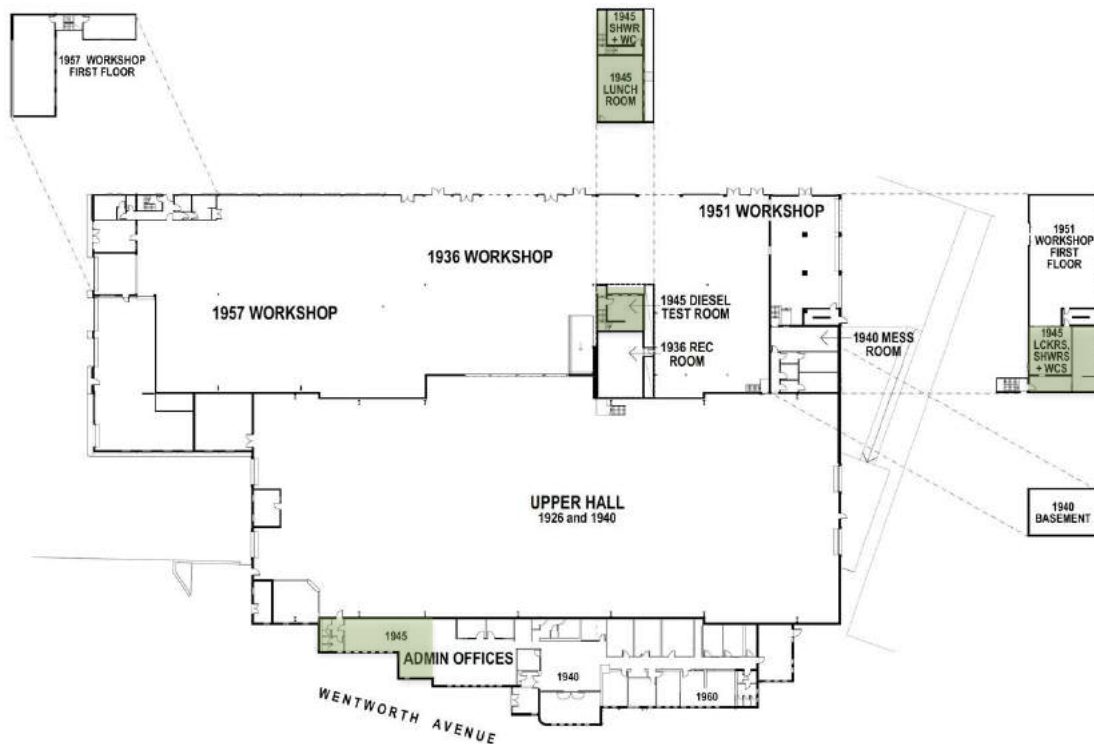
<sup>41</sup> 'Salvage funds in Canberra aid Patriotic Bodies' *The Canberra Times*, 23 October 1945, p2

<sup>42</sup> 'Roll of Honour at Transport Depot' *The Canberra Times*, 19 March 1947, p2

<sup>43</sup> 'No post-war plans yet drafted for Canberra' *The Canberra Times*, 8 May 1945, p2

<sup>44</sup> Transport Depot Kingston Additional Lavatories & Lockers plans, elevations and sections, National Archives of Australia, A2617 Section 12/16090 and Section 15/16091

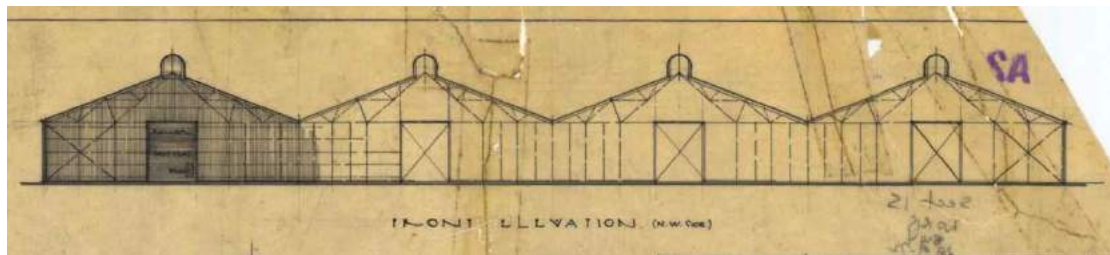
<sup>45</sup> 'Amenities at Kingston Stores' *The Canberra Times*, 8 June 1946, p4



*Floor plan showing the location of 1945 additions (green) to the ground and first floors*

Plans were also prepared by the Department of Works for the Department of the Interior in 1945 for the north-west addition to the Wentworth Avenue administrative office. A separate works hut to the north-west courtyard was also included on these plans. Designed in the same manner as the original part, the office addition appears to have been completed shortly after 1945.<sup>46</sup> This addition included a new restroom, office and separate senior office. Changes were also made to the original section of the office at this time with a cashier booth, store and office to be installed in the existing building.<sup>47</sup>

In October 1945, it was noted that a vehicle park (now demolished) would be constructed at Kingston as part of the Advisory Council's Works Programme for that year.<sup>48</sup> Drawings from January 1945 show that the building, which was located further to the south-east on Wentworth Avenue, consisted of a large shed that was square in plan and was divided into four bays each with a gable roof.<sup>49</sup>



*Front (north-west) elevation of proposed new Vehicle Park for Transport Depot (1945)  
(Source: National Archives of Australia, A 2617 Section 15/15587)*

Following the War, employees had to complete service on buses prior to being promoted to drive passenger cars.<sup>50</sup> Apprentices worked and trained at the Depot which is understood to have been the first training place of mechanics, auto electricians, spray painters and panel beaters in the ACT. The Depot

<sup>46</sup> Kingston Transport Depot, ACT Heritage Register Nomination, p18

<sup>47</sup> Transport Depot Kingston Alterations, plans and elevations, National Archives of Australia, A2617 Section 15/16313

<sup>48</sup> *The Canberra Times*, 18 October 1945, p4

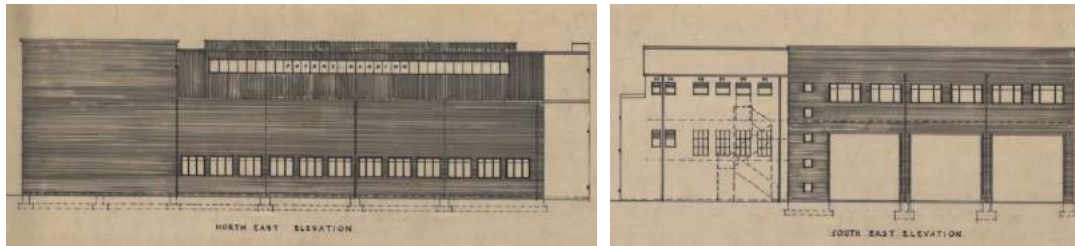
<sup>49</sup> Plans, elevations and sections of Vehicle Park for the Transport Depot, Department of the Interior, 1945, National Archives of Australia, A2617 Section 13/15587

<sup>50</sup> Donovan, p58

was used for training apprentices before the construction of the technical school and continued to be used by apprentices on four out of five days once the school was opened.<sup>51</sup>

The location of all transport services in one area had begun to be criticised by the late 1940s. In 1949, Mr Shakespeare, a member of the ACT Advisory Council noted that he thought the 'whole development of the transport system at Kingston was a bad one'. He noted that all transport should not be concentrated at the one place and suggested decentralisation would save many hours of bus crews travelling backwards and forwards to work.<sup>52</sup>

The Kingston Transport Depot however continued to undergo expansion. Designs for the part single storey part two storey east workshop were drawn up in 1951. Drawings show this addition was to include a workshop with overhead crane and tyreing floor with tyre store above. This building was constructed over the south-east courtyard of the 1936 addition and is indicated on the aerial photograph below.



North-east (left) and south-east (left) elevation of two storey addition to east corner of Depot (1951)  
(Source: National Archives Australia, A2617 Section 15/20844)



1955 aerial photograph showing the Transport Depot (red) and Vehicle Park (blue).  
The 1951 workshop is indicated in green  
(Source: ACTmap*i*)

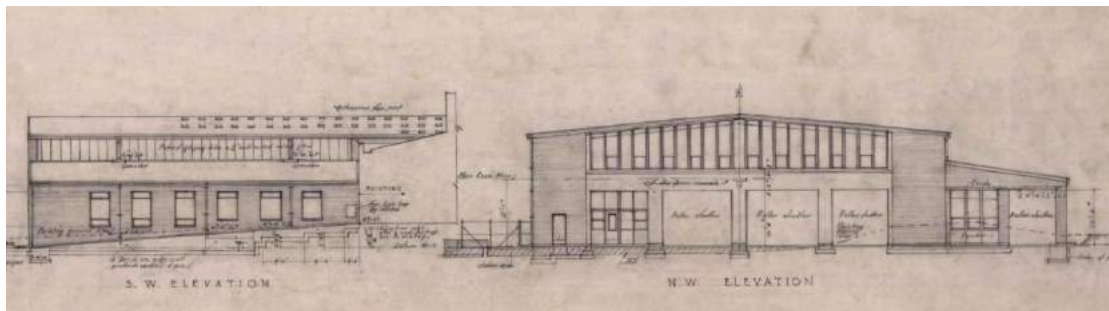
<sup>51</sup> Kingston Transport Depot, ACT Heritage Register Nomination, p20

<sup>52</sup> 'ACT Advisory Council, *The Canberra Times*, 8 March 1949, p3



Increased demand for transport in the ACT meant that additional facilities continued to be built at the depot at Kingston. Extensions to the transport building were underway in 1958 and a new 'lubritorium' (now demolished) with five inspection pits, located to the north-west of the original depot building, had been completed by this time. This was reported to have the 'most modern features', including two hydraulic hoists which were illuminated by lights set in the floor, a vehicle washing section and a vehicle spray booth in which air was filtered to prevent dust on new paint. Floor heating was provided throughout. The extension to the transport building and construction of an electric workshop were also being constructed at this time.<sup>53</sup>

Plans for an addition to the south-east end of the Wentworth Avenue office were prepared in 1957 and would have included a second level addition to the original 1940 office and substantial changes to the front of the building (these were not built).<sup>54</sup> In the same year, plans were prepared for a workshop addition to north corner of the Depot (refer to aerial photograph below). This included a room for the special duty car as well as trimming shop in a single storey skillion section. A higher gable section housed a new workshop, wheel alignment bay, machine shop and joinery shop to the ground floor with a first floor mess room located in the north-west corner.<sup>55</sup>



South-west (left) and north-west elevations (right) of addition to north corner of Bus Depot (1957)  
(Source: National Archives of Australia, A15/24597)

An addition to the south-east end of the Wentworth Avenue administrative offices wasn't constructed until 1960 (refer to aerial photograph below) and was much smaller than that shown on the 1957 plans. It was designed by Moir and Slater Architects in 1960 in a similar mode to the 1945 office addition. At this time, the chimney to the 1940s part of the office, which was originally a flue for the heating of hot water, was converted to a clock tower.<sup>56</sup>



1965 aerial photograph showing the 1957 workshop (red) and the 1960 addition to the administration offices  
(Source: Kingston Section 49 Heritage Strategy, Lovell Chen, 2013)

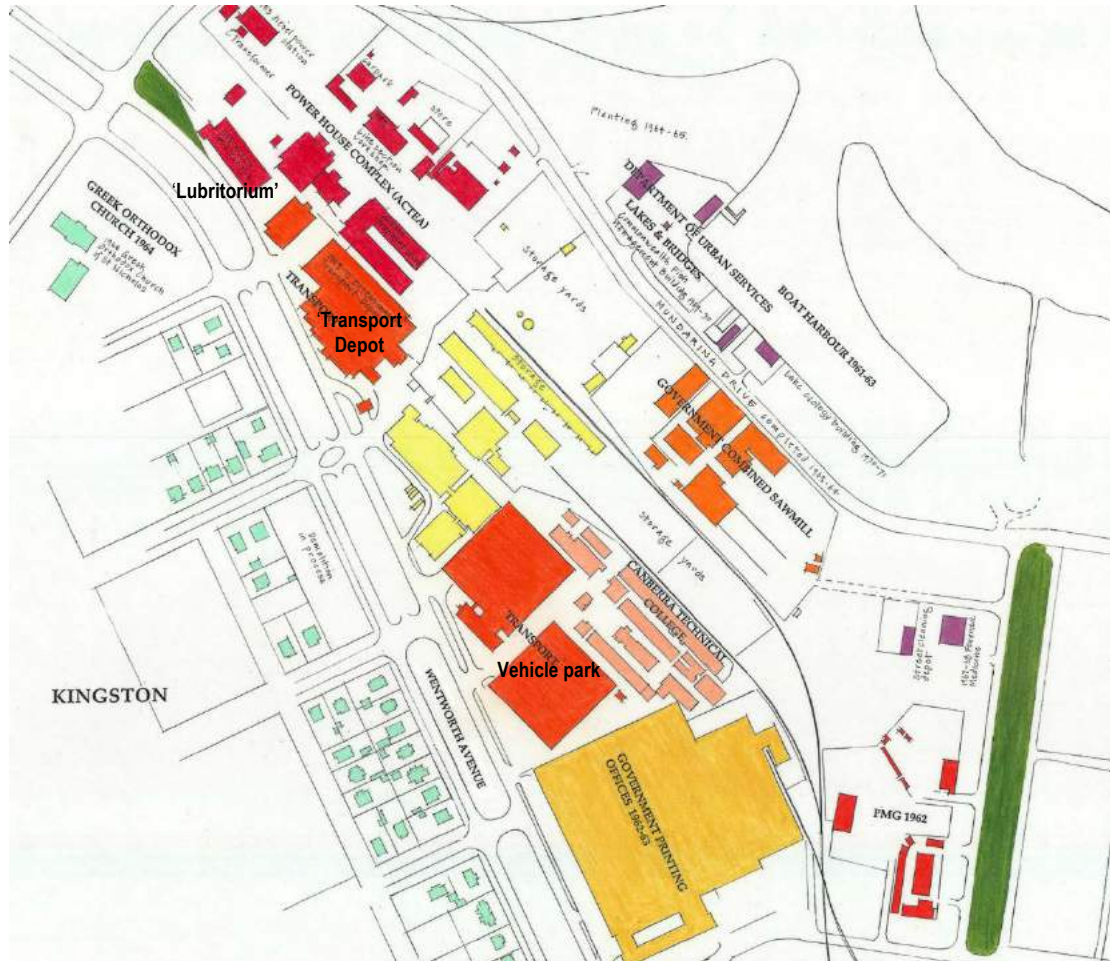
<sup>53</sup> 'Transport Depot Modernised' *The Canberra Times*, 9 July 1958, p3

<sup>54</sup> Transport Depot Kingston plan for alterations and additions to office block, National Archives of Australia, A2617 Section 15/24884

<sup>55</sup> Transport Depot plans, National Archives of Australia, A2617 Section 12/24593 and Section 15/24592,

<sup>56</sup> Kingston Transport Depot, ACT Heritage Register Nomination, p19

Various other additions and alterations were constructed over the next 20 years as the need for additional space was required due to an increasing number of vehicles. In 1969, it was noted that extensions to the Transport Depot in Kingston would be undertaken as part of \$100 million works plan for the ACT.<sup>57</sup> In 1973, a boiler house was designed and erected to the south of the Depot.<sup>58</sup> By 1972, another substantial building, presumably for the parking of vehicles, had been erected on the site of the Government Printing Office (refer to plan below). In the 1980s, an annex was constructed to the north-east of the extant depot building, over the area that had been the railway siding.



Kingston Foreshore with the four Transport Depot buildings indicated in red-orange (1972)  
The location of the 'lubritorium', extant Transport Depot and the vehicle park are indicated  
(Source: Kingston Foreshore Site Cultural Mapping Study, Freeman Collett & Partners, 1996)

## 4.5 Relocation from the Kingston Depot

After 1978, many of the functions of the Transport and Stores Division of the Department of Administrative Services were consolidated at a new depot established at Fyshwick. This included the passenger car fleet, along with overseas packing and workshop and auction functions.<sup>59</sup>

In 1990, it was announced the Kingston Bus Depot would be progressively closed, allowing for the major redevelopment of the site. Buses and associated works were to be relocated to depots at Belconnen, Tuggeranong and Woden which had better services. This was considered preferable to refurbishment of the Depot at Kingston which estimates put at \$1.35 million.<sup>60</sup>

<sup>57</sup> '\$100m works plan for ACT' *The Canberra Times*, 13 August 1969, p3

<sup>58</sup> Kingston Transport Depot, ACT Heritage Register Nomination, p20

<sup>59</sup> *Going the extra mile, a history of the Commonwealth Car Service*, p99

<sup>60</sup> 'Major redevelopment for Kingston bus depot site' *The Canberra Times*, 22 May 1990

At the time the Depot was closed on 5 July 1992, there were 168 bus drivers working out of the Kingston site.<sup>61</sup> In 1998, six years after the closure of the Kingston Transport Depot, the Old Bus Depot Markets moved into the last remaining Depot building (the subject building).



*Kingston Bus Depot (circa early 1990s)  
The 1940s Kingston Vehicle Park sheds are evident behind the bus  
(Source: ACT Bus webpage)*

## 4.6 New Uses

Plans to commence a weekly market in the Former Transport Depot were developed by Diane Hinds and Morna Whiting in 1992. The first market was held in September 1994 and was located in another bus depot building that was situated further to the south-east along Wentworth Avenue and close to the Printers Workshop. The markets were opened by Rosemary Follett, the Chief Minister. This building was demolished as part of one of the initial stages of the redevelopment of the Kingston Foreshore and the market relocated to the extant building in 1998. The market includes stalls for various sweet and savoury foods, flowers, jewellery and homewares. In 2016, the business was sold to Iconic Market and Events Pty Ltd.<sup>62</sup>

In the early 2000s, the administration block was refurbished. This involved a new interior fit out, painting of the red face brick, replacement of several original steel-framed windows with glass blocks and construction of a new entry porch. In 2013, further works were undertaken to the administration block to convert it to the Megalo Print Studio and Gallery. This involved reconfiguration of the internal spaces, rectifying damp, upgrading services and replacement of unsympathetic glass block windows and bricked-up openings with new windows.<sup>63</sup>



*The administration offices before the face brick was painted (2001)  
Note that glass bricks had been installed in the window openings  
(Source: 2010 ACT Heritage Register nomination report, J Camall and AIA)*

<sup>61</sup> Kingston Transport Depot, ACT Heritage Register Nomination, p20

<sup>62</sup> Old Bus Depot Markets webpage, <https://obdm.com.au/visit-the-markets/the-obdm-story/>, accessed 21 October 2020

<sup>63</sup> Philip Leeson Architects, various architectural plans



In 2012, the eastern annex was demolished as were a few internal partition walls to the east of the corner of the building. Drawings from this time also show a new mezzanine, remedial work to the east stair as well as removal of the internal fit out to the adjacent shower and toilets. In the same year, the corrugated 'super six' profile asbestos sheeting to the portal framed roof (over the original Depot) was replaced with a wide profile metal alternative and new louvers were installed in the gable ends. New skylights were also installed at this time, with the total number reduced by one third.<sup>64</sup>

In 2020, the ACT Government invested \$6.5 million to complete a major infrastructure upgrade. This included replacement of the short lengths of galvanised corrugated sheeting over the lower hall with modern corrugated sheeting. The original skylights to these roofs were also replaced at this time with modern alternatives in a different configuration that included fewer skylights. Other works included replacement of the electrical system, installation of more efficient lighting and refurbishment of the toilets to the upper and lower halls.<sup>65</sup>

## 4.7 Conclusion

The Former Transport Depot is the last remaining building that was erected for the Transport Section during the 65 years that it operated out of the Kingston industrial area. More broadly, the Former Transport Depot and the three remaining buildings at the Kingston Historic Powerhouse Precinct are the last buildings that remain from the once extensive industrial complex that was set up at Kingston to support the new Federal Capital. Other buildings associated with the Transport Depot, including the 1945 vehicle park, the 1973 boiler house and the 1950s 'lubritorium', which was located to the north-west of the extant building between the Powerhouse and Wentworth Avenue, have all been demolished.

As described in the next chapter, most of the additions to the original Depot remain, though the later additions (particularly those from the 1950s) are the most intact. Sections that no longer remain include the northern annex which was constructed in the 1980s and the 1942 annex which was replaced by the extant 1957 workshop.

---

<sup>64</sup> Philip Leeson Architects, various architectural plans

<sup>65</sup> artsACT webpage, 'Former Transport Depot' <https://www.arts.act.gov.au/our-arts-facilities/former-transport-depot>, accessed 21 October 2020



## 5 Physical Assessment

### 5.1 Introduction

This chapter provides a contemporary physical description of the extant fabric at the Former Transport Depot. An overview of the condition is included at the end of this chapter with a more detailed scope of works provided in the implementation chapter (chapter 9).

Photographs included in this chapter were taken by Philip Leeson Architects during September-November 2020 unless noted otherwise.

### 5.2 Overview

A limited amount of fabric survives from the original 1926 open air Transport Depot, which was enclosed in 1940. Additions of various dates have been erected to all sides of the original building and the open courtyards to both the original part and the 1936 addition to the north-east were progressively built over. In this chapter, the building is divided into the following principal sections:

- 1940, 1945, 1960 administration offices (Megalo Print Studio)
- 1927, 1940 upper hall
- 1936 workshop \*
- 1951 workshop (single storey part) \*
- 1951 workshop (two storey part)
- 1945 lockers, showers and toilets
- 1957 workshop\*.

\* These sections are part of the lower hall

Each of the above are indicated on the aerial photograph below. The 1936 workshop and single storey parts of the 1951 and 1957 (excluding the skillion part) workshops are referred to collectively throughout this CMP as the lower hall.



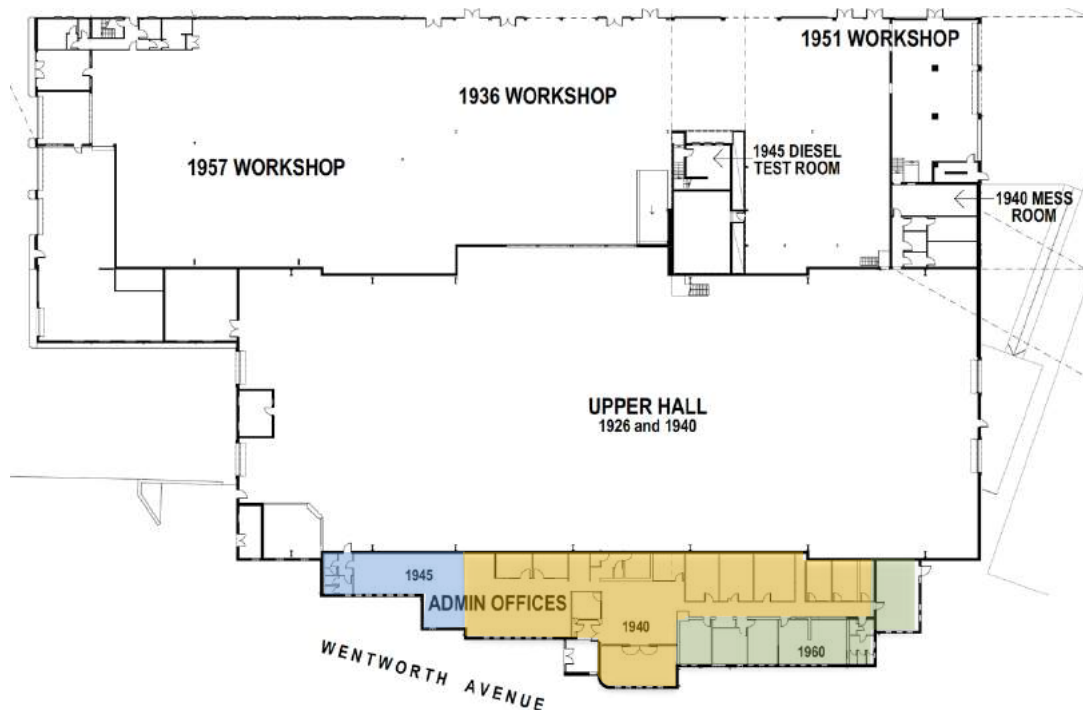
Aerial photograph showing the location of the main parts of the Former Transport Depot (2020 aerial)  
(Source:ACTmap)

The Former Transport Depot was constructed parallel with the railway sidings that once extended through the area and are subsequently oriented at an angle to Wentworth Avenue. This included a railway line located immediately to the north-east of the extant building.

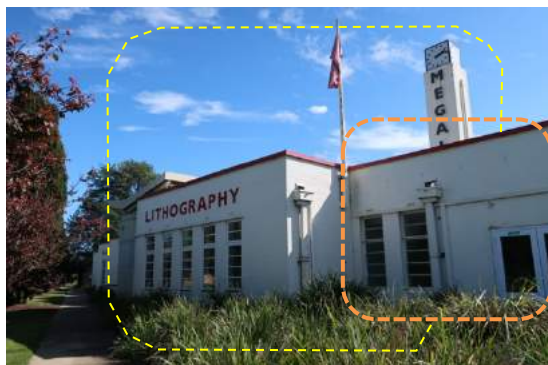
Throughout the Former Transport Depot, all walls are constructed using Canberra red face brick (unless noted otherwise) and all areas have concrete floors with roofs now clad in corrugated metal sheeting. The former workshop areas of the Transport Depot have no ceilings, with the roof structures evident internally.

### 5.3 Administration offices (Megalo Print Studio)

The administration offices were constructed in three stages and are located on the Wentworth Avenue (south-west) side of the Former Transport Depot. They are currently used by Megalo Print Studio. The earliest part of the offices is the central part which was designed in 1940. It is flanked by a 1945 addition to the north-west and a 1960 addition to the south-east. The face brick to all sections has been overpainted.



Ground floor plan showing the 1940 (orange), 1945 (blue) and 1960 (green) parts of the administration offices



Left: Original, central part of the administration offices (yellow box) with the flue that has been converted to a clock tower and 1960 addition (orange box) with original steel framed windows. Right: Original part with curved corner and 2000s entry structure

All parts of the administrative offices incorporate similar details that are indicative of the Interwar Functionalist style. This includes the asymmetrical massing, use of simple geometric forms, a continuous

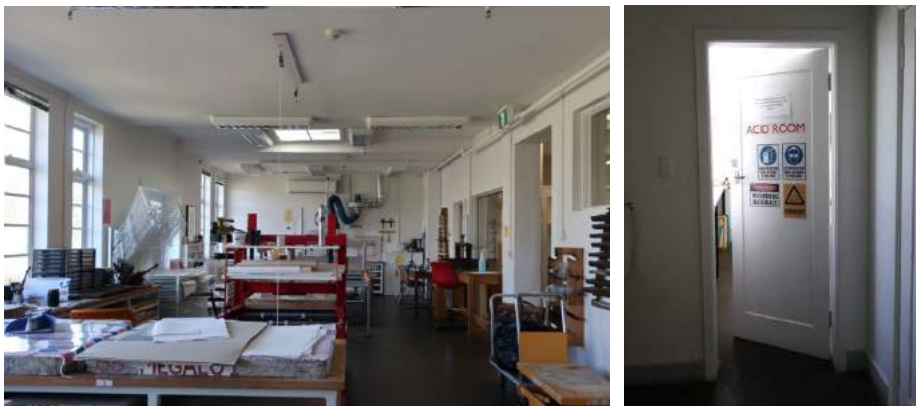
parapet with rendered capping that conceals the roof and rendered hoods that extends across banks of windows to produce a streamlined effect. The original section also incorporates a rounded corner and an asymmetrical clock tower which was originally a chimney/flue for heating water. This acts as a contrasting vertical feature to the primarily horizontal composition and retains projecting brick fins that emphasise the verticality. A timber flag pole also remains to this original part and may have been introduced when the 1960s addition was constructed.



*Left: 1945 addition to administration office with infilled windows. Right: 1960 part of administration office to south-east end*

The building has a subtly projecting brick plinth which contributes to the horizontality of the composition. All sections have vertically oriented window openings which originally had steel-framed windows with horizontal glazing bars. These windows remain to the 1960 part (1 has been replaced), though most windows to other sections are now modern aluminium framed alternatives. Two of these windows to the 1945 addition have been bricked up and another is fitted with glass bricks. A modern entry structure with butterfly roof and ramp has been erected to the front of the original part. Original rectangular rainwater heads remain.

The interiors have been remodelled on several occasions and much of the internal fabric that is visible consists of modern sheet linings. Openings between the administration offices and the upper hall have been bricked up or sheeted over to isolate the two spaces (for fire purposes). A few early panelled doors remain to some rooms.

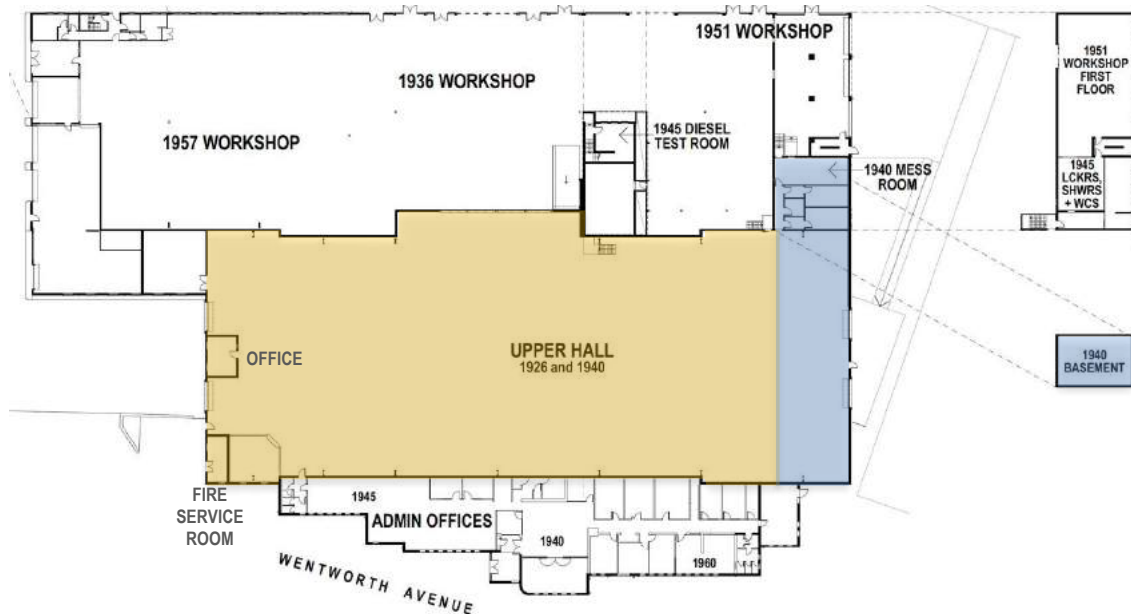


*Left: Interior, Megalo Print Studio. Right: Early panelled door*

## 5.4 Upper hall

The upper hall is located between the lower hall and former administration offices and is used by the Old Bus Depot Markets. Whilst the footprint of the upper hall largely corresponds with the perimeter wall of the 1927 Transport Depot, this section was substantially modified in 1940 when a roof was installed over the entire structure to provide an undercover environment. This involved the demolition of most of the buildings/shelter sheds that surrounded the open air courtyard. The building was also extended to the south-east at this time, providing a larger area for vehicle parking.





*Floor plan showing the original footprint of the 1927 depot (orange) and the 1940 additions (blue)  
The location of the office, fire service room, mess room and basement are also indicated*

The original perimeter wall of the 1927 Transport Depot remains to the south-west and north-west elevations. Original parts of the north-east elevation, which has been internalised, are also evident in places (for example in the 1951 and 1957 workshops). These remnants of the original depot have been considerably modified via the bricking up of openings, rendering and overpainting. In some areas, original decorative details to the perimeter walls remain, including the soldier course, projecting stretcher courses and chamfered cornice bricks to the exterior. The original stepped parapet to the north-west elevation has been modified. Either side of the original stepped part, the walls were increased in height when the portal roof was erected in 1940-41.



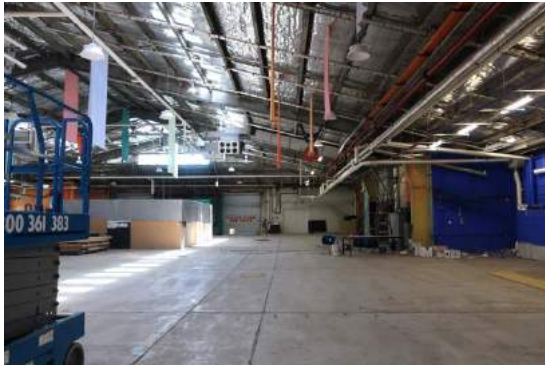
*Left: north-west elevation of 1927 depot building with 1940 roof clad in modern corrugated sheeting.  
Right: west end of south-west elevation, 1927 depot with original steel framed windows and overpainted brickwork*

Three original multi paned steel-framed windows remain to the north-west elevation as do the original vehicle openings this side, though these have been enlarged and fitted with modern roller doors. Another three original windows also remain to the south-west elevation. Original openings are framed by projecting brickwork incorporating a soldier course above the openings. The steel frame to one of the windows on the north-west elevation has been altered to accommodate air conditioning units and metal security grills have been installed over two of the windows to this side. Two original pedestrian doorways to the north-west elevation also remain and are fitted with modern flush panel doors.

## Interior

The upper hall is a large open plan space which contains a small office at the north-west end between the two roller doors and a fire services room in the west corner. The 1940 steel portal frame is intact, though the base of a few columns on the north-east side has been concealed by the construction of a

concrete slab over the original floor adjacent to the 1936 workshop. The uprights are braced with steel channels and steel channel purlins run between the portals to support the roof sheeting.



*Left: interior of upper hall, looking south-east. Right: previous service area*

The roof was originally clad in deep profiled corrugated asbestos sheeting though this has been replaced with a modern metal alternative. There are several raised sections of flooring and covered drainage pits within shallow spoon drains throughout the building that are trip hazards. These indicate the types of activities that were previously undertaken in the space. The ramps at either end of the upper hall to each of the roller are also trip hazards. A raised platform is located to the west corner adjacent to the fire services room. A more recent steel stair provides access to the gallery (former lunch room).

A small, hut with timber door is located to the south-east wall, though has been bricked over externally. An early metal tank supported on a timber deck that is suspended from the roof is also located to the south-east end. Galvanised metal vent covers are located to the south-west wall. It is not clear if the fuel/oil tank located below the floor at the eastern end of the building remains (shown on the original drawings).



*Left: Timber hut to south-east end. Right: circa 1950s mechanical plant control board*

A range of equipment and services have been installed over the years and give an indication of the types of activities that were undertaken. Some early items include a small control panel to the south-west side which includes a Venner time switch. A mechanical plant control board for the early mechanical systems is located to the north-east side and likely dates to the 1950s. Parts of an earlier heating system that includes hot water pipes (boxed out to the lower part with sheet metal) remain, as does a relatively modern air conditioning system that is no longer operational. This area, like the lower hall, is fitted with Nederman swinging arms, which were presumably used for fume extraction and likely date to the final years of the transport depot phase.

### Fire service room

The fire services room in the west corner contains some early equipment. This room does not appear on the 1926 plans and may date from the 1940 upgrade.

### Office

This space appears as the Transport room on the 1926 plans and is used as a storeroom by the markets. The walls are constructed of brick and it has a separate skillion roof under the portal roof of the upper hall. The skillion roof was likely rebuilt in 1940 when the portal framed roof was erected. An early braced and ledged timber door with vertical boards is located to the south-east side (in an enlarged opening) and likely dates to 1940 when a door was installed on this side following the demolition of the adjacent office. The concrete lintel to the original doorway is evident on the north-east side, though the opening below has been infilled with brick. The sheet linings to the ceiling are in poor condition and the floor is clad in modern non-slip sheeting. An early telephone distribution board remains in the office to the south-east wall.



*Left: north-east side of office. Right: telephone distribution board*

### 1940 addition

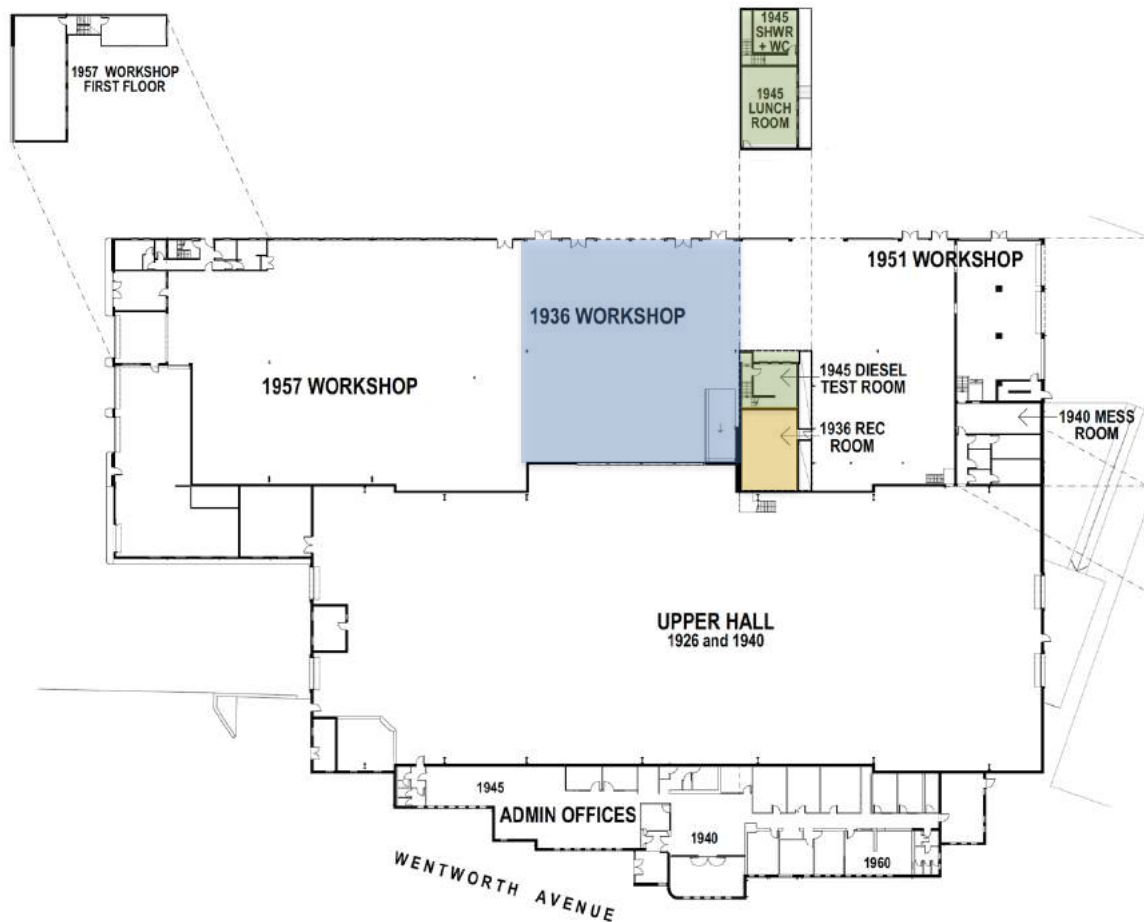
The 1940 addition with additional basement level located to the east corner of the main hall was constructed as a mess room and has been converted to toilets. It was built when the roof was constructed over the upper hall. The south-east elevation of the upper hall was also constructed at this time as the building was extended to the south-east to provide additional space for the parking of vehicles. Windows to these additions are steel-framed with wire reinforce glazing. The toilets have been upgraded as part of the 2020-21 works and now have a completely modern fit-out.

### Basement

The brick basement is accessed from the 1951 workshop via a steep concrete ramp and is located below the toilets. It retains early doors and is currently used for storage. The central concrete ceiling beam has been strengthened with steel channels and posts. A few loose mechanical fan units dating from 1952 are currently stored in this area.

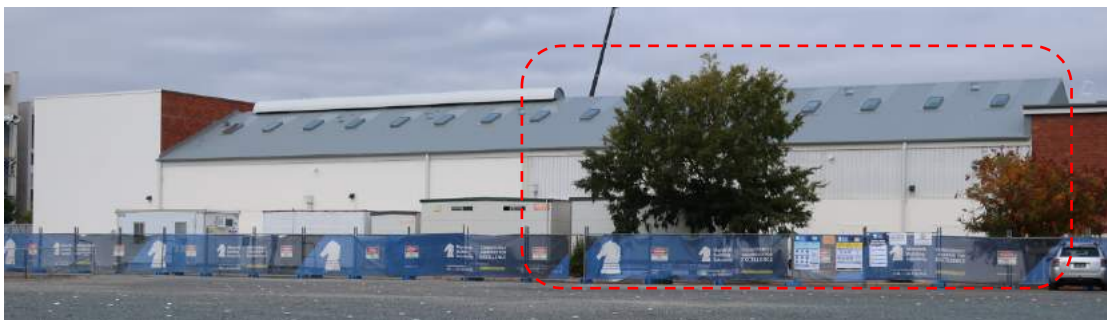
## 5.5 1936 workshop

The 1936 workshop was constructed at a lower level to the north-east of the original depot (now the upper hall), allowing vehicles to drive over maintenance pits from the higher building. This workshop has been altered and has been subsumed by later additions to the south-east and north-west, though its footprint is evident in the roof structure.



*Floor plan showing 1936 workshop (blue) with associated 1936 recreation room (orange), adjacent 1945 diesel test room and 1945 shower and lunch room addition to first floor (green)*

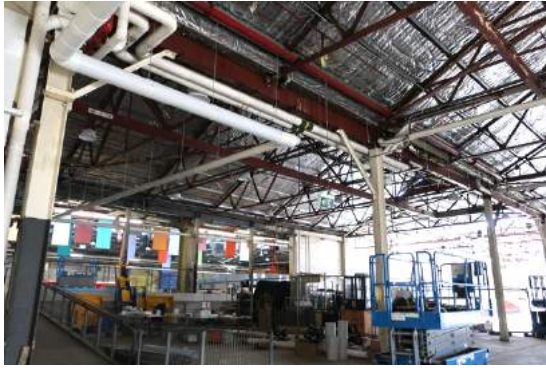
The walls of the 1936 workshop are shown as corrugated metal sheeting on the original architectural drawings and were to incorporate windows with pivot openings. Walls to the south-east and north-west sides have been removed and the north-east elevation has been replaced. This wall is now constructed of brick to the lower part whilst the upper part is clad in modern profiled sheet metal. Internally, the upper part of the wall is lined with fibre cement sheeting. Openings to this elevation are modern types.



*North-east elevation with 1936 workshop indicated and 1951 workshop to the left*

The only original fabric to the workshop is the double gable roof with bolted steel trusses. The roof originally had a row of glazed skylights on each roof slope and also had continuous ridge vents. The roof sheeting has been replaced with modern Colorbond alternative and the skylights replaced with modern types in a different arrangement. Steel universal beams/monorails, which had supported hoists, are suspended from the trusses.





*1936 workshop with ramp evident to bottom left corner*

The concrete floor drains to metal grates, though these do not discharge effectively. A modern concrete ramp, which is very steep, connects this space with the main hall. This was possibly introduced for the Old Bus Depot Markets.

### **Recreation Room**

The former recreation room was constructed in circa 1936, possibly at the same time as the adjacent workshop and is used as a store room by the markets. The room has hard plastered walls with a high dado and a modern plasterboard ceiling and coved cornice. Original timber framed multi-paned highlights remain to the south-east wall



*Left: south corner of former recreation room. Right: west corner of former recreation room showing damage to the hard plaster*

### **Former diesel test room**

The 1945 brick addition is located to the north-east of the 1936 recreation room. The north and south-east elevations would have originally been external walls. Original openings remain to these elevations, though they have been fitted with modern aluminium windows.

### **Stair**

The upper gallery and former toilets, located on the first floor, are accessed by the 1945 concrete stair. The walls of this stair are face brick.

### **Upper gallery/former lunch room**

Located above the recreation room, the former lunch room was also constructed in 1945 and is currently used as a gallery space. The gallery can be accessed from both the 1945 concrete stair leading up from the 1951 workshop as well as a steel stair from the upper hall. The fit-out dates from the markets era.

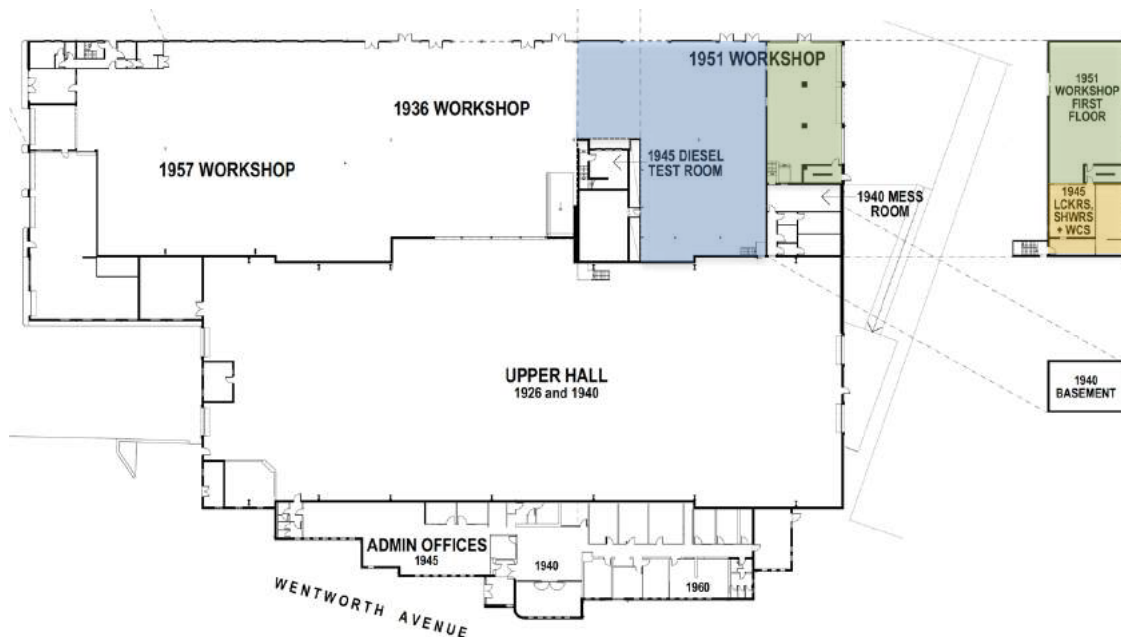
### **Former toilets**

The toilets were constructed in 1945 of steel and reinforced concrete and have a modern fit-out. Original cast iron sewer pipes are located below this room (to the north-east of the former diesel test room).

## 5.6 1951 workshop (single storey part)

### Exterior

This space was constructed in 1951 as part of the first major addition since the works undertaken during 1940-41. This part was constructed at the same time as the adjoining two storey workshop to the south-east. It forms an extension (south-east) to the 1936 workshop and similarly has a double gable roof with bolted steel trusses. A lightwell, clad in corrugated metal sheeting separates this building from the earlier diesel test room and recreation room. The lightwell was presumably constructed to allow for continued access to natural light and ventilation for these rooms.



*Floor plan showing single storey part of 1951 workshop (blue), two storey part of 1951 workshop and adjacent 1945 locker room (green), showers and toilets (orange)*

All brickwork is now painted and openings to the north-east elevation are modern types. The drawings for this building show that there was to be a row of 12 steel framed windows to the north-east elevation, similar to those to the first floor of the two storey part. These windows have been removed and the openings bricked up. There is now a roller door and two modern pedestrian doors to this elevation.



*North-east elevation with the 1951 workshop indicated*

The gable roofs originally had a row of wired glass skylights to each roof slope and continuous ridge vents. The original galvanised corrugated sheeting has been replaced with a Colorbond alternative and the skylights replaced with modern types in a different configuration.



*Left: south-east elevation of 1951 workshop. Right: interior of 1951 single storey section looking east*

### **Interior**

This part is currently used as the food hall for the Old Bus Depot Markets. It has modern partitions to the north-east side which are used as storage rooms. The floor has grated metal drainage pits matching those to the 1932 section which currently do not discharge water effectively.

The stair located in the south corner provided access to the adjacent 1945 lockers, toilets and showers. The upper part of this stair has been removed. Part of the wall of the original transport depot (upper hall) is evident to the south-west side, whilst other parts of this wall are clad in corrugated metal sheeting.

## **5.7 1951 workshop (two storey part)**

### **Exterior**

Constructed in 1951 at the same time as single storey part, this two storey building has a concrete frame with brick walls and metal clad roof. This section has a cuboid form with flat parapet that is capped by a projecting rendered band and conceals the roof. An original rainwater head remains to the south-east elevation, though another has been replaced with a smaller alternative.

The south-east elevation is largely intact with roller doors to the ground floor, six steel framed windows to the upper floor with casement openings and a vertical row of four, relatively small fixed windows. One of the roller door openings has been partially infilled and an aluminium framed window installed in the smaller opening. A modern, paired pedestrian door is located to the north-east elevation which has no other openings.

A concrete stair in brick stairwell provides access from the ground floor to the first floor workshop and the adjacent 1945 locker room, showers and toilets.

### **First floor**

This area, now known as the loft, is not currently used. The space is intact and retains face red brick walls, steel framed windows with casement openings and composite timber and steel (rods) roof trusses. The underside of the box gutters are lined with timber boards. An overhead monorail with electric hoist remains to this area. Steel angles have recently been installed to tie the north-east wall to the adjoining walls.





*Left: Upper floor of 1951 workshop with original hoist (indicated) and timber doors.*

*Right: Upper floor of 1951 workshop looking south-west with original light shade indicated.*

An original doorway is located between this area and the upper part of the 1951 lower hall. It retains a pair of top hung timber doors constructed with diagonal boards. An early enamelled light shade is suspended from one of the trusses and another four have been removed and are located on the floor. An early metal light switch also remains as do suspended power outlets.

## 5.8 1945 Lockers, showers and toilets

The first floor 1945 addition has a low pitch gable roof clad in corrugated metal sheeting with exposed rafter ends. This part of the building is not currently used and has partially been stripped of internal linings to the ceiling and partition walls. It was built as a locker room with showers and toilets.

The external walls are hard plastered and have a high dado. Original terrazzo partitions to the shower area and toilets remain as do original timber doors. These are a single panel type with horns to the toilet cubicles and a high waisted type to the locker room. Windows are steel framed types with obscure glass (fixed) or louvers. Spoon drains, lined with original cream tiles remain to the floor of the hand basin area.



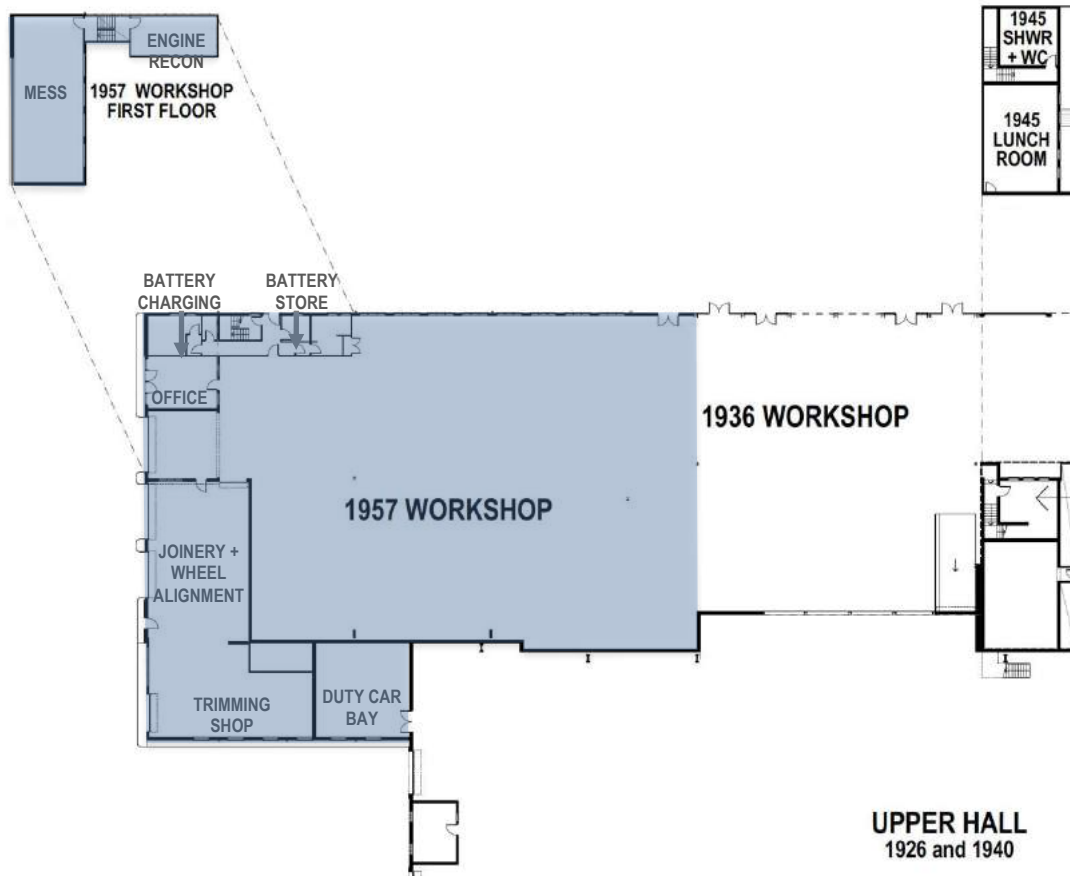
*Left: original terrazzo partitions and timber doors to toilet cubicles (indicated). Right: dressing area with spoon drains*

There is a substantial crack to the upper part of the wall in the east corner. The glass louvers to the windows are in poor condition and many are broken.

## 5.9 1957 addition

This brick building is largely intact externally and is located to the northern corner of the Former Transport Depot. The open workshop and office is used by the Old Bus Depot Markets whilst rooms to the first floor are rarely used. The 1957 addition consists of a large gable section to the north-east and small skillion section to the south-west and included a workshop, joinery shop and wheel alignment bay, toilets, battery charging room and store, special duty car bay and trimming shop, first floor engine reconditioning shop and first floor mess room.





*Part floor plan showing 1957 section (blue) including joinery shop and wheel alignment bay, trimming shop, special duty car bay, office, battery charging room, battery store, first floor engine reconditioning shop and first floor mess room. Adjacent to the battery store were/are the toilets*

The main part of this building has a broad gable roof which originally included rows of two skylights to each roof slope. A skillion section, constructed at the same time as the gable part, is located to north-west of the original transport depot. The skillion part originally consisted of a special duty car bay at the same level as the upper hall and a trimming shop located at the height of the lower hall.



*Left: north-west elevation of 1957 workshop showing two storey gable part with skillion section to the right.  
Right: south-west elevation of south-west workshop with the skillion section in the foreground*

The roof of the gable section is supported on steel angle trusses and is clad in corrugated metal sheeting. There are steel trussed stanchions to the south-west side of this part. This section incorporates a second storey in the north corner which has a concrete frame with brick infill walls. There is a proprietary glazing system to the north-west gable end which incorporates green coloured glass to the upper part (much of it now overpainted) and has awning openings.

The north-east and south-west elevations of the gable part has a continuous strip of high level windows with wired glass that abuts the fascia. Windows to the lower part of the north-east elevation are steel framed hopper types. Vehicular access to the workshop was provided by three large roller doors to the north-west elevation with one door for the large workshop, one door for the former wheel alignment bay and one door for the former joinery shop (now part of the foreshore space). An original timber framed window wall, with central timber door provides pedestrian access to the former traffic office.



*North-east elevation of 1957 workshop*

### **Workshop**

The open plan workshop, which adjoins the 1936 workshop, originally had additional partitioned spaces to the south-west side, abutting the original transport depot. These rooms included a machine shop, electrical shop, compressor bay and store as well as offices for the workshop foreman, foreman's clerk and senior storeman. Above these rooms, was a mezzanine level store room. As with the 1936 workshop, there are steel universal beam monorails suspended from the trusses that were used for hoisting heavy items.

### **Joinery shop and wheel alignment bay (current Foreshore space)**

The joinery shop and wheel alignment bay are divided from the workshop by low brick walls. Modern sheet linings on steel studs have been installed between earlier, more substantial steel framing located on top of the brick walls to provide greater separation between the Foreshore space and the workshop.



*Left: modern partition above original brick walls. Right: green glazing to upper part of north-west gable end*

This section was originally divided into two rooms as evidenced by the 'scars' and change in level to the floor slab. A monorail is located over what was the original joinery shop (south room). A modern roller door has been installed in the north-east wall of this area whilst an earlier pedestrian door and window remain.

### **Women's and DDA toilets**

These rooms were originally constructed as toilets, though they have been upgraded multiple times and now have a modern fit-out.

### Men's toilets

The men's toilet was originally a battery charging room and now has a modern fit-out. The toilet is accessed via a more recent passageway with modern concrete block wall.

### Traffic office

The office has a strip of high level windows that face the workshop (south-east and south-west sides). These have been fitted with modern fixed glass, though earlier louvers remain to the south-west side. A later window is located to south-west side of the office whilst two fixed windows and an early timber door with glazed upper part are located to the south-east side.



*Left: south-east side of traffic office. Right: south-west side of traffic office with early glass louvers to the upper part*

This room retains original 1950s fabric including timber parquet floor and painted rendered walls scored in decorative square panels.

### Special duty car bay and trimming shop

The skillion section is constructed on two levels with the upper part opening onto the main hall and the lower part level with the workshops. This section has a raked steel truss and timber purlins with roof that was originally clad in short lengths of galvanised corrugated metal sheeting. Windows are steel framed with hopper openings to the top and bottom. A large metal roller door to the north-west elevation provides access to the former trimming shop. Above this door and the adjacent steel framed window is a continuous rendered hood.



*South corner of trimming shop*



The trimming shop was originally separated from the joinery shop (Foreshore Space), though the dividing wall has been demolished. The toilets located adjacent to the former trimming shop were originally a polishing shop. This space has modern partitions and all original openings have been removed.

### **Stair**

The original concrete stair with plain galvanised steel pipe handrail remains. The stair and balustrade do not meet contemporary building code standards. Walls are hard plastered and have a tooled dado line.



*Concrete stair with pipe handrail*

### **First floor mess room (current office)**

The brick walls to the former mess room extend up to the underside of the gable roof. This section has high level timber framed windows with obscure ribbed glass which overlook the workshop. The current fit-out dates from the early 2000s. The ceiling is perforated acoustic panels (south part) and modern plasterboard (north-east part). Early cream tiles as well as a light switch and heater control switch remain adjacent to the door.



*Left: south-west end of room Right: early cream tiles, light switch and heater control switch*

### **First floor engine reconditioning shop (current office)**

Situated above the toilets and battery store, the walls and ceiling of the brick office are located below the trusses of the workshop roof. It is shown on the 1957 drawings as an engine reconditioning shop, though it is unclear if it was used for this purpose. This room has modern aluminium framed windows which overlook the workshop below. The ceiling is lined with modern acoustic panels.



## 5.10 Landscaping

No landscape elements are listed as intrinsic features in the heritage citation. Historic photos show that trees had been planted to the south-west of the Former Transport Depot by 1934 (refer to image below). A mature cypress tree, located to the west corner of the upper hall likely dates to this period and can be seen more clearly in later photographs from the 1940s as a substantial specimen. Several substantial Roman Cypress also remain to Wentworth Avenue (between the footpath and the road) and may also date from this period.



*Left: mature cypress tree to the west corner of the upper hall. Right: Kingston from air with planting to the south-west of the Transport Depot, 1934. (Source: National Archives of Australia, A3560, 7399)*

Planting to the garden beds in front of the administration offices and to the north-west of the 1927 part of the depot were established sometime after 2001.

## 5.11 Condition

The former industrial building is generally in good condition and most interior spaces are reasonably well maintained. Several spaces, including former toilets and storerooms are currently not used and have been partially stripped and/or present poorly.

There are several issues associated with damp throughout the building. The timber floor to the administration office is understood to have been entirely replaced owing to the deterioration of the original floor and mechanical ventilation now operates continuously in an attempt to dry the sub floor space. This ventilation runs up the wall of the internal rooms and exhausts through the roof. Soil levels to the garden beds adjacent to the front of the administration office are high relative to the internal floor level and may be causing/exacerbating damp issues.

The basement (below the 1940 mess room) also has damp issues with water noted on the floor at the time of the inspection. Damp is also the likely cause of damage to the internal render in the 1936 recreation room, particularly at the base of the walls and higher up on the south-west wall which adjoins the main hall. Salt is evident in these locations and suggests that this has been a longstanding issue. Damp and fretting bricks were also noted to the stair of the 1951 workshop (above the intermediate landing). The source of this moisture was not readily apparent during the inspection. In other areas, including the upper hall, damage to the paint finish at the base of the walls suggest that there may be ongoing issues with rising damp in various locations.

Downpipes to the building have been installed over timber chocks of considerable thickness and present poorly. Downpipes are a mix of original/early metal types and modern PVC types. Many of the internal downpipes do not have inspection openings which prevent them from being cleaned out should they become blocked.

Other elements where deterioration was noted was to the various windows. This includes the steel framed windows to both the original 1927 part and the administration offices which have deteriorated putty and some rust. The timber framed sash windows to the recreation room have not been painted for some time and subsequently have weathered with the timber and the putty in poor condition. The timber flagpole to the administration offices has also weathered, with the end grain now exposed due to missing top/capping is missing.

## 6 Analysis and Statement of Significance

The significance of the fully welded steel portal frame at the Former Transport Depot was established in the report prepared for the nomination of the site in 2010 to the ACT Heritage Register. Included below is a summary of these findings. In addition to this summary, a brief comparative analysis with other Interwar Functionalist style buildings located in the ACT is also provided as a means of assessing the significance of the administration offices which front Wentworth Avenue. A brief summary of contemporaneous suburban bus shelters, which are also included on the ACT Heritage Register, is also provided. These bus shelters, along with the Former Transport Depot, are some of the last known remaining structures associated with Canberra's early transport history.

### 6.1 Portal frames

The portal frames at the Former Kingston Transport Depot were erected in 1940 over what is now known as the upper hall. At this time, the use of welding in building construction was relatively rare worldwide. Whilst welding had become popular for mechanical equipment manufacturing in the 1920s, it did not gain wide popularity in building construction until the early 1960s.<sup>66</sup>

The following summary relating to welded portal frames is taken from the 2010 heritage nomination.

Prior to World War II, only two fully welded steel structures appear to have been built in Australia. These were bridges in Tasmania and did not incorporate portal frames. Internationally, this structural system was still in its exploratory stage as evidenced in two reports in the *Commonwealth Engineer Journal*. The first report dated 1 September 1941 provided a summary of an address to the Institute of Welding in London which reviewed the progress of the welding industry. It reported that research was underway to investigate the strength and behaviour of steel frame work with rigid joints. It was noted that it had been shown that the load carrying capacity of such rigid steel frames exceeds that of a similar structure with flexible joints by as much as 30%.

The second paper, dated 1 March 1943, reported on an article in the *USA Engineering News-Record* that stated 'twenty percent saving using welded rigid frame design and other economies accrue because the shop fabrication and field costs are much lower than on the conventional truss design'. It also noted 'in addition to the important savings in steel, the use of welded rigid frames eliminates [...] lateral bracing and knee-braces, [...] and is easy to clean and paint.

It is also believed that a portal frame of the span at the Kingston Transport Depot, even if bolted and not welded, would have been very rare in Australia before WWII as engineers at that time did not fully understand the dynamics of these structures.

In the early days of steel framed industrial buildings, the economic solution was a column and truss configuration. However, since truss fabrication is inherently labour intensive, rising labour costs made that system less economical. From about the mid-1950s to the 1990s, the rigid portal frame was often the most economical structural solution for spans between 15 and 45 metres. Although the portal frame required a greater mass of steel than the equivalent column and truss structure, the savings in the cost of fabrication and erection due to the relative simplicity of the work typically made it the optimum system.

### 6.2 Interwar Functionalist style

Drawing on precedents of European modern architecture of the 1920s and 1930s, the primary intent of buildings designed in the Interwar Functionalist style was to emphasise 'functionalism, clean lines and complete dissociation of styles from the past'. Buildings in this style adopted a progressive image and typically appealed to dynamic commercial organisations and more liberal individuals.<sup>67</sup>



<sup>66</sup> State of the Art Report on Past Performance of Steel Moment-Frame Building in Earthquakes, SAC Joint Venture, 2000, P2-2

<sup>67</sup> Apperly, R. *et al*, *A pictorial guide to identifying Australian Architecture*, 1989, p187

There were relatively few buildings erected in Canberra in the Interwar Functionalist style and most of those that remain are private residences. These include houses at Griffith and Braddon designed by Cuthbert Whitley who was the leading proponent of the style in Canberra, as well as several designed by Malcom Moir. Extant houses in this style that were designed by Malcom Moir include:

- 43 Melbourne Avenue, Forrest (1935)
- 3 Wilmot Crescent, Forrest (1936)
- Evans Crescent Precinct, Griffith (with Heather Sutherland, 1939-40)
- 3 Spencer Street, Turner (1946).

An overview of the few remaining public and industrial buildings in Canberra that were designed in the Interwar Functionalist style are included in the table below.

Details	Photo
<p><b>ANU Drill Hall</b></p> <p>Included on Commonwealth Heritage List (place ID 105635)</p> <p>Constructed in 1939-40 to the design of E H Henderson, Chief Architect for the Department of the Interior.</p> <p>Symmetrical design constructed of painted face brick with raked joints. There are rounded corners at the front entrance. The steel framed windows are similar to those used at the Kingston Transport Depot and are vertically oriented with several horizontal glazing bars.<sup>68</sup></p>	 <p><i>The Drill Hall (1951)</i> (Source: National Archives of Australia A7973, INT85)</p>
<p><b>Forrest Fire Station Precinct</b></p> <p>The precinct is included on the ACT Heritage Register (H15) and includes the Forrest fire station as well as seven houses.</p> <p>Constructed in 1939 to the designs of E H Henderson and Cuthbert Whitley.<sup>69</sup></p> <p>The fire station is constructed of red face brick whilst the houses are largely constructed of clinker cream brick, though incorporate panels of red brickwork. All buildings have a cuboid form with flat parapets capped by a rendered band which conceals the roofs, except for the tiled roof of the Fire Station which is evident behind the parapet. The houses also incorporate horizontal rendered hoods and windows with horizontal glazing bars.</p>	 <p><i>Fire station in Forrest (1981)</i> (Source: ACT Heritage Library, 000271)</p>

<sup>68</sup> Australian Heritage Database, entry for Drill Hall Gallery, Acton, accessed 23 October 2020

<sup>69</sup> Canberra House webpage, 'Forrest Fire Station Precinct', <http://www.canberrahouse.com.au/houses/forrest-fire-station.html>, accessed 23 October 2020



Details	Photo
<p><b>Former RAAF Base Fairbairn</b></p> <p>No statutory heritage protection</p> <p>Three hangars were erected in 1939 (building nos 46, 47 and 48) to the designs of Cuthbert Whitley. Two of these have been refurbished, substantially altering their appearance.</p> <p>The roadside and airside elevations of the hangars were constructed of red face brick with continuous horizontal rows of windows with horizontal glazing bars. They had central entrances with a broad gabled parapet.<sup>70</sup></p>	 <p><i>Airside façade of Hangar 46 (Capital Airport Group Pty Ltd, 2008)</i> (Source: Fairbairn Heritage Management Plan, 2010)</p>
<p><b>Dairy Farmers Co-Operative</b></p> <p>The Dairy Farmers dairy, factory and office, and the manager's cottage is included on the ACT Heritage Register.</p> <p>The 1938 dairy building was designed by Ken Oliphant as was the 1952 factory and office which was completed in a sympathetic style.</p> <p>The brick dairy building has expressed horizontal banding in line with steel framed windows that have horizontal glazing bars. The roof is partly concealed by flat parapets which emphasise the horizontality of the design. The 1952 brick building consist of interlocking cubic forms with rendered surrounds to banks of windows and continuous rendered cappings.</p>	 <p><i>Dairy Farmers' Milk Bottling Plant at The Causeway (1956)</i> (Source: National Archives of Australia, A7973, INT478/16)</p>
<p><b>Canberra Garbage Incinerator</b></p> <p>Included on the ACT Heritage Register.</p> <p>Constructed in 1939, the incinerator was designed by Eric Nicholls who worked with Walter and Marion Griffin.</p> <p>The building is a good example of the Interwar Functionalist style, having asymmetric massing, simple geometric shapes and a roof concealed by a parapet. The vertical building is constructed of cream brick with contrasting horizontal elements constructed of concrete. It also incorporates a tower and recessed ventilation panels constructed of decorative brickwork. The building is regarded as the best Canberra example of an industrial building in the style.<sup>71</sup></p>	 <p><i>Incinerator, Royal Canberra Golf Course (2003)</i> (Source: National Library of Australia, 2003)</p>

<sup>70</sup> Fairbairn Heritage Management Plan, Graham Brooks and Associates Pty Ltd, 2010, Appendix III, pp-3220

<sup>71</sup> Australian Institute of Architects Register of Significant Twentieth Century Architecture, Canberra City Garbage Incinerator, accessed 27 October 2020

## Conclusion

The administration offices at the Kingston Transport Depot are one of only a few industrial/commercial buildings in Canberra that were designed in the Interwar Functionalist style. Whilst the original 1940-41 part of the building was modified and extended in 1945 and 1960, these additions were constructed in the same mode as the original part and have contributed to the horizontality of the original design. Other more intact examples are outlined in the table above and were all constructed within two years of the original part of the administration offices at the Former Transport Depot.

The building most similar to the Transport Depot administration offices is the ANU Drill Hall which similarly incorporates rounded corners and vertically oriented windows with horizontal glazing bars. The Canberra Garbage Incinerator is a more innovative example of the Interwar Functionalist style, whilst the Former Transport Depot Offices could be said to be a more typical of industrial buildings completed in this style.

### 6.3 ACT Transport Buildings

In addition to the central vehicle Depot at Kingston, various other structures associated with motor vehicle transportation were erected throughout Canberra, including smaller satellite sheds for vehicles and shelters for passengers. Twelve timber bus shelters dating from the early development of Canberra's transport system have been included on the ACT Heritage Register (2016) as a serial listing since the previous Conservation Management Plan was completed for the Former Transport Depot. These were added for their historic significance, for their rarity and for their representative significance.

The remaining bus shelters are noted to 'represent the essential service of public transport' and 'provide tangible examples of early urban public transport'. They were once more numerous, with only twelve examples remaining. The shelters are also noted to be important in 'demonstrating the characteristics of the earliest urban public transport facilities in the ACT'. The same could be concluded for the Former Transport Depot at Kingston.

### 6.4 Assessment Against ACT Heritage Significance Criteria

In this section, the heritage significance of the Former Transport Depot has been assessed against the current ACT Heritage Significance Criteria which are based on the HERCON criteria. Previous assessments, including the existing citation, were based on the old ACT Heritage Council criteria which have been superseded. In addition to the adoption of new criteria, the attribution of heritage values, especially those that relate to social significance, has evolved in recent years. The social values attributed to a place can also change over time and a place originally entered under this criterion may become ineligible where the community or cultural group's value for the place has changed.

Given the above, and that 10 years have passed since the last CMP was completed, the significance of the site has been reassessed below.

***(a) importance to the course or pattern of the ACT's cultural or natural history;***

Designed in 1926 and constructed in 1927, the first part of the Former Transport Depot is of historical significance as it accommodated Canberra's Government vehicles including omnibuses, lorries for the carting of goods and cars for the transportation of Government officials at the time parliament was relocating to the new Federal Capital. Historically, it is associated with the Government industrial and services precinct at Kingston, which eventually accommodated several large buildings (now demolished) for Government transport services. The orientation of the building parallel to the former railway sidings is significant as it is consistent with the majority of other industrial structures that were erected in the industrial area, many of which were serviced by the railway line.

Historically, the Former Transport Depot is tied to the establishment of Canberra as the Federal Capital and was constructed only four years after the first omnibus service commenced in Canberra. It was also built at a time when the Commonwealth Government transport services were undergoing considerable expansion. Unlike other Australian cities which had established transport networks by this time, Canberra was only just beginning to be developed and people relied on the Government fleet of cars, busses and

lorries to travel to, and move around, the new Federal Capital. The cypress trees to Wentworth Avenue and the north-west of the 1927 depot are also of historical significance as they were part of the first phases of development at the site and had been planted by the early 1930s.

The various additions and modifications made to the Former Transport Depot are also significant as they are indicative of the growing demand for transport services throughout Canberra. These include the 1936 workshop with vehicle inspection pits and a recreation room for workers as well as the former administration offices to Wentworth Avenue, the first part of which was erected in 1940 in response to the location of administrative staff at the Depot. The portal frame roof was erected over the original depot at this time as there was a need to keep the large number of Government vehicles clean.

Subsequent additions reflect continued expansion with spaces added to the administration office in 1945 and 1960 and further workshop facilities constructed in 1951 and 1957 as demand for transport in the ACT continued to grow. During this time of continued expansion, the Depot was an important social place as it was recognised as a central meeting point in Canberra for various gatherings and bus excursions. The building ceased operating as a bus depot in 1992, ending the 65 year association between the Kingston Transport Depot and transportation services provided by the Government.

*The Former Transport Depot meets this criterion.*

***(b) has uncommon, rare or endangered aspects of the ACT's cultural or natural history;***

Whilst the Former Transport Depot at Kingston was the first large vehicle depot in the ACT to house the Government vehicle fleet, other large vehicle depots have been established at Fyshwick (COMCAR Ministerial and Parliamentary Services) as well as Belconnen, Tuggeranong and Woden (ACTION buses).

*The Former Transport Depot does not meet this criterion.*

***(c) potential to yield important information that will contribute to an understanding of the ACT's cultural or natural history;***

There is some potential that concealed fabric within/below the structure or subsurface deposits adjacent to the building could contribute to understanding about the former industrial activities that occurred at the site, including the repair of various types of motor vehicles. This potential is however not considered to be particularly strong and the likelihood that that findings would contribute to the understanding of the ACT's cultural history is fairly low.

*The Former Transport Depot does not meet this criterion.*

***(d) importance in demonstrating the principal characteristics of a class of cultural or natural places or objects;***

The administration offices of 1940, with additions constructed in 1945 and 1960 in a similar style, is an example of an Interwar Functionalist style building. Key characteristics of this style which are displayed by the Former Transport Depot administration offices include the use of simple forms with asymmetric massing and rounded corners as well as concealment of the roof by the parapet. Like other buildings completed in this style, the former administration offices have a horizontal emphasis which is generated by the continuous horizontal hoods above banks of steel framed windows which have horizontal glazing bars. The building also incorporates a contrasting vertical element which is typical of the style. In this case, the vertical element is a prominent brick flue with vertical fins and has been converted to a clock tower.

Whilst there are several examples of more intact Interwar functionalist style buildings in the ACT, the majority of these are houses. Other good industrial examples that remain include the Forrest Fire Station, the Dairy Farmers Co-Operative in Griffith, hangars at the former RAAF Base Fairbairn as well as the more unusual Canberra Garbage Incinerator. Unlike these examples, the administration building at the Former Transport Depot, Kingston is the only example where the style has been applied to the administrative part of an industrial building.

*The Former Transport Depot meets this criterion.*

***(e) importance in exhibiting particular aesthetic characteristics valued by the ACT community or a cultural group in the ACT;***

There is recognition within the community that the Former Transport Depot and adjacent remaining Kingston Powerhouse buildings provide a tangible link to the industrial past of Kingston. The industrial appearance of the Former Transport Depot, including its industrial patina, is valued by members of the community and is relatively rare in the ACT.<sup>72</sup> It has however not been established if these qualities are valued by the broader ACT community.

*Further research is required to establish if the Former Transport Depot meets this criterion.*

***(f) importance in demonstrating a high degree of creative or technical achievement for a particular period;***

The fully welded rigid portal frame of the upper hall demonstrates a high degree of technical achievement as it was the first structure of this type built in Australia. Designed by the Department of the Interior, Canberra in 1940, the portal frame is also thought to be one of the earliest examples of a fully welded rigid portal frame of any great size in the world.

The portal frame was erected over the original open air transport depot and was an innovative structural solution when compared with other steel structures built in Australia at that time. It represents a departure from the more typical bolted truss and structural frame design of the time to a structurally more complex but more economical solution. This solution had become more economical as a result of rising labour costs that made truss fabrication more expensive compared to the relative simplicity of fabrication and erection of a portal frame. In the decades following the mid-1950s, the portal frame was often the most economical structural solution for spans between 15 and 45 metres despite these structures incorporating a greater amount of steel than the equivalent column and truss structure.

*The Former Transport Depot meets this criterion.*

***(g) has a strong or special association with the ACT community, or a cultural group in the ACT for social, cultural or spiritual reasons;***

The 2010 report prepared for the nomination of the Former Transport Depot to the ACT Heritage Register (refer to appendix C) includes written summaries of the recollections of former workers at the Transport Depot that were obtained as part of a social values workshop for the nomination project. These are included in the report to support the notion that 'there is a particular and strong attachment to the place by the transport workers and allied tradesmen who worked in or were associated with the place'.

Whilst the recollections of former workers assist in understanding the history of the site, they would unlikely be sufficient to confirm (by contemporary standards) that the social significance of the site is at a level to warrant inclusion on the ACT Heritage Register. This requires clear evidence of a strong or special association with the ACT community or cultural group in the ACT for social, cultural or spiritual reasons.

The establishment of the Transport Depot and Canberra's first railway station at Kingston created a precinct associated with the city's early transportation history. Some of former workers from the Transport Depot and their families (refer to the 2010 nomination report) have previously expressed an attachment to the Former Transport Depot building as this conveyed a sense of the early years of Kingston. Further research is required to establish the current value of the Former Transport Depot building to the broader ACT community and if this has changed over time. Given 10 years has passed since this the site was assessed as having social significance, and that the retired ACT Transport Employees Club (an association of people who worked at the Former Transport Depot) was wound up in 2019 due to diminishing support, this association may no longer meet the threshold for this criterion.

It is also noted that the building is recognised as the home of the Old Bus Depot Markets which have been operating out of the Former Transport Depot for 22 years. This market is valued by the local community and has been a focal point of the Kingston foreshore area over the past two decades, drawing

---

<sup>72</sup> Purdon Associates, Kingston Section 49 [Master Plan] Appendix 5 Community & Stakeholder Consultation, n.d.



large numbers of people to the area on a Sunday.<sup>73</sup> There is however insufficient evidence to confirm if this appreciation extends to the Former Transport Depot in a 'strong' or 'special' way and if it is valued by the broader ACT community. It is acknowledged that the Old Bus Depot Markets help to facilitate interpretation of the historical use of the Former Transport Depot.

*Further research is required to establish if the Former Transport Depot meets this criterion.*

***(h) has a special association with the life or work of a person, or people, important to the history of the ACT.***

The Former Transport Depot has a strong association with early transport workers in the ACT who were responsible for the transportation of the broader Canberra community when it was developing as the Federal Capital. The Depot was associated with Government operated transport services for 65 years and is a site that was highly valued by workers and their families as a place of training, work and socialising. These workers were responsible for the transportation of goods, the public, school children and parliamentarians during the formative years of the Federal Capital and the lengthy association of the Former Transport Depot with such workers is relatively rare.

*The Former Transport Depot meets this criterion.*

## 6.5 Summary Statement of Heritage Significance

The Former Transport Depot is of historic, technical, representative and associative significance to the Australian Capital Territory.

First constructed in 1927, the Former Transport Depot is historically significant as it was part of the Government industrial precinct in Kingston which was the first intended permanent location of industrial services for the newly established Federal Capital. The orientation of the building parallel to the former railway sidings is significant as it is consistent with the majority of other industrial structures that were erected in the industrial area, many of which were serviced by the railway line.

Erected to house Government vehicles including omnibuses, lorries for the carting of goods and cars for the transportation of Government officials, the Former Transport Depot is also of historical significance as it was constructed during the formative years of the Federal Capital, only four years after the first omnibus services commenced and at a time when transport services were undergoing considerable expansion. These Government provided services were essential for the transportation of goods and people around Canberra.

Demand for Government operated transport services continued to grow during the 65 year period the building was used by the transport sector up until it ceased operating as a bus depot in 1992. The various additions that make up the Former Transport Depot are historically significant as they illustrate the continued expansion as a result of increasing demand. This includes the workshop additions constructed in 1936, 1951 and 1957 as well as the administrative offices that were erected in 1940 and extended in 1945 and 1960. Other changes made in 1940, including the construction of the portal framed roof and staff amenities, were required to cater for the large number of vehicles and employees that had been acquired. These include the 1936 recreation room that was constructed when the workshop was enlarged and the 1945 locker and shower room addition which was constructed above the 1941 amenities.

Historically, the Cypress trees to Wentworth Avenue and to the north-west of the upper hall are significant as they were part of the first phases of development and had been planted by the early 1930s in a formal manner that aligned with the street and framed the vehicle entries to the building. (criterion A)

The engineering and construction of the 1941 fully welded rigid portal frame exhibits a high degree of technical achievement, demonstrating new invention and application in Australia at the time. The design of the fully welded rigid portal frame is of exceptional interest as the earliest known example of a fully welded rigid portal frame in Australia. (criterion F)

---

<sup>73</sup> Purdon Associates, Kingston Section 49 [Master Plan] Appendix 5 Community & Stakeholder Consultation, n.d.

The 1941 administration building facing Wentworth Avenue, with additions constructed in 1945 and 1960 is of representative significance as industrial building constructed in the Interwar Functionalist style, of which there are few intact examples in the ACT. Typical of the style, the building consists of simple streamlined forms with parapet concealing the roof, asymmetric massing that incorporates curved corners and horizontal emphasis with contrasting vertical clocktower. (criterion D)

The Former Transport Depot has strong associations with early transport workers in the ACT who were responsible for the transportation of the broader Canberra community when it was developing as the Federal Capital. The Depot was associated with Government operated transport services for 65 years and is a site that was highly valued by workers and their families as a place of training, work and socialising. These workers were responsible for the transportation of goods, the public, school children and parliamentarians during the formative years of the Federal Capital and the lengthy association of the Former Transport Depot with such workers is relatively rare. (criterion H)

## 6.6 Features Intrinsic to the Significance of the Place

Features identified as intrinsic to the significance of the Former Transport Depot in the ACT Heritage Register citation consist of:

- a) Fully welded rigid steel portal frames;
- b) The presence of Former Transport Depot buildings with open spaces defined by the portal frames;
- c) The orientation of the building in relation to the former railway siding and Wentworth Avenue.

In addition to the above, the administrative offices make a contribution to the significance of the site as they are of representative (aesthetic) significance as an example of the Interwar Functionalist Style applied to an industrial building. The following features facilitate an understanding of the former industrial use and the incremental development of the site and also contribute to the understanding that the facility was a major hub of employment:

- The upper hall, to the extent of its original fabric as constructed in 1927, including the remaining parts of the south-west and north-west elevations;
- The open plan of the upper hall;
- The open relationship of the upper hall with the adjacent 1936 workshop;
- The open plan, roof form and steel framing of the 1936, 1951 and 1957 workshops;
- The recreation room with multi-paned sash windows which was constructed as part of the 1936 workshop addition;
- The industrial character of the building exemplified in the structure, remnant services and patina;
- The administration building (1940, 1945, 1960) including its external form, clocktower and original external details which are indicative of the Interwar Functionalist style;
- The external form of the 1945 section containing lockers, showers and toilets as viewed from the south-east including original windows and gable roof with exposed rafter ends;
- The external form of the two storey 1951 addition and its south-east elevation with original openings and steel framed windows;
- The 1951 first floor workshop with hoist, face brick walls, timber doors and exposed timber trusses;
- The 1957 workshop with steel framed windows and glazed gable end to the north-west;
- The mature Cypress trees to Wentworth Avenue and north-west of the upper hall.

## 7 Opportunities and Constraints

This section explores a range of opportunities and constraints that are important factors to consider in the formulation of suitable conservation policies for the Former Transport Depot. These relate to the heritage significance, statutory obligations, and management context and stakeholder views. These have been considered together with evidence of significance in the development of conservation policies.

### 7.1 Heritage significance

There are both opportunities and constraints arising from the need to conserve and enhance an appreciation of the features that are intrinsic to the significance of the place (listed in the previous chapter). Some of the main challenges and opportunities are discussed below.

#### Integrity

The Former Transport Depot consists of numerous structures that were erected over a 50 year period in an *ad hoc* manner that has largely subsumed earlier parts. Whilst the technically significant 1940 steel portal roof to the upper hall is largely intact, other sections of the building have undergone varying degrees of change.

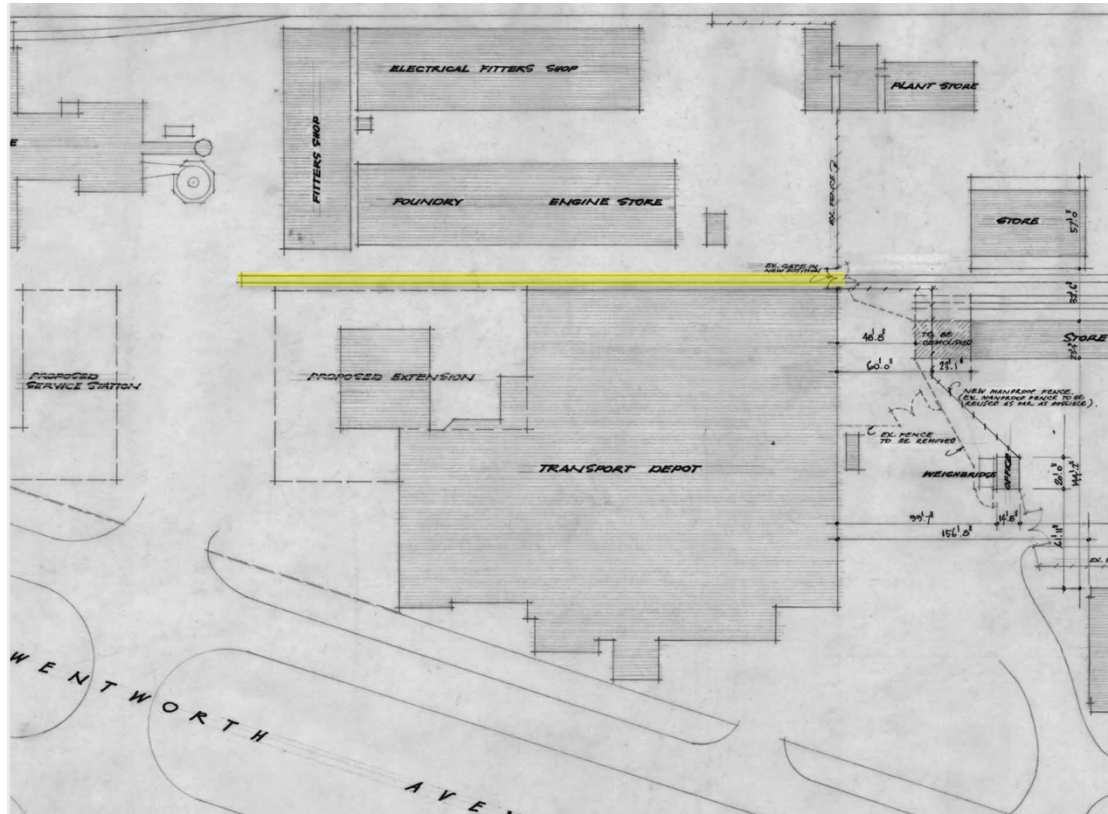
The earliest 1920s part has undergone the most change, with part of the perimeter wall to the original open air garage being the main remnant from this phase of development. The 1940 administration building with later additions has undergone a moderate amount of change externally and is a representative example of an industrial adaptation of the Interwar Functionalist style. Later sections, including the 1951 and 1957 workshops, are more intact and retain features (monorails etc.) that assist with an understanding of previous uses. Each of the different parts of the Former Transport Depot contribute to the significance of the site in a different way and shall be managed according to their attributed significance so as to limit the impact on the cultural significance of the whole.

Given the extent of change that has already occurred at the site and the nature of the existing building, which is utilitarian and largely open plan, there is considerable opportunity to adapt the existing structure to make the building suitable for contemporary uses. Conservation policy has been developed to guide the conservation and management of the different buildings in the following chapter, taking into consideration the integrity of the relevant part.

#### Archaeological potential

##### Historic archaeology

There is some possibility that the railway tracks that were located to the north-east of the Former Transport Depot remain beneath the current pavement. This railway corridor is located within the ACT Heritage Council boundary for the Former Transport Depot. The likelihood of railway tracks remaining between the depot building and the adjacent Fitters' Workshop, which is part of the Kingston Powerhouse Historic Precinct, is however considered to be low as this area has previously been excavated for the installation of drainage pits. Other parts of the corridor were also previously covered by the 1980s annex which has been demolished.



1954 site plan with the railway line to the north-east of the Transport Depot highlighted  
(Source: National Archives of Australia, A2617, 175/225709)

The railway corridor located between the Fitters' Workshop and the Transport Depot is discussed in the Fitters' Workshop Conservation Management Plan (Duncan Marshall, 2018) and includes specific conservation policy relating to the corridor. Whilst there is no evidence that the railway sidings formed part of the operation of the Former Transport Depot, they did play a functional role in the operation of the Kingston Powerhouse Precinct and should be managed in accordance with their significance to that precinct. Applicable policies that have been developed in the Fitters' Workshop CMP and should be implemented within the boundaries of the Former Transport Depot include:

**Policy 17 Conservation of historical features**

*Historical features within the study area will be conserved including the railway alignments [...], and the railway platform to the southwest of the Workshop. Historical ground level changes associated with the railway lines will be conserved.*

**Policy 18 Conservation of the landscape**

*The landscape areas surrounding the Workshop will be treated in the following ways:*

*Southwest – should remain open to allow views to the Workshop, with no plantings or structures, and a hard landscape finish sympathetic to the earlier industrial/engineering character of the precinct.*

In light of the above, the area immediately to the north-east of the Former Transport Depot building, where the railway corridor had been located, should be maintained as linear open space. Any sub-surface works to the former railway corridor may trigger the need to undertake an archaeological study (informed by research and archaeological inspection) to confirm if an archaeological assessment or management controls need to be implemented.

Other archaeological evidence on site may include tools and other artefacts associated with the industrial use. Conservation policy to address potential archaeology findings has been prepared in the following chapter.



### Aboriginal archaeology sensitivity

The Former Transport Depot is located on the crest of a low spur line situated adjacent to the floodplain of the Molonglo River. This river was a prime source of water and food resources that attracted a considerable level of hunter-gatherer occupation. Archaeological surveys carried out along sections of the lower Molonglo suggest that gentle slopes, spurs and alluvial flats along the river will exhibit the highest archaeological potential.

Previous archaeological assessments conducted in locations close to the Former Transport Depot and in areas that have a similar topographical attributes to Kingston have led to the recording of Aboriginal site types that include scatters of stone artefacts, isolated stone artefacts and subsurface deposits of stone artefacts. Based on the results of previous studies in similar areas, it is considered likely that Aboriginal sites would have been present in the vicinity of the subject site. However, the level of industrial development and activity that has occurred at the site is likely to have removed and/or disturbed any Aboriginal sites that may have existed and has reduced the Aboriginal archaeological potential of the area to low.<sup>74</sup>

### Kingston Powerhouse Historic Precinct

The Former Transport Depot is located adjacent to the Kingston Powerhouse Historic Precinct which is also included on the ACT Heritage Register. Together with the Former Transport Depot, the three buildings in the Powerhouse Precinct are the last remaining buildings of the once extensive industrial and services complex located at Kingston.

Development within the boundary of the Former Transport Depot should not adversely impact on the significance on the Kingston Powerhouse Historic Precinct. Further guidance on this is included in the CMPs for the Kingston Powerhouse Precinct (Philip Leeson Architects, in preparation) and the Fitters Workshop. The northern corner of the site, which is in close proximity to the Fitters' Workshop, is the most sensitive part of the site in terms of potential for development to impact on the significance of the Kingston Powerhouse Historic Precinct.

## 7.2 Statutory obligations

The statutory items that pertain to the Former Transport Depot include:

- *Australian Capital Territory (Planning and Land Management) Act 1988*
- National Capital Plan (Commonwealth)
- Territory Plan 2018 (ACT)
- *Planning and Development Act 2007* (ACT)
- *Heritage Act 2004* (ACT)
- Disability Discrimination Acts
- National Construction Code

### National Capital Plan

The *Australian Capital Territory (Planning and Land Management) Act 1988* established the National Capital Planning Authority, who are required to prepare a National Capital Plan (NCP). The purpose of the Plan is to ensure that the ACT is planned and developed in accordance with its national significance with detailed provisions provided for Designated Areas. These areas are deemed to have 'the special characteristics of the National Capital'. Whilst the Former Transport Depot is not located within a Designated Area, special requirements apply under the NCP to the Kingston Foreshore and are in addition to the requirements of the Territory Plan (discussed below).

---

<sup>74</sup> Navin Officer Heritage Consultants in Kingston Powerhouse Precinct Conservation Management Plan, Philip Leeson Architects, 2021

The Commonwealth's interest in Kingston Foreshore is 'to ensure Lake Burley Griffin Foreshore in East Basin continues to be developed as a major landscape feature in East Basin helping to unify the National Capital's central precincts'. The special requirements that apply include a provision for building height which makes reference to the nearby Kingston Powerhouse building and the mature trees in the area:

*The overall height of buildings in the area is to be generally consistent with that of the tree canopy of mature trees in the area. This can be achieved through buildings being a maximum of four storeys except for some taller buildings or focal elements where these do not significantly impact on the landscape of the area or detract from the massing of the Kingston Powerhouse building.*

The above would limit the height of new development at the Former Transport Depot.

## **Territory Plan and Planning and Development Act 2007**

The *Australian Capital Territory (Planning and Land Management) Act* also required the preparation of a Territory Plan consistent with the NCP. The Territory Plan informs and guides planning and development in the ACT with the exception of Designated Areas in the NCP. The Territory Plan is prepared and administered by the ACT Planning and Land Authority as required by the *Planning and Development Act*.

The Kingston Powerhouse Precinct is Subject to a Future Urban Area (FUA) overlay for the purposes of Section 51 (2) (a) of the *Planning and Development Act 2007*. Structure plans included in the Territory Plan, set out broad principles and policies for development of a Future Urban Area.

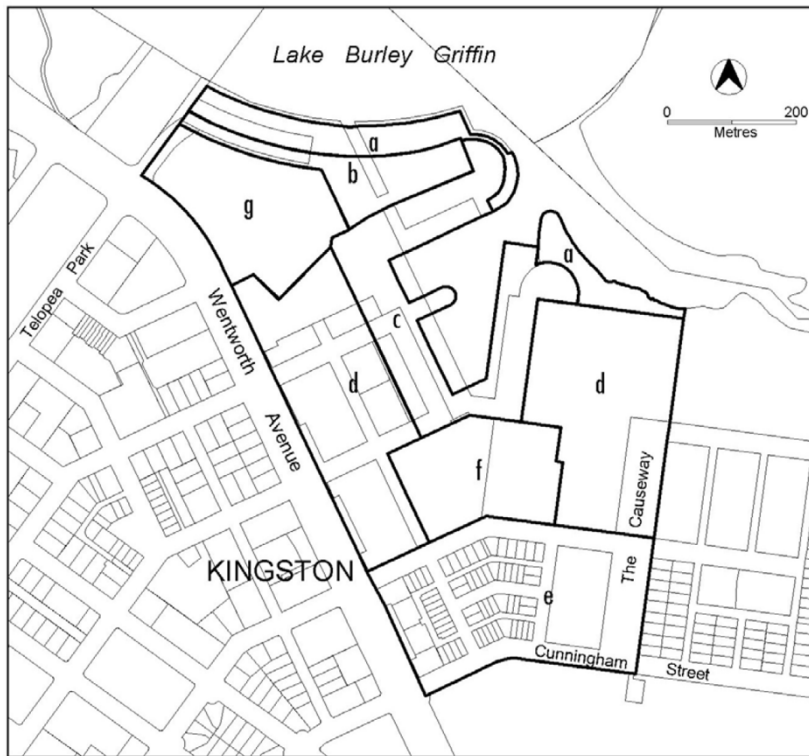
A Structure Plan for the Kingston Foreshore covers land bound by Wentworth Avenue, Lake Burley Griffin, The Causeway and Cunningham Street. The purpose of this document is to protect and promote the idea of a modern mixed use development area integrating with the structural concepts of the Walter Burley Griffin Plan for Canberra. One of the ten qualitative design objectives outlined in this document is:

*2. To ensure that the heritage significance of the site is recognised and that in particular the Power House remains a landmark building.*

The structure plan also includes general objectives including:

*(c) Reflect and celebrate the cultural significance of the site.*

The Structure Plan includes principles for several precincts within the Kingston Foreshore area. These precincts are shown on the plan below with the Former Transport Depot located in precinct d.



*Kingston Foreshore Precincts a-g*  
 (Source: Territory Plan, Structure Plan Kingston Foreshore 2010)

The following policy applies to Precinct d:

- a) *Provide an appropriate transition from the adjacent residential uses to the foreshore.*
- b) *Encourage a mix of land uses which contribute to a diverse and active character and provide multiple opportunities for living and working.*
- c) *Reinforce the character of Wentworth Avenue as an important Avenue by facilitating the development of prestigious buildings which contribute to the quality and intensity of development of the avenue.*
- d) *Ensure the continued effective function of Wentworth Avenue as a major traffic route, improve pedestrian safety and recognise its role in the parking strategy for the wider Kingston area.*
- e) *Provide opportunities for the development of land uses which will benefit from the good visibility and high level of accessibility afforded to properties with a frontage to Wentworth Avenue and The Causeway.*
- f) *Ensure that traffic and parking generated by the development does not unacceptably affect the safe and efficient functioning of the existing roads or cause an unacceptable nuisance to existing residents.*

In addition, the structure plan contains specific heritage provisions which include:

- (b) *Encourage public appreciation of the heritage values of the site through appropriate interpretation within the Kingston Power House Historic Precinct and in neighbouring precincts.*
- (c) *Promote the conservation, reinstatement, consolidation and interpretation of the historic fabric and encourage its adaptive reuse.*

The Territory Plan sets out a series of land use zones and the objectives for these zones. The Former Transport Depot site has been designated CZ5 Mixed Use Zone. This zone allows for higher density residential development alongside a mix of compatible uses including office, retail and community use.

The Former Transport Depot site is subject to additional provisions under the 'Kingston Precinct Code' which provides additional planning, design and environmental controls for specific areas or blocks. This code sets out additional prohibited uses as well as those that may be permitted subject to assessment. Additional uses that may be approved at the Former Transport Depot site include a craft workshop, indoor entertainment facility, light industry, place of assembly and tourist facility.

### Approvals

The *Planning and Development Act 2007* requires that development be assessed in accordance with the provisions of the Territory Plan and the Act unless it has been defined as exempt development. General exemption criteria are outlined in Schedule 1 of the *Planning and Development Regulation 2008*. The *Planning and Development Act* defines development as:

- a) *Building, altering or demolishing a building or structure on the land;*
- b) *Carrying out earthworks or other construction work on or under the land;*
- c) *Carrying out work that would affect the landscape of the land*
- d) *Use of land, or a building or structure on the land including beginning continuing or changing us of the land;*
- e) *Subdividing or consolidating the land*
- f) *Varying a lease relating to the land*
- g) *Putting up, attaching or displaying a sign or advertising material otherwise in accordance with a licence issued under the Act, a sign approval or unleased land permit under the Public Unleased Land Act 2013.*

Under the CZ5 Mixed Use Zone, various uses require a Development Application. For development on the Former Transport Depot site, the Development Application will be referred to the ACT Heritage Council as discussed below.

Exempt development does not require a Development Application though may require approval under the *Heritage Act 2004* (refer to discussion below) and/or building approval. Further detail on exempt development is located in section 133 and 134 of the *Planning and Development Act 2007* and schedule 1 of the *Planning and Development Regulation 2008*.

### ACT Heritage Register listing

As the Former Transport Depot is registered under the *Heritage Act 2004*, any development must not contravene the Act and ACT Heritage Council advice must be obtained prior to proceeding with works. This applies even where works do not require Development Approval or Building Approval.

Where a Development Application for the site is made, the planning authority must refer the application to the ACT Heritage Council. The *Planning and Development Act 2007* provides that the Heritage Council give advice to the planning and land authority about the effect of development on the heritage significance of the place and that this advice must be considered by the authority in approving or refusing to approve a Development Application.

As an item listed on the ACT Heritage Register, any changes, adaptation or maintenance/conservation works undertaken within the Kingston Powerhouse Historic Precinct, must be in accordance with the approved CMP and/or subject to a Statement of Heritage Effect (SHE) approval under the *ACT Heritage Act 2004*. This CMP has been prepared for approval under the *Heritage Act* and will be referred to when assessing future works at the site. It should be noted that there can be time and cost implications associated with seeking approval from the ACT Heritage Council.

The only provisions for legally sanctioned disturbance to a heritage place or object, or the diminution of the heritage value of a Heritage Place or Object is to conform to one of the exceptions listed in section 76 of the Act. According to this section, the offence provisions of the Act (sections 74 and 75) do not apply if engaging in conduct in accordance with the following:

- (i) *a heritage guideline;*
- (ii) *a heritage direction;*



- (iii) a heritage agreement;*
- (iv) a conservation management plan approved by the council;*
- (v) development approval under the Planning and Development Act 2007,*
- (vi) an excavation permit;*
- (vii) a Statement of Heritage Effect approved by the ACT Heritage Council.*

Under Section 74 of the *Heritage Act 2004*, a person commits an offence if they engage in conduct that diminishes the heritage significance of a place or object and is either reckless or negligent about whether the conduct would diminish the heritage significance of the place or object. Where a person commits an offence by engaging in conduct that diminishes the heritage significance of a place or object, this is a strict liability offence.

Where development or an activity is likely to diminish or damage the heritage significance of the Former Transport Depot, a Statement of Heritage Effect (SHE) application must be made to the Heritage Council in writing. Council may direct a person or entity to make an application for approval of a SHE, and the person or entity may only start the activity if the Council approves a SHE for the activity. Under Section 61H of the *Heritage Act 2004*, the Heritage Council must approve the SHE if satisfied on reasonable grounds that the proposed activity is justifiable, that there are no reasonably practicable alternative ways to carry out the proposed activity at the heritage site, and that the applicant has identified reasonable steps to reduce the risk of diminishing the heritage significance, or damage to, the heritage site.

The SHE must set out:

- a) a description of the place or object,*
- b) details about the proposed activity, including the reason for the activity and the extent and duration of the activity;*
- c) the likely effect of the proposed activity on the heritage site, including the effects that may diminish the heritage significance of, or damage, the heritage site;*
- d) the measures the applicant will adopt during the activity to reduce the risk of diminishing the heritage significance of, or damage to, the heritage site; and*
- e) whether other reasonably practicable ways of carrying out the activity at the heritage site are available.*

The process outlined above manages the level of change that can be undertaken to a place listed on the ACT Heritage Register in order to minimise potential negative impact on the heritage significance of the place. This means that the extent of change to intrinsic features are limited when compared to that which would otherwise be permissible.

The Act also contains provisions for heritage directions, heritage orders, repair damage directions, offences, penalties and heritage agreements. A person is considered to have committed an offence if they intentionally contravene a requirement of a heritage direction, fail to comply with a repair damage direction, or engage in conduct that demises the heritage significance of a place and are reckless about whether this conduct would diminish the heritage significance.

### **Specific site guidelines**

Specific guidelines for the Former Transport Depot are provided in the ACT Heritage Register Heritage Notice (Decision about Registration) and have statutory effect. Where guidelines have been made, they directly affect the advice provided by the Heritage Council to the planning and land authority or any development application.

*The guiding conservation objective is that the Former Transport Depot, Kingston, shall be conserved and appropriately managed in a manner respecting its heritage significance and the features intrinsic to that heritage significance, and consistent with a sympathetic and viable use or uses. Any works that have a potential impact on significant fabric (and / or other heritage values) shall be guided by a professionally documented assessment and conservation policy relevant to*

*that area or component (i.e. a Statement of Heritage Effects – SHE) informed by an up-to-date conservation management plan.*

## Disability Discrimination Acts

Disability discrimination legislation is in force at both the Territory (*Discrimination Act 1991*) and Commonwealth (*Disability Discrimination Act 1992*) levels. Where there is a clash between Federal and state or territory laws, the Federal law overrides them.

The *Discrimination Act 1991* (ACT) aims to protect the rights of people in the ACT. It makes it unlawful for a person to be treated unfavourably because of specified personal attributes, including disability, in a range of areas, including access to premises. Section 19 of the Act deals specifically with access and states that it is unlawful for a person to discriminate against another person –

- a) *By refusing to allow the other person access to, or the use of, any premises (public premises) that the public or section of the public is entitled or allowed to enter or use (whether for payment or not); or*
- b) *In the terms or conditions on which the discriminator is prepared to allow the other person access to, or the use of, public premises; or*
- c) *In relation to the provision of means of access to such premises; or*
- d) *By refusing to allow the other person use of any facilities (public facilities) in public premises that the public or a section of the public is entitled or allowed to use (whether for payment or not); or*
- e) *In the terms or conditions on which the discriminator is prepared to allow the other person the use of any such facilities; or*
- f) *By requiring the other person to leave public premises or cease to use such facilities.*

The Commonwealth *Disability Discrimination Act 1992* (DDA) is administered by the Human Rights Commission. The Act aims to eliminate discrimination against persons on the ground of disability in various areas including work, accommodation and access to premises. The Act also seeks to ensure, as far as practicable, that persons with disabilities have the same rights to equality before the law as the rest of the community. The Act says that it is unlawful to discriminate against another person on the ground of the other person's disability:

Premises located within the Former Transport Depot that can be used by a section of the public should be accessible to ensure compliance with this legislation. Priority should be given to upgrading areas that are regularly accessed by the public, particularly the areas that are access by market patrons. In particular, access between the upper and lower halls should be addressed and may require replacement of the existing non-compliant ramp (not original) with stairs and a lift or ramp that allows for equal and safer access. Advice from an access consultant should be obtained to establish an appropriate access strategy.

Should public access be required to rooms on the first floor, additional means of access (such as a lift) will be required to rooms located at first floor level. Changes to openings, including widening of doorways, is also likely to be needed to achieve compliance.

## National Construction Code

The National Construction Code (NCC) provides the minimum necessary requirements for the safety, health, amenity, accessibility and sustainability of the design, construction and performance of structures throughout Australia. Compliance with the NCC is typically required where substantial alterations (refer to *Building [General] Regulation 2008* for definitions) are proposed. The application of the substantial alteration requirement, which means that the whole building needs to be upgraded to meet the provisions of the NCC, is triggered for activities such as a change of function (change of classification under the NCC) or an increase in gross floor area exceeding 50% of the existing floor area. All new work would also need to comply with the NCC.

Several issues at the Former Transport Depot in regards to building code compliance were identified in a building code assessment carried out by BCA Certifiers in February 2010. Whilst it is noted that the

National Construction Code has been updated multiple times since this assessment, the issues identified remain relevant and any change of use or substantial alterations is likely to trigger the requirement for the building to comply with the current standards.

Building compliance issues that were identified in 2010 included:

- Inadequate access for emergency service vehicles;
- Automatic smoke exhaust required;
- Mechanical ventilation required;
- Excessive travel distances to exits;
- Insufficient access widths for potential population;
- Stairs and ramps are non compliant;
- Inadequate disabled access throughout the building.

Addressing each of the above would involve making changes to the existing Transport Depot and shall be managed in accordance with the Conservation Policy in the following chapter to limit the impact on the heritage significance of the place.

### 7.3 Management context and stakeholder views

The current management structure for the former Transport Depot and the views of managing organisations along with those of the building tenants are discussed below. This includes a discussion on the condition of various parts of the heritage place as well as commentary on the needs and aspirations of the identified parties.

#### Management

The Former Transport Depot is owned by the ACT Government. Since 2014, artsACT have acted as the caretakers and leaseholders of the Former Transport Depot and are supported by ACT Property Group in regards to the maintenance of the Former Transport Depot. Prior to this time, the building was the responsibility of the Land Development Agency (LDA).

The two main tenants are the Old Bus Depot Markets and Megalo Print Studio who are discussed in further detail below. The Former Transport Depot is also available for casual hire for other events with hiring managed by Venues Canberra. Areas that are hired are typically used on a weekend and there is little activity at the Former Transport Depot during the week. Managers of the building have identified a need to accommodate and attract additional activities, particularly during the week, to improve the utilisation and viability of the facility.

artsACT have indicated that current impediments to more frequent use of the building include the lack of compliant access throughout the building as well as the absence of heating, cooling and other services such as access to the internet. Access to first floor areas such as the loft (1951 workshop) and the offices above the 1957 workshop is problematic and prevents these spaces from being used, even for storage purposes. Access is also an issue to the photography studio, though it is noted that this space is currently used. Concern also exists in regard to the steep ramp between the upper and lower halls which does not meet contemporary standards. Trip hazards throughout the building are also problematic, particularly to the upper hall which incorporates vehicle ramps, spoon drains and various changes in levels associated with previous services. A relatively extensive program of works would be required to mitigate each of the issues with changes to historic fabric likely to be required.

A site management plan relating to contamination of the ground/soil is currently in place for the site as this has been confirmed to contain hazardous materials associated with the former industrial uses. Asbestos has also been identified throughout the building, with some of this material removed during previous works packages. The presence of this material will likely require the need for further change in the future. Recent testing carried out at the Former Transport Depot also confirmed that there was lead particulates in surface dust. It is likely that this dust has been present with minimal disturbance for years though may have been unsettled during recent construction activities.

Grated drains within the former workshop buildings present a challenge to manage as these are used by personnel associated with the markets to hose down internal areas and do not discharge effectively. They are also noted to be a source of pest infestation.

Another issue identified by management is the extensive number of redundant services which include conduits, pipes and mechanical units that have accumulated in the building over an extended period of time. Some of these have come loose/detached and are unsafe whilst others are viewed as having a negative impact on the presentation of the building. As part of the preparation of the Conservation Management Plan, artsACT have requested more specific guidance be provided in regards to the services that should be retained and those that could be removed. Guidance on these is provided in Appendix E.



## Kingston Arts Precinct

The land adjacent to the Former Transport Depot (to the north-east and north-west) is proposed to be redeveloped into the Kingston Arts Precinct over the next three to four years. This precinct is to be developed by a private consortium in partnership with the ACT Government through artsACT and the Suburban Land Agency. The Kingston Arts Precinct is the final stage of the Kingston Foreshore development and is proposed to include purpose-built arts facilities, artists accommodation, outdoor events space, public, commercial and residential areas as well as structured car parking.

Whilst no works are proposed to the Former Transport Depot building as part of the Kingston Arts Precinct redevelopment, some limited landscaping may be undertaken to the north-east and north-west of the existing building as part of this project. Extension of the arts and cultural activities proposed for the Kingston Arts Precinct into the Former Transport Depot are viewed by the managers of the site as an appropriate way to better utilise the facility. This could include adapting spaces into artists' studios or for the building to be used for other temporary events and installations. These opportunities should be further investigated as a way of helping to conserve the heritage significance of the Former Transport Depot. Sympathetic change to the building should be encouraged where this supports the viable use of the place.

## Tenants

### Old Bus Depot Markets

The Old Bus Depot Markets are long term tenants of the Former Transport Depot and hold a regular weekly market which occur on Sundays. The market has not been able to operate for a large part of 2020 and 2021 owing to the COVID-19 pandemic and restrictions on indoor gatherings.

In previous years the markets have held both a Saturday and Sunday market during December which prevents other spaces from being hired out in that month.

The presentation of the Former Transport Depot is an important consideration for the Old Bus Depot Markets. This organisation is planning to upgrade to the extant food court area in the short term, which is located in the single storey 1951 workshop. Refreshing of the existing painted surfaces externally and repairs to damaged external elements would also serve to improve the presentation of the heritage place. Internally, the presentation could be improved by adopting a more unified approach to painting, particularly to the upper hall which has modern paint of varying colours applied to individual bays. Future painting of significant fabric should not be undertaken by individual market store holders as this is likely to result in further inconsistency as typically occurs when work is undertaken in an *ad hoc* manner.

### Megalo Print Studio

Megalo Print Studio currently occupy the administration offices that face Wentworth Avenue. This group is a member-based arts organisation that was founded in 1980 and provides artists and the broader community with access to specialised printmaking facilities.

It is understood that the space currently used by Megalo under Licence Agreement is too small to meet their current needs and that this organisation have made plans to move to purpose built facilities located in the proposed Kingston Arts Precinct (refer to discussion above). When this occurs, there will be a need to find a new tenant for the former administration offices. Sympathetic change to the building should be encouraged where this supports the viable use of the former administration offices.

## 8 Conservation Policy

The conservation policies set out in this section are a guide for the maintenance of, and future change to, the Former Transport Depot. They have been developed after reviewing the significance of the place and after consideration of the known opportunities and constraints. The conservation policy is intended as a framework by which the place shall be managed in order to maintain significant fabric, guide appropriate uses and conserve the heritage significance.

The approach taken in formulating the policy is based on the ACT Heritage Council guiding principles and the process outlined within the Australian ICOMOS Charter for Places of Cultural Significance, known as the Burra Charter (reproduced in Appendix A).

### 8.1 Guiding Conservation Objective

The identified heritage significance of the Former Transport Depot shall be conserved and change shall be carefully managed such that negative impact on heritage significance is avoided. The conservation of the Former Transport Depot shall be carried out in accordance with the principles of the Burra Charter. This document provides guidance on the conservation of and managing change at places of cultural heritage significance.

Works that have a potential impact on significant fabric or values shall be guided by professionally documented assessment relevant to that area or component (i.e. a Statement of Heritage Effect – SHE). This CMP shall be referred to for specific conservation policies which shall guide the management of the Former Transport Depot.

### 8.2 Policies relating to this Conservation Management Plan

1.1	<b>Statement of significance</b>	The statement of significance in this CMP should be adopted as a basis for guiding the ongoing management of the site.
1.2	<b>Burra Charter</b>	All works that could impact on the place should be undertaken in accordance with the principles of Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (Burra Charter).
1.3	<b>Heritage Council Approval</b>	This CMP will be submitted for endorsement by the ACT Heritage Council under Section 61J of the <i>Heritage Act</i> 2004. Upon approval, the CMP will become the guiding document for the conservation and management of the Former Transport Depot.
1.4	<b>Sound advice</b>	Experienced heritage professionals shall be involved in any future works to the building and sound conservation principles must be applied to any work.
1.5	<b>Availability</b>	This CMP has been commissioned by artsACT, though would preferably be made available to the public and relevant stakeholders.
1.6	<b>Review</b>	This CMP should be reviewed and updated as applicable at 5 year intervals to take into account new information and any changes in management. Review of the CMP may also be necessary if major changes to the place occur and the policies contained in the CMP are no longer appropriate.

### 8.3 Policies relating to statutory authorities

2.1	<b>Compliance with legislation</b>	<p>All stakeholders must comply with all relevant legislation including the:</p> <ul style="list-style-type: none"> <li>• <i>Planning and Development Act 2007</i> (ACT)</li> <li>• National Capital Plan (Commonwealth)</li> <li>• Territory Plan 2008 (ACT)</li> <li>• <i>Heritage Act 2004</i> (ACT)</li> <li>• Disability Discrimination acts</li> <li>• National Construction Code</li> </ul> <p>This includes the need to seek relevant approval for changes to the Former Transport Depot, including from the planning authority and the Heritage Council.</p>
2.2	<b>ACT Heritage Council Guidelines</b>	<p>ACT Heritage Council guidelines have been developed for the Former Transport Depot and under s27 of the <i>Heritage Act 2004</i> are applicable to the conservation of the Former Transport Depot, Kingston. These guidelines have statutory effect and are as follows:</p> <p><i>The guiding conservation objective is that the Former Transport Depot, Kingston, shall be conserved and appropriated managed in a manner respecting its heritage significance and the features intrinsic to that heritage significance, and consistent with a sympathetic and viable use or uses. Any works that have potential impact on significant fabric (and/or other heritage values) shall be guided by a professionally documented assessment and conservation policy relevant to the area or component (i.e. a Statement of Heritage Effects – SHE) informed by an up-to-date Conservation Management Plan.</i></p>
2.3	<b>Statement of Heritage Effect (SHE)</b>	<p>A Statement of Heritage Effect will be required to be approved by the ACT Heritage Council for works that diminish or damage the heritage place. Heritage Council advice shall be obtained for all works at the site.</p>
2.4	<b>Reporting of unforeseen discoveries</b>	<p>Where any unforeseen heritage discovery (such as archaeological find or elements uncovered by building work) is made, works at the heritage discovery are to cease until such time as ACT Heritage Council advice and approval is obtained. Any heritage discoveries must be reported within five working days.</p>
2.5	<b>Archaeological survey</b>	<p>Where excavation works to the north-east of the Transport Depot are required, these should be informed by an archaeological study (desktop review) to indicate if archaeological management is required.</p>

### 8.4 Policies relating to heritage significance

3.1	<b>Significant fabric</b>	<p>Significant fabric and spaces in the Former Transport Depot shall be retained and conserved to ensure their heritage values are protected. This includes:</p> <ul style="list-style-type: none"> <li>• The fully welded rigid steel portal frames erected over the upper hall in 1941</li> <li>• The upper hall, to the extent of its original fabric as constructed in 1927, including the remaining parts of the south-west and north-west elevations;</li> </ul>
-----	---------------------------	--

		<ul style="list-style-type: none"> <li>• The open plan of the upper hall;</li> <li>• The open relationship of the upper hall with the adjacent 1936 workshop;</li> <li>• The open plan, roof form and steel framing of the 1936, 1951 and 1957 workshops;</li> <li>• The recreation room with multi-paned sash windows which was constructed as part of the 1936 workshop addition;</li> <li>• The administration building (1940, 1945, 1960) including its external form, clocktower and original external details which are indicative of the Interwar Functionalist style;</li> <li>• The external form of the two storey 1951 addition and its south-east elevation with original openings and steel framed windows;</li> <li>• The external form of the first floor 1945 locker room and toilets as viewed from the south-east including original windows and gable roof with exposed rafter ends;</li> <li>• The 1951 first floor workshop with hoist, face brick walls and exposed timber trusses;</li> <li>• The 1957 workshop with steel framed windows and glazed gable end to the west;</li> <li>• The mature Cypress trees to Wentworth Avenues and north-west of the upper hall.</li> </ul>
3.2	<b>Redundant equipment and services</b>	<p>The industrial character of the place as evidenced by remnant equipment and services should be retained and interpreted. Refer to Appendix E for further detail.</p> <p>Original and early elements that have not been identified as features intrinsic to the significance of the place, though nonetheless make a contribution to understanding the former use, would preferably be retained where their condition permits. This includes elements such as the terrazzo partitions and timber doors to the 1945 toilets which are representative of the period of construction and contribute to an understanding that the facility was a major hub of employment.</p>
3.3	<b>Unpainted surfaces</b>	Previously unpainted brick and concrete surfaces should not be painted.
3.4	<b>Maintenance</b>	<p>Significant fabric and spaces shall be maintained to a standard that will ensure their heritage values are protected. It is not necessary to remove signs of use or wear and tear as a patina is an acceptable aesthetic for heritage places, particularly any accretions that contribute to an understanding of the former industrial use.</p> <p>A program of preventative and routine maintenance should be implemented, and a record of actions kept.</p>

## 8.5 Policies for use

4.1	<b>Public access</b>	The use of the Former Transport Depot should continue to facilitate public access to the building. New uses that facilitate increased utilisation of the building and access to the Former Transport Depot for a greater part of the week should be encouraged.
-----	----------------------	---



4.2	<b>Sympathetic uses</b>	The use of the former Transport Depot shall be sympathetic to the industrial character of the building and shall continue to allow for retention of a sense of the open plan of the workshops.
-----	-------------------------	--

## 8.6 Policies relating to upgrades and development

5.1	<b>Approvals</b>	<p>Consult relevant authorities and obtain approvals prior to undertaking works at the Former Transport Depot. Advice from the Heritage Council shall be sought for all upgrade works.</p> <p>All works that diminish the heritage values of the site will require that a Statement of Heritage Effects be prepared by a suitably qualified person and that this be approved by the ACT Heritage Council. The statement shall outline how the recommendations of the CMP are to be fulfilled, shall assess the impact of any proposed works on the heritage significance of the place and identify steps taken to minimise any impact.</p>
5.2	<b>Expert advice</b>	All proposals for development should be guided and reviewed by a suitably qualified and experienced heritage specialists to determine the potential impact, if any on heritage significance.
5.3	<b>Building upgrades</b>	<p>Where building upgrades, refurbishment or adaptation are required, new works that are reasonably necessary for functional requirements shall be of contemporary design that is sympathetic with the heritage significance of the place. Such upgrading shall be undertaken in a manner that ensures:</p> <ul style="list-style-type: none"> <li>• Minimal adverse impacts on significant fabric.</li> <li>• Uses fixings that do not unnecessarily damage significant fabric.</li> </ul>
5.4	<b>Access</b>	The Former Transport Depot should be upgraded to comply with contemporary access requirements provided this does not have a detrimental impact on intrinsic features.
5.5	<b>Change</b>	Fabric that has not been identified as intrinsic to the significance of the site could be adapted and modified to facilitate ongoing and new uses.
5.6	<b>Open plan</b>	A sense of the open plan of the upper hall and former workshops shall be retained. Where division of a space is required to facilitate the use of the building, pods or low height walls may be acceptable if these allow the volume of the workshops and the visual relationship between them to continue to be interpreted.
5.7	<b>Demolition</b>	<p>The demolition or removal of significant fabric shall not be permitted other than in exceptional circumstances. Demolition shall not be permitted unless it can be demonstrated that there is no prudent feasible alternative. An application to demolish significant elements shall be supported by the relevant structural, health or economic assessments undertaken by appropriate professionals.</p> <p>Demolition or removal of significant fabric shall only be allowed in the context of sympathetic conservation of the place.</p>
5.8	<b>Upper hall</b>	Original parts of the south-west and north-west elevations of the 1927 Depot, including steel framed windows and decorative brickwork, shall be retained and should remain visible externally.

		<p>Paint to the exterior of the 1927 brick elevations would preferably be removed to reveal the original face brick. Peeling paint to the base of the walls has revealed the underlying brickwork and suggests that the modern paint would be relatively straightforward to remove.</p> <p>The office located to the north-west end with separate skillion roof under the main roof, should be retained.</p> <p>The raised platform to the west corner of the upper hall is of more recent origin and could be removed.</p>
5.9	<b>Administration offices</b>	<p>The modern fit-out to this area could be replaced. The modern entry structure could also be removed or modified.</p> <p>Paint to external brick walls would preferably be removed to reveal the original face brick. Peeling paint to the base of the walls and the window sills has revealed the underlying brickwork and suggests that the modern paint would be relatively straightforward to remove.</p> <p>Glass blocks to original window openings would preferably be replaced with windows sympathetic to the original type (having horizontal glazing bars).</p>
5.10	<b>1936 workshop</b>	<p>Changes to the north-east wall, which is not original, could be undertaken provided that the footprint of the 1936 workshop can continue to be interpreted. The later concrete ramp, which provides access to the upper hall, could be replaced to provide compliant access.</p>
5.11	<b>1951 workshop</b>	<p>The door between the first floor of the two storey part and the single storey part shall be retained and should remain evident from both areas. Changes to the north-east wall of the single storey part, which has been altered, could be undertaken provided that the footprint can continue to be interpreted.</p>
5.12	<b>1957 workshop</b>	<p>Partitions and a mezzanine level could be reintroduced to the south-west side of the workshop.</p>
5.13	<b>Ancillary spaces</b>	<p>Ancillary rooms that have not been identified as intrinsic to the significance of the place could be adapted and modified to facilitate the use of the building.</p>
5.14	<b>Views</b>	<p>Views of the administration offices from Wentworth Avenue shall be retained.</p>
5.15	<b>Vehicular access</b>	<p>Sufficient open space should be retained around the building to continue to allow for vehicle access to vehicle doors on the south-east and north west elevations. New development shall be sufficiently set back from these sides of the buildings to enable the interpretation of the historic use where large vehicles accessed the depot via the large roller doors to park and undergo repairs.</p>
5.15	<b>Record keeping</b>	<p>All works undertaken shall be recorded, and copies of those records submitted to the ACT Heritage Council for information.</p>

## 8.7 Policies relating to setting

6.1	<b>Trees</b>	The early cypress trees on Wentworth Avenue and to the north-west of the upper hall should be retained. If removal is required, they should be replaced with new trees of the same species.
6.2	<b>New landscaping</b>	New landscaping shall be sympathetic with the historic industrial character of the site.  Landscape treatment surrounding the Former Transport Depot should facilitate the interpretation of the former industrial use of the site.
6.3	<b>Former railway line</b>	The location of the former railway line that extended along the north-east side of the Former Transport Depot, including between the depot and the Fitters' Workshop, should be interpreted in any new landscape treatment.
6.4	<b>Kingston Powerhouse Historic Precinct</b>	A visual relationship shall be maintained between the Former Transport Depot and the Powerhouse and Fitters' Workshop buildings located in the Kingston Powerhouse Historic Precinct.  Open space shall be retained between the Former Transport Depot and the Fitters' Workshop.

## 8.8 Policies relating to interpretation, education and signage

7.1	<b>Interpretation strategy</b>	<p>Future redevelopment proposals should include specific funds for the preparation of a professional interpretation strategy and its reasonable implementation.</p> <p>In this regard, the ICOMOS <i>Ename Charter</i> (for the Interpretation and Presentation of Cultural Heritage Sites) is a useful reference.</p> <p>The manner in which the fabric itself is presented is the primary means of facilitating interpretation of heritage significance. Presenting the site, including what remains of early services and equipment, in a manner that conveys the previous use would facilitate an understanding of the buildings former industrial use.</p> <p>The strategy should address all of the identified heritage values of the Former Transport Depot, including the technical significance of the portal frames. There is also potential to incorporate details regarding the recollection of workers that are recorded in the 2010 report for the nomination of the place to the ACT Heritage Register.</p>
7.2	<b>Implementation</b>	<p>Interpretative material should be prepared by a suitably qualified specialist to describe the heritage significance of the place.</p> <p>Interpretative devices should complement the physical fabric of the site.</p>
7.3	<b>Signage</b>	<p>Signage should be placed at key points to provide information on values. The placement and content of the physical signs should be developed in consultation with relevant stakeholders.</p> <p>New signage (for wayfinding and interpretation purposes) shall be of contemporary design that is complementary to the Former Transport Depot.</p>

## 9 Implementation

This section outlines a scope of prioritised works and includes recommendations for further investigations to address issues and defects that were identified during site inspections undertaken in October and November 2020. A substantial program of capital upgrade works was underway at the time of the inspections and issues that were to be addressed as part of these works have not been included in the table below. These were mostly associated with leaks to the roof which had damaged internal finishes.

### 9.1 Prioritisation

Each of the recommended work have been assigned a priority level. These levels are defined in the table below.

Priority	Tim frame	Details
Urgent	Within 12 months	These works are required to stabilise the rapid deterioration of significant fabric. They typically relate to areas where deterioration has progressed to a considerable degree.
Essential	1-3 years	These works are required to stabilise the ongoing deterioration of the significant fabric. They typically relate to areas which are beginning to deteriorate.
Desirable	>5 years	This category of works are not crucial to the ongoing preservation of the building and typically relate to reinstating original detailing or features.  These works are not considered essential, though would serve to improve the presentation or improve functionality of the space.
Investigate	-	Further investigation is required to determine the extent and cause of the defect or if the identified defect may have further implications.

### 9.2 Scope of conservation works

Prior to proceeding with works, confirm if hazardous materials (e.g. lead in paint, asbestos in sheeting, lagging and glazing putty) are present. Asbestos has been identified throughout the building including to electrical meter backing boards, ceiling linings, wall linings, debris in ceiling spaces, toilet partitions and fire doors. Lead particulates have also previously been identified in surface dust throughout the building.

Location	Issue/defect	Recommended works	Priority
<b>All Areas</b>			
Roofs	There are various leaks throughout the building. Damage was sustained to these elements during a hail storm in early 2020.	Works are currently underway to replace damaged/deteriorated elements including roof sheeting and skylights.	Urgent
Downpipes	There are numerous internal downpipes of various types both internally and externally. Many of these do not have an inspection opening or grated sump to allow for the removal of debris.	Create inspection openings at base of downpipes and clear away any debris.	Essential



Location	Issue/defect	Recommended works	Priority
Windows	Air conditioning units have been installed in several windows.	Remove redundant air conditioning units and reinstate glazing and missing framing.	Desirable
Redundant services	Some conduits have come loose and are potentially dangerous.	Refix services that contribute to an understanding of the former use of the building as a bus depot (refer to Appendix E for specific guidance).  Other services, including those installed after 1992 (when it ceased to operate as a vehicle depot), could be removed.	Essential
Deteriorated timber doors	There are a few doors that have deteriorated or have broken sections, including that to the office of the 1957 workshop.	Repair existing timber doors using a flexible epoxy. Where timber is beyond repair, scarf in new timber to match existing.	Desirable
<b>Administration building</b>			
Garden beds	The garden beds to the front (south) of the administration building have built up over time and are too high as they are above/at the level of the damp proof course. The original floor in the administration building has previously been replaced due to damp. Mechanical ventilation runs permanently to the sub floor space.	Reduce level of garden beds and grade to fall away from building.	Essential
Painted brick walls	The paint to the administration building is peeling in some areas, including to the sills and the base of the wall. The administration building was originally unpainted face brick.	Remove paint from brickwork using non-abrasive methods (e.g. using a non-caustic paint removal system such as Dumond or Peel Away). Removal of the paint is likely to make previous changes to the building, such as changes to openings, more evident.	Desirable
Steel framed windows	There is peeling paint, some rust and cracked glazing putty to several of the original steel framed windows.	Remove peeling paint, rust, and deteriorated putty. Apply anti-corrosion treatment, install new putty and repaint (frames and putty).	Essential
Flagpole	The top of the flagpole has broken off exposing the end grain of the timber shaft.  Peeling paint is also evident from ground level.	Remove damaged timber to top of flagpole and reinstate missing top.	Essential
Downpipes	Several downpipes have been installed on large, modern timber chocks, using large metal straps which presents poorly. This may	Remove modern chocks and straps and install using smaller brackets to match original. Angled feet could be installed at the base	Desirable

Location	Issue/defect	Recommended works	Priority
	have been undertaken to create a gap between the wall and the downpipe to allow it to discharge into grated sumps.	of downpipes to allow them to discharge into the sumps.	
<b>Upper Hall</b>			
Brick parapet	There is some movement evident to the brickwork at the east end of the south-west elevation	Monitor	Investigate
Brick walls (exterior)	Mortar loss and biological growth are evident to the base of the north-east wall (evident in the light well)	Rectify rainwater disposal to this area. Remove biological growth using mild biocide and repoint brickworks using weak mortar to match strength of existing.	Essential
Steel framed windows	There is cracked putty	Replace damaged putty. Repaint steel frames and putty.	Essential
Brick walls (interior)	Peeling paint to the base of the south-west wall may be due to damp.	Test wall using a moisture meter.	Investigate
Concrete floor	There are various changes in level and structures incorporated into the concrete slab that are a trip hazard.	Eliminate trip hazards by filling in gaps and installing step ramps. Repair section of floor/steps that are chipped.	Essential
Office ceiling	The sheet ceiling to the office has come loose and is deformed.	Replace ceiling as required.	Essential
<b>1936 Recreation Room</b>			
Hard plastered walls	There is damage/loss of plaster to the lower parts of the south-west and north-west walls. White deposits, (presumably salts) are evident in these areas suggesting that the walls are damp.  The floor levels of the areas adjacent to these walls are considerably higher than the floor level of this room.	Confirm wall is damp. Investigate long term strategies for mitigating damp.	Investigate
Timber framed windows	Weathered, loss of external paint and deterioration of putty	Replace deteriorated putty and repaint windows	Essential
<b>Basement</b>			
Walls and floor	Water is seeping into this area, submerging part of the floor. Staining/deposits are evident to the brickwork.	Installation of a spoon drain and sump may be required.  Monitor condition of brick walls. If bricks start to deteriorate, remove salts from brickwork.	Investigate

Location	Issue/defect	Recommended works	Priority
<b>1945 lockers, showers and toilets</b>			
Walls	There is a substantial crack to the upper part of the east corner.	Seek advice from a structural engineer.	Investigate
Windows	Several glass louvres have broken.	Remove broken/dangerous louvres and seal opening to prevent entry of pests and vermin in the short term.  Reinstatement of louvers should be considered in the long term.	Urgent
<b>1951 Workshop</b>			
Wall to stairwell	Damp and fretting brickwork is evident to the north-east wall of the stairwell, above the intermediate landing. The source of damp is not clear.	Investigate source of damp.	Investigate
<b>1957 Workshop</b>			
Steel framed hopper windows	Mesh to the top of the windows has deteriorated.	Replace damaged mesh with new fine mesh to prevent entry of vermin.	Essential
Grated floor wastes (also to other parts of the lower hall)	Grated sumps do not drain and are used by building occupants when hosing down the floor.  The drains are also thought to be infested with vermin.	Clean out sumps.  If no longer required functionally, grated sumps could be covered over.	Desirable

## 10 References

### Primary sources

ACT Heritage Library

ACTmapi

Canberra Federal Capital Commission, Annual Report [available on TROVE]

National Archives of Australia

National Library of Australia

Annual reports for the Federal Capital Commission [available on TROVE]

*The Age*, Melbourne [available on TROVE]

*The Canberra Times* [available on TROVE]

*The Federal Capital Pioneer Magazine* [available on TROVE]

*The Labor Daily*, Sydney [available on TROVE]

*The Telegraph*, Brisbane [available on TROVE]

### Secondary sources

Apperly, R. et al, *A pictorial guide to identifying Australian Architecture*, 1989

Canberra Institute of Technology, *Towards 80 years serving the community*

Carnall, J. and Australian Institute of Architects, Kingston Transport Depot ACT Heritage Register nomination report, 2010

Donovan, P., *Going the extra mile: a history of the Commonwealth Car Service*, 2010

Freeman Collett & Partners Pty Ltd, Kingston Foreshore Site Cultural Mapping Study: Volume 1 Cultural Mapping, 1996

Graham Brooks and Associates Pty Ltd, Fairbairn Heritage Management Plan, 2010

Lovell Chen, Kingston Section 49 Heritage Strategy, revised 2013

Peter Freeman Pty Ltd, Kingston Power House Precinct Conservation Management Plan Review, 2001

Philip Leeson Architects, Former Transport Depot Conservation Management Plan, 2011

Purdon Associates, Kingston Section 49 [Master Plan] Appendix 5 Community & Stakeholder Consultation, n.d.

SAC Joint Venture, State of the Art Report on Past Performance of Steel Moment-Frame Building in Earthquakes, 2000

### Secondary sources: web sites

ACT Heritage Register

ACT Bus webpage

artsACT webpage

Australian Heritage Database

Australian Institute of Architects Register of Significant Twentieth Century Architecture

Canberra House webpage

Old Bus Depot Markets



## **Appendix A – The Burra Charter**

# THE BURRA CHARTER

The Australia ICOMOS Charter for  
Places of Cultural Significance

2013



Australia ICOMOS Incorporated  
International Council on Monuments and Sites

## ICOMOS

ICOMOS (International Council on Monuments and Sites) is a non-governmental professional organisation formed in 1965, with headquarters in Paris. ICOMOS is primarily concerned with the philosophy, terminology, methodology and techniques of cultural heritage conservation. It is closely linked to UNESCO, particularly in its role under the World Heritage Convention 1972 as UNESCO's principal adviser on cultural matters related to World Heritage. The 11,000 members of ICOMOS include architects, town planners, demographers, archaeologists, geographers, historians, conservators, anthropologists, scientists, engineers and heritage administrators. Members in the 103 countries belonging to ICOMOS are formed into National Committees and participate in a range of conservation projects, research work, intercultural exchanges and cooperative activities. ICOMOS also has 27 International Scientific Committees that focus on particular aspects of the conservation field. ICOMOS members meet triennially in a General Assembly.

## Australia ICOMOS

The Australian National Committee of ICOMOS (Australia ICOMOS) was formed in 1976. It elects an Executive Committee of 15 members, which is responsible for carrying out national programs and participating in decisions of ICOMOS as an international organisation. It provides expert advice as required by ICOMOS, especially in its relationship with the World Heritage Committee. Australia ICOMOS acts as a national and international link between public authorities, institutions and individuals involved in the study and conservation of all places of cultural significance. Australia ICOMOS members participate in a range of conservation activities including site visits, training, conferences and meetings.

## Revision of the Burra Charter

The Burra Charter was first adopted in 1979 at the historic South Australian mining town of Burra. Minor revisions were made in 1981 and 1988, with more substantial changes in 1999.

Following a review this version was adopted by Australia ICOMOS in October 2013.

The review process included replacement of the 1988 Guidelines to the Burra Charter with Practice Notes which are available at: [australia.icomos.org](http://australia.icomos.org)

Australia ICOMOS documents are periodically reviewed and we welcome any comments.

## Citing the Burra Charter

The full reference is *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance, 2013*. Initial textual references should be in the form of the *Australia ICOMOS Burra Charter, 2013* and later references in the short form (*Burra Charter*).

## © Australia ICOMOS Incorporated 2013

The Burra Charter consists of the Preamble, Articles, Explanatory Notes and the flow chart.

This publication may be reproduced, but only in its entirety including the front cover and this page. Formatting must remain unaltered. Parts of the Burra Charter may be quoted with appropriate citing and acknowledgement.

Cover photograph by Ian Stapleton.

Australia ICOMOS Incorporated [ARBN 155 731 025]  
Secretariat: c/o Faculty of Arts  
Deakin University  
Burwood, VIC 3125  
Australia

<http://australia.icomos.org/>

ISBN 0 9578528 4 3

# The Burra Charter

(The Australia ICOMOS Charter for Places of Cultural Significance, 2013)

## Preamble

Considering the International Charter for the Conservation and Restoration of Monuments and Sites (Venice 1964), and the Resolutions of the 5th General Assembly of the International Council on Monuments and Sites (ICOMOS) (Moscow 1978), the Burra Charter was adopted by Australia ICOMOS (the Australian National Committee of ICOMOS) on 19 August 1979 at Burra, South Australia. Revisions were adopted on 23 February 1981, 23 April 1988, 26 November 1999 and 31 October 2013.

The Burra Charter provides guidance for the conservation and management of places of cultural significance (cultural heritage places), and is based on the knowledge and experience of Australia ICOMOS members.

Conservation is an integral part of the management of places of cultural significance and is an ongoing responsibility.

### Who is the Charter for?

The Charter sets a standard of practice for those who provide advice, make decisions about, or undertake works to places of cultural significance, including owners, managers and custodians.

### Using the Charter

The Charter should be read as a whole. Many articles are interdependent.

The Charter consists of:

- Definitions Article 1
- Conservation Principles Articles 2–13
- Conservation Processes Articles 14–25
- Conservation Practices Articles 26–34
- The Burra Charter Process flow chart.

The key concepts are included in the Conservation Principles section and these are further developed in the Conservation Processes and Conservation Practice sections. The flow chart explains the Burra Charter Process (Article 6) and is an integral part of

the Charter. Explanatory Notes also form part of the Charter.

The Charter is self-contained, but aspects of its use and application are further explained, in a series of Australia ICOMOS Practice Notes, in *The Illustrated Burra Charter*, and in other guiding documents available from the Australia ICOMOS web site: [australia.icomos.org](http://australia.icomos.org).

### What places does the Charter apply to?

The Charter can be applied to all types of places of cultural significance including natural, Indigenous and historic places with cultural values.

The standards of other organisations may also be relevant. These include the *Australian Natural Heritage Charter*, *Ask First: a guide to respecting Indigenous heritage places and values* and *Significance 2.0: a guide to assessing the significance of collections*.

National and international charters and other doctrine may be relevant. See [australia.icomos.org](http://australia.icomos.org).

### Why conserve?

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are historical records, that are important expressions of Australian identity and experience. Places of cultural significance reflect the diversity of our communities, telling us about who we are and the past that has formed us and the Australian landscape. They are irreplaceable and precious.

These places of cultural significance must be conserved for present and future generations in accordance with the principle of inter-generational equity.

The Burra Charter advocates a cautious approach to change: do as much as necessary to care for the place and to make it useable, but otherwise change it as little as possible so that its cultural significance is retained.



## Articles

### Article 1. Definitions

For the purposes of this Charter:

- 1.1 *Place* means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.
- 1.2 *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.
- 1.3 *Fabric* means all the physical material of the *place* including elements, fixtures, contents and objects.
- 1.4 *Conservation* means all the processes of looking after a *place* so as to retain its *cultural significance*.
- 1.5 *Maintenance* means the continuous protective care of a *place*, and its *setting*.  
  
Maintenance is to be distinguished from repair which involves *restoration* or *reconstruction*.
- 1.6 *Preservation* means maintaining a *place* in its existing state and retarding deterioration.
- 1.7 *Restoration* means returning a *place* to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.
- 1.8 *Reconstruction* means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material.
- 1.9 *Adaptation* means changing a *place* to suit the existing *use* or a proposed use.
- 1.10 *Use* means the functions of a *place*, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.

## Explanatory Notes

Place has a broad scope and includes natural and cultural features. Place can be large or small: for example, a memorial, a tree, an individual building or group of buildings, the location of an historical event, an urban area or town, a cultural landscape, a garden, an industrial plant, a shipwreck, a site with in situ remains, a stone arrangement, a road or travel route, a community meeting place, a site with spiritual or religious connections.

The term cultural significance is synonymous with cultural heritage significance and cultural heritage value.

Cultural significance may change over time and with use.

Understanding of cultural significance may change as a result of new information.

Fabric includes building interiors and sub-surface remains, as well as excavated material.

Natural elements of a place may also constitute fabric. For example the rocks that signify a Dreaming place.

Fabric may define spaces and views and these may be part of the significance of the place.

See also Article 14.

Examples of protective care include:

- maintenance — regular inspection and cleaning of a place, e.g. mowing and pruning in a garden;
- repair involving restoration — returning dislodged or relocated fabric to its original location e.g. loose roof gutters on a building or displaced rocks in a stone bora ring;
- repair involving reconstruction — replacing decayed fabric with new fabric

It is recognised that all places and their elements change over time at varying rates.

New material may include recycled material salvaged from other places. This should not be to the detriment of any place of cultural significance.

Use includes for example cultural practices commonly associated with Indigenous peoples such as ceremonies, hunting and fishing, and fulfillment of traditional obligations. Exercising a right of access may be a use.

## Articles

- 1.11 *Compatible use* means a *use* which respects the *cultural significance* of a *place*. Such a use involves no, or minimal, impact on cultural significance.
- 1.12 *Setting* means the immediate and extended environment of a *place* that is part of or contributes to its *cultural significance* and distinctive character.
- 1.13 *Related place* means a *place* that contributes to the *cultural significance* of another place.
- 1.14 *Related object* means an object that contributes to the *cultural significance* of a *place* but is not at the place.
- 1.15 *Associations* mean the connections that exist between people and a *place*.
- 1.16 *Meanings* denote what a *place* signifies, indicates, evokes or expresses to people.
- 1.17 *Interpretation* means all the ways of presenting the *cultural significance* of a *place*.

# Conservation Principles

## Article 2. Conservation and management

- 2.1 *Places of cultural significance* should be conserved.
- 2.2 The aim of *conservation* is to retain the *cultural significance* of a *place*.
- 2.3 *Conservation* is an integral part of good management of *places of cultural significance*.
- 2.4 *Places of cultural significance* should be safeguarded and not put at risk or left in a vulnerable state.

## Article 3. Cautious approach

- 3.1 *Conservation* is based on a respect for the existing *fabric, use, associations* and *meanings*. It requires a cautious approach of changing as much as necessary but as little as possible.
- 3.2 Changes to a *place* should not distort the physical or other evidence it provides, nor be based on conjecture.

## Article 4. Knowledge, skills and techniques

- 4.1 *Conservation* should make use of all the knowledge, skills and disciplines which can contribute to the study and care of the *place*.

## Explanatory Notes

Setting may include: structures, spaces, land, water and sky; the visual setting including views to and from the place, and along a cultural route; and other sensory aspects of the setting such as smells and sounds. Setting may also include historical and contemporary relationships, such as use and activities, social and spiritual practices, and relationships with other places, both tangible and intangible.

Objects at a place are encompassed by the definition of place, and may or may not contribute to its cultural significance.

Associations may include social or spiritual values and cultural responsibilities for a place.

Meanings generally relate to intangible dimensions such as symbolic qualities and memories.

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.

The traces of additions, alterations and earlier treatments to the fabric of a place are evidence of its history and uses which may be part of its significance. Conservation action should assist and not impede their understanding.

## Articles

- 4.2 Traditional techniques and materials are preferred for the *conservation* of significant *fabric*. In some circumstances modern techniques and materials which offer substantial conservation benefits may be appropriate.

## Article 5. Values

- 5.1 *Conservation* of a *place* should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others.
- 5.2 Relative degrees of *cultural significance* may lead to different *conservation* actions at a place.

## Article 6. Burra Charter Process

- 6.1 The *cultural significance* of a *place* and other issues affecting its future are best understood by a sequence of collecting and analysing information before making decisions. Understanding cultural significance comes first, then development of policy and finally management of the place in accordance with the policy. This is the Burra Charter Process.
- 6.2 Policy for managing a *place* must be based on an understanding of its *cultural significance*.
- 6.3 Policy development should also include consideration of other factors affecting the future of a *place* such as the owner's needs, resources, external constraints and its physical condition.
- 6.4 In developing an effective policy, different ways to retain *cultural significance* and address other factors may need to be explored.
- 6.5 Changes in circumstances, or new information or perspectives, may require reiteration of part or all of the Burra Charter Process.

## Article 7. Use

- 7.1 Where the *use* of a *place* is of *cultural significance* it should be retained.
- 7.2 A *place* should have a *compatible use*.

## Explanatory Notes

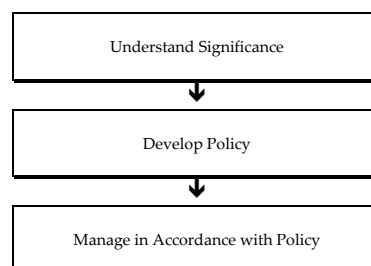
The use of modern materials and techniques must be supported by firm scientific evidence or by a body of experience.

Conservation of places with natural significance is explained in the Australian Natural Heritage Charter. This Charter defines natural significance to mean the importance of ecosystems, biodiversity and geodiversity for their existence value or for present or future generations, in terms of their scientific, social, aesthetic and life-support value.

In some cultures, natural and cultural values are indivisible.

A cautious approach is needed, as understanding of cultural significance may change. This article should not be used to justify actions which do not retain cultural significance.

The Burra Charter Process, or sequence of investigations, decisions and actions, is illustrated below and in more detail in the accompanying flow chart which forms part of the Charter.



Options considered may include a range of uses and changes (e.g. adaptation) to a place.

The policy should identify a use or combination of uses or constraints on uses that retain the cultural significance of the place. New use of a place should involve minimal change to significant fabric and use; should respect associations and meanings; and where appropriate should provide for continuation of activities and practices which contribute to the cultural significance of the place.

## Articles

### Article 8. Setting

*Conservation* requires the retention of an appropriate *setting*. This includes retention of the visual and sensory setting, as well as the retention of spiritual and other cultural relationships that contribute to the *cultural significance* of the *place*.

New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.

### Article 9. Location

- 9.1 The physical location of a *place* is part of its *cultural significance*. A building, work or other element of a place should remain in its historical location. Relocation is generally unacceptable unless this is the sole practical means of ensuring its survival.
- 9.2 Some buildings, works or other elements of *places* were designed to be readily removable or already have a history of relocation. Provided such buildings, works or other elements do not have significant links with their present location, removal may be appropriate.
- 9.3 If any building, work or other element is moved, it should be moved to an appropriate location and given an appropriate *use*. Such action should not be to the detriment of any *place* of *cultural significance*.

### Article 10. Contents

Contents, fixtures and objects which contribute to the *cultural significance* of a *place* should be retained at that place. Their removal is unacceptable unless it is: the sole means of ensuring their security and *preservation*; on a temporary basis for treatment or exhibition; for cultural reasons; for health and safety; or to protect the place. Such contents, fixtures and objects should be returned where circumstances permit and it is culturally appropriate.

### Article 11. Related places and objects

The contribution which *related places* and *related objects* make to the *cultural significance* of the *place* should be retained.

### Article 12. Participation

*Conservation*, *interpretation* and management of a *place* should provide for the participation of people for whom the place has significant *associations* and *meanings*, or who have social, spiritual or other cultural responsibilities for the place.

### Article 13. Co-existence of cultural values

Co-existence of cultural values should always be recognised, respected and encouraged. This is especially important in cases where they conflict.

## Explanatory Notes

Setting is explained in Article 1.12.

For example, the repatriation (returning) of an object or element to a place may be important to Indigenous cultures, and may be essential to the retention of its cultural significance.

Article 28 covers the circumstances where significant fabric might be disturbed, for example, during archaeological excavation.

Article 33 deals with significant fabric that has been removed from a place.

For some places, conflicting cultural values may affect policy development and management decisions. In Article 13, the term cultural values refers to those beliefs which are important to a cultural group, including but not limited to political, religious, spiritual and moral beliefs. This is broader than values associated with cultural significance.



# Conservation Processes

## Article 14. Conservation processes

*Conservation* may, according to circumstance, include the processes of: retention or reintroduction of a *use*; retention of *associations* and *meanings*; *maintenance*, *preservation*, *restoration*, *reconstruction*, *adaptation* and *interpretation*; and will commonly include a combination of more than one of these. Conservation may also include retention of the contribution that *related places* and *related objects* make to the *cultural significance* of a *place*.

## Article 15. Change

15.1 Change may be necessary to retain *cultural significance*, but is undesirable where it reduces cultural significance. The amount of change to a *place* and its *use* should be guided by the *cultural significance* of the place and its appropriate *interpretation*.

15.2 Changes which reduce *cultural significance* should be reversible, and be reversed when circumstances permit.

15.3 Demolition of significant *fabric* of a *place* is generally not acceptable. However, in some cases minor demolition may be appropriate as part of *conservation*. Removed significant fabric should be reinstated when circumstances permit.

15.4 The contributions of all aspects of *cultural significance* of a *place* should be respected. If a place includes *fabric*, *uses*, *associations* or *meanings* of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.

## Article 16. Maintenance

*Maintenance* is fundamental to *conservation*. Maintenance should be undertaken where *fabric* is of *cultural significance* and its maintenance is necessary to retain that *cultural significance*.

## Article 17. Preservation

*Preservation* is appropriate where the existing *fabric* or its condition constitutes evidence of *cultural significance*, or where insufficient evidence is available to allow other *conservation* processes to be carried out.

Conservation normally seeks to slow deterioration unless the significance of the place dictates otherwise. There may be circumstances where no action is required to achieve conservation.

When change is being considered, including for a temporary use, a range of options should be explored to seek the option which minimises any reduction to its cultural significance.

It may be appropriate to change a place where this reflects a change in cultural meanings or practices at the place, but the significance of the place should always be respected.

Reversible changes should be considered temporary. Non-reversible change should only be used as a last resort and should not prevent future conservation action.

Maintaining a place may be important to the fulfilment of traditional laws and customs in some Indigenous communities and other cultural groups.

Preservation protects fabric without obscuring evidence of its construction and use. The process should always be applied:

- where the evidence of the fabric is of such significance that it should not be altered; or
- where insufficient investigation has been carried out to permit policy decisions to be taken in accord with Articles 26 to 28.

New work (e.g. stabilisation) may be carried out in association with preservation when its purpose is the physical protection of the fabric and when it is consistent with Article 22.

## Articles

### Article 18. Restoration and reconstruction

*Restoration and reconstruction* should reveal culturally significant aspects of the *place*.

### Article 19. Restoration

*Restoration* is appropriate only if there is sufficient evidence of an earlier state of the *fabric*.

### Article 20. Reconstruction

20.1 *Reconstruction* is appropriate only where a *place* is incomplete through damage or alteration, and only where there is sufficient evidence to reproduce an earlier state of the *fabric*. In some cases, reconstruction may also be appropriate as part of a *use* or practice that retains the *cultural significance* of the place.

20.2 *Reconstruction* should be identifiable on close inspection or through additional *interpretation*.

### Article 21. Adaptation

21.1 *Adaptation* is acceptable only where the adaptation has minimal impact on the *cultural significance* of the *place*.

21.2 *Adaptation* should involve minimal change to significant *fabric*, achieved only after considering alternatives.

### Article 22. New work

22.1 New work such as additions or other changes to the *place* may be acceptable where it respects and does not distort or obscure the *cultural significance* of the place, or detract from its *interpretation* and appreciation.

22.2 New work should be readily identifiable as such, but must respect and have minimal impact on the *cultural significance* of the *place*.

### Article 23. Retaining or reintroducing use

Retaining, modifying or reintroducing a significant *use* may be appropriate and preferred forms of *conservation*.

### Article 24. Retaining associations and meanings

24.1 Significant *associations* between people and a *place* should be respected, retained and not obscured. Opportunities for the *interpretation*, commemoration and celebration of these associations should be investigated and implemented.

24.2 Significant *meanings*, including spiritual values, of a *place* should be respected. Opportunities for the continuation or revival of these meanings should be investigated and implemented.

## Explanatory Notes

Places with social or spiritual value may warrant reconstruction, even though very little may remain (e.g. only building footings or tree stumps following fire, flood or storm). The requirement for sufficient evidence to reproduce an earlier state still applies.

Adaptation may involve additions to the place, the introduction of new services, or a new use, or changes to safeguard the place. Adaptation of a place for a new use is often referred to as 'adaptive re-use' and should be consistent with Article 7.2.

New work should respect the significance of a place through consideration of its siting, bulk, form, scale, character, colour, texture and material. Imitation should generally be avoided.

New work should be consistent with Articles 3, 5, 8, 15, 21 and 22.1.

These may require changes to significant fabric but they should be minimised. In some cases, continuing a significant use, activity or practice may involve substantial new work.

For many places associations will be linked to aspects of use, including activities and practices.

Some associations and meanings may not be apparent and will require research.

## Articles

### Article 25. Interpretation

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.

## Conservation Practice

### Article 26. Applying the Burra Charter Process

26.1 Work on a *place* should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines.

26.2 Written statements of *cultural significance* and policy for the *place* should be prepared, justified and accompanied by supporting evidence. The statements of significance and policy should be incorporated into a management plan for the place.

26.3 Groups and individuals with *associations* with the *place* as well as those involved in its management should be provided with opportunities to contribute to and participate in identifying and understanding the *cultural significance* of the place. Where appropriate they should also have opportunities to participate in its *conservation* and management.

26.4 Statements of *cultural significance* and policy for the *place* should be periodically reviewed, and actions and their consequences monitored to ensure continuing appropriateness and effectiveness.

### Article 27. Managing change

27.1 The impact of proposed changes, including incremental changes, on the *cultural significance* of a *place* should be assessed with reference to the statement of significance and the policy for managing the place. It may be necessary to modify proposed changes to better retain cultural significance.

27.2 Existing *fabric*, *use*, *associations* and *meanings* should be adequately recorded before and after any changes are made to the *place*.

### Article 28. Disturbance of fabric

28.1 Disturbance of significant *fabric* for study, or to obtain evidence, should be minimised. Study of a *place* by any disturbance of the fabric, including archaeological excavation, should only be undertaken to provide data essential for decisions on the *conservation* of the place, or to obtain important evidence about to be lost or made inaccessible.

## Explanatory Notes

In some circumstances any form of interpretation may be culturally inappropriate.

The results of studies should be kept up to date, regularly reviewed and revised as necessary.

Policy should address all relevant issues, e.g. use, interpretation, management and change.

A management plan is a useful document for recording the Burra Charter Process, i.e. the steps in planning for and managing a place of cultural significance (Article 6.1 and flow chart). Such plans are often called conservation management plans and sometimes have other names.

The management plan may deal with other matters related to the management of the place.

Monitor actions taken in case there are also unintended consequences.

## Articles

28.2 Investigation of a *place* which requires disturbance of the *fabric*, apart from that necessary to make decisions, may be appropriate provided that it is consistent with the policy for the place. Such investigation should be based on important research questions which have potential to substantially add to knowledge, which cannot be answered in other ways and which minimises disturbance of significant fabric.

### Article 29. Responsibility

The organisations and individuals responsible for management and decisions should be named and specific responsibility taken for each decision.

### Article 30. Direction, supervision and implementation

Competent direction and supervision should be maintained at all stages, and any changes should be implemented by people with appropriate knowledge and skills.

### Article 31. Keeping a log

New evidence may come to light while implementing policy or a plan for a *place*. Other factors may arise and require new decisions. A log of new evidence and additional decisions should be kept.

### Article 32. Records

32.1 The records associated with the *conservation* of a *place* should be placed in a permanent archive and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

32.2 Records about the history of a *place* should be protected and made publicly available, subject to requirements of security and privacy, and where this is culturally appropriate.

### Article 33. Removed fabric

Significant *fabric* which has been removed from a *place* including contents, fixtures and objects, should be catalogued, and protected in accordance with its *cultural significance*.

Where possible and culturally appropriate, removed significant fabric including contents, fixtures and objects, should be kept at the place.

### Article 34. Resources

Adequate resources should be provided for *conservation*.

*Words in italics are defined in Article 1.*

## Explanatory Notes

New decisions should respect and have minimal impact on the cultural significance of the place.

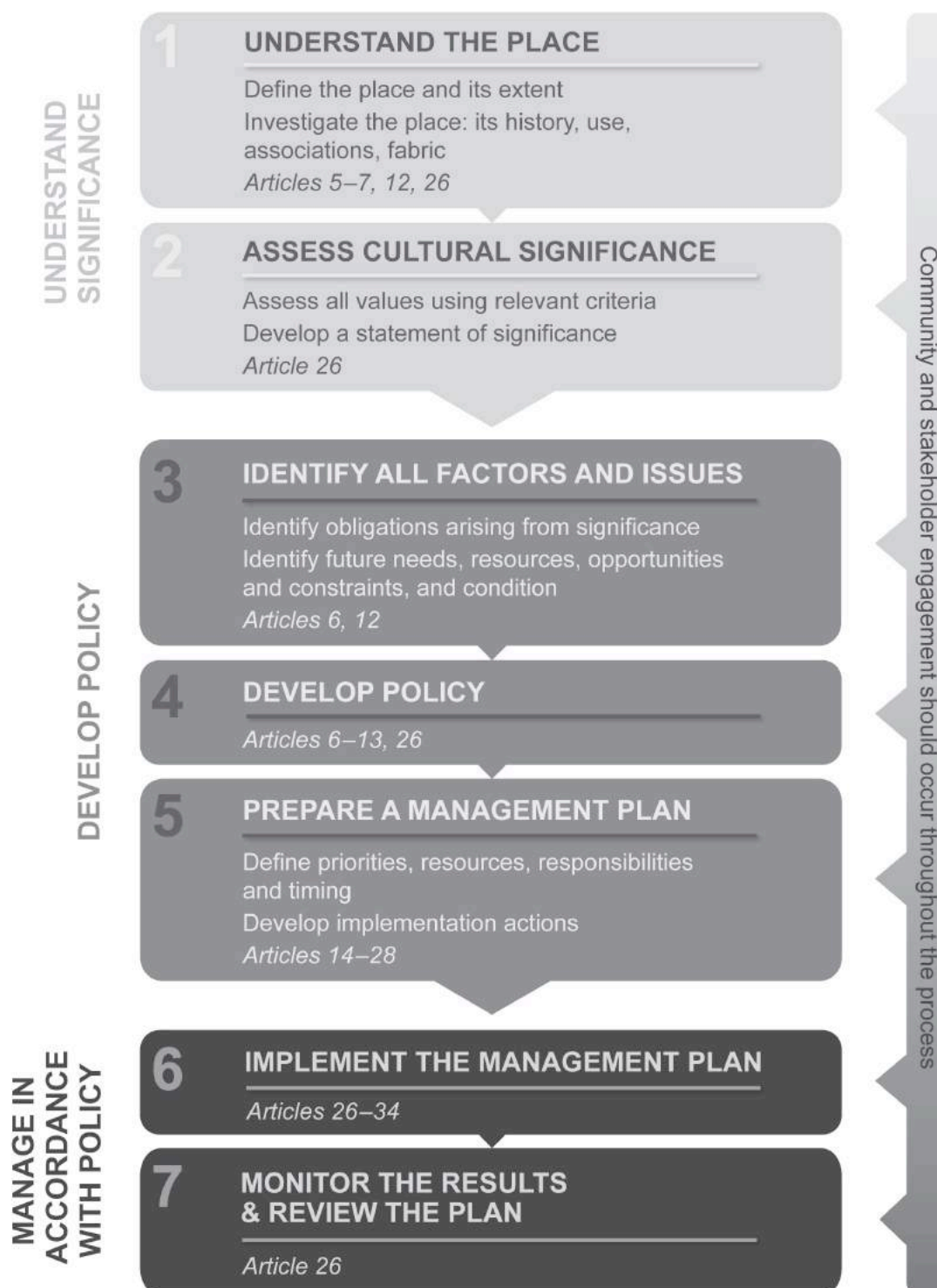
The best conservation often involves the least work and can be inexpensive.

# The Burra Charter Process

## Steps in planning for and managing a place of cultural significance

The Burra Charter should be read as a whole.

Key articles relevant to each step are shown in the boxes. Article 6 summarises the Burra Charter Process.





## **Appendix B – ACT Heritage Register Citation**

# Heritage (Decision about Registration of former Transport Depot, Kingston) Notice 2010 -

Notifiable Instrument NI 2010—595

made under the

*Heritage Act 2004* section 42 Notice of Decision about Registration

---

**1. Revocation**

This instrument replaces NI 2010 – 385

**2. Name of instrument**

This instrument is the Heritage (Decision about Registration for former Transport Depot, Kingston) Notice 2010 -

**3. Registration details of the place**

Registration details of the place are at Attachment A: Register entry for the former Transport Depot, Kingston.

**4. Reason for decision**


The ACT Heritage Council has decided that the former Transport Depot, Kingston meets one or more of the heritage significance criteria at s 10 of the *Heritage Act 2004*. The register entry is at Attachment A.

**5. Date of Registration**

21 October 2010

**Gerhard Zatschler**  
Secretary  
ACT Heritage Council

21 October 2010

 ACT Heritage Council	<b>AUSTRALIAN CAPITAL TERRITORY</b>  <b>HERITAGE REGISTER</b> <b>(Registration Details)</b>  <b>Place No:</b>
---	--

*The following is mandatory:*

For the purposes of s. 41 of the *Heritage Act 2004*, an entry to the heritage register has been prepared by the ACT Heritage Council for the following place:

Former Transport Depot, Wentworth Avenue, Kingston

(Part of) Block 13, Section 49, Kingston, Canberra Central

#### **DATE OF REGISTRATION**

Notified: 21 October 2010 Notifiable Instrument: [2010]/[Number]

Copies of the Register Entry are available for inspection at the ACT Heritage Unit. For further information please contact:

The Secretary  
ACT Heritage Council  
GPO Box 158, Canberra, ACT 2601

Telephone: 13 22 81 Facsimile: (02) 6207 2229

---

## IDENTIFICATION OF THE PLACE

Former Transport Depot, Wentworth Avenue, Kingston, ACT.  
(Part of) Block 13, Section 49, Kingston, Canberra Central

---

## STATEMENT OF HERITAGE SIGNIFICANCE

The former Transport Depot, Kingston is of heritage significance as the engineering and construction of the 1940-41 fully welded rigid portal frame exhibits a high degree of technical achievement and design quality, demonstrating new invention and application in Australia at the time.

The design of the fully welded rigid portal frame is of exceptional interest as the earliest notable example of a steel fully welded rigid portal frame in Australia.

There were two fully welded steel structures prior to this in Australia, though these were bridges rather than portal frames.

The design of fully welded rigid steel portal frames went on to achieve a high level of use in its ability to span wide spaces in an economical way.

The former Transport Depot is a key element in the original public works precinct with value to transport workers and their families.

The former Transport Depot is also of significance for its strong association with the cultural phase of transport history in the early and continuing development of Canberra.

The former Transport Depot is also of significance for its strong association with the foundational transport history of Canberra.

---

## FEATURES INTRINSIC TO THE HERITAGE SIGNIFICANCE OF THE PLACE

The attributes listed below are assessed as features intrinsic to the heritage significance of the place:

- a) fully welded rigid steel portal frames;
  - b) the presence of former Transport Depot buildings with open spaces defined by the portal frames; and
  - c) the orientation of the building in relation to the former railway siding and Wentworth Avenue.
- 

## APPLICABLE HERITAGE GUIDELINES

The Heritage Guidelines adopted under s27 of the *Heritage Act* 2004 are applicable to the conservation of the former Transport Depot, Kingston.

The guiding conservation objective is that the former Transport Depot, Kingston, shall be conserved and appropriately managed in a manner respecting its heritage significance and the features intrinsic to that heritage significance, and consistent with a sympathetic and viable use or uses. Any works that have a potential impact on significant fabric (and / or other heritage values) shall be guided by a professionally documented assessment and conservation policy relevant to that area or component (i.e. a Statement of Heritage Effects – SHE) informed by an up-to-date conservation management plan.

---

## REASON FOR PROVISIONAL REGISTRATION

The former Transport Depot Kingston has been assessed against the heritage significance criteria and been found to have heritage significance when assessed against four criteria under the ACT Heritage Act.

---

## ASSESSMENT AGAINST THE HERITAGE SIGNIFICANCE CRITERIA

Pursuant to s.10 of the *Heritage Act 2004*, a place or object has heritage significance if it satisfies one or more of the following criteria. Significance has been determined by research as accessed in the references below. Future research may alter the findings of this assessment.

- (a) it demonstrates a high degree of technical or creative achievement (or both), by showing qualities of innovation, discovery, invention or an exceptionally fine level of application of existing techniques or approaches;**

The technical achievement of the engineers at the Department of Works, Canberra, is apparent in the design of the fully welded rigid portal frame to roof over the existing main structure and its south eastern extension, which was innovative when compared with other steel structures built in Australia at that time.

The design of the fully welded rigid portal frame in 1940 represented a new structural system in Australia at the time and exemplifies the heritage theme of developing an Australian engineering and construction industry.

It would appear that this is one of the earliest examples in the world of a fully welded rigid portal frame of any great size and is the first Australian example. The design and construction of this structure demonstrates a very high degree of technical achievement by the government structural engineers representing a new achievement of the time.

The technical interest and significance of the technology of the fully welded portal frame is acknowledged.

The former Transport Depot, Kingston meets this criterion.

- (b) it exhibits outstanding design or aesthetic qualities valued by the community or a cultural group;**

The place does not meet this criterion.

- (c) it is important as evidence of a distinctive way of life, taste, tradition, religion, land use, custom, process, design or function that is no longer practised, is in danger of being lost or is of exceptional interest;**

The design of the fully welded rigid portal frame is of exceptional interest in that its advanced technology reflected a departure from the normal bolted truss structural frame design of the time to a structurally more complex but more efficient and economical design.

It demonstrates an important advance in building construction during and after WWII and is important as evidence of developing an engineering and construction industry.

No other structures were built in Australia prior to WWII that incorporated a fully welded rigid steel portal frame.

The former Transport Depot, Kingston meets this criterion.



- (d) it is highly valued by the community or a cultural group for reasons of strong or special religious, spiritual, cultural, educational or social associations;**

Establishment of the Transport Depot at Kingston and of Canberra's first railway station created a transport precinct that gives the site strong associations with the city's transportation history, evident in its value to transport workers and their families.

The former Transport Depot, Kingston meets this criterion.

- (e) it is significant to the ACT because of its importance as part of local Aboriginal tradition**

Not applicable

- (f) it is a rare or unique example of its kind, or is rare or unique in its comparative intactness**

The place does not meet this criterion.

- (g) it is a notable example of a kind of place or object and demonstrates the main characteristics of that kind**

The place does not meet this criterion.

- (h) it has strong or special associations with a person, group, event, development or cultural phase in local or national history**

The former Transport Depot has a strong association with early transport history in the early and continuing development of Canberra. The former Transport Depot remains testament to the former transport precinct here,.

The establishment and operation of the Transport Depot continued the associations with public transport at this site for some 70 years. The orientation of the Transport Depot buildings indicates the relationship of the former transport precinct with the railway sidings.

The former Transport Depot, Kingston meets this criterion.

- (h) it is significant for understanding the evolution of natural landscapes, including significant geological features, landforms, biota or natural processes**

Not applicable.

- (i) it has provided, or is likely to provide, information that will contribute significantly to a wider understanding of the natural or cultural history of the ACT because of its use or potential use as a research site or object, teaching site or object, type locality or benchmark site**

The place does not meet this criterion.

- (j) for a place—it exhibits unusual richness, diversity or significant transitions of flora, fauna or natural landscapes and their elements**

Not applicable

**(k) for a place—it is a significant ecological community, habitat or locality for any of the following:**

- (i) the life cycle of native species;
- (ii) rare, threatened or uncommon species;
- (iii) species at the limits of their natural range;
- (iv) distinct occurrences of species.

Not applicable

*The following criteria were found not to be applicable: b, e, f, g, i, j, k, and l*

---

**SUMMARY OF THE PLACE  
HISTORY AND PHYSICAL DESCRIPTION**

**History**

The Commonwealth Department of Works began an omnibus service in 1923 to transport workers, using two Graham Dodge char-a-bancs. The initial sale of leases in the Territory occurred the following year on December 12, 1924, for Giles Street, Eastlake (now Kingston).

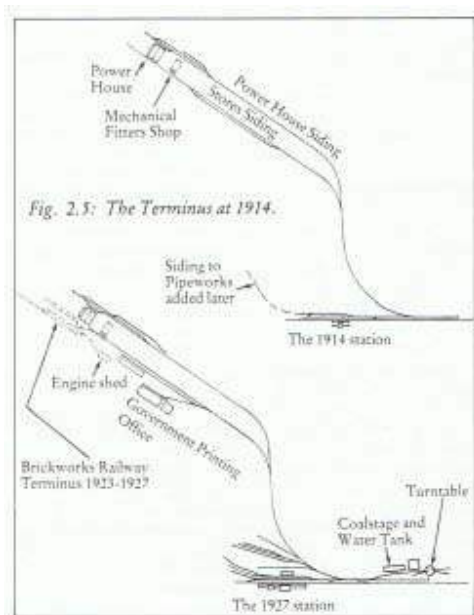
The railway branch line from Queanbeyan to Canberra was in use from 24 May 1914, with passenger services from October 1923 apparently terminating at the Powerhouse siding, the site Walter Burley Griffin had preferred for Canberra's railway station.

In 1916 the Public Works Committee recognised that the railway was a strategic component in the city plan: *'It is essential that the route of the railway should be definitely settled to permit the location of those elements of the life of the city which depend upon... the railways. The experience of cities in other parts of the world has been that the main railway station has become the point of central focus in the life of the city... In the case of Canberra, it is probable that the railway will be a much more powerful factor in determining the growth of the town than anything else'* (Reid, 2002: 138-41).

There had been three arrival /departure buildings at the Kingston Railway Station, with the first dating from 1913. In 1924 a 60m platform was constructed to cater for the large number of construction workers commuting daily. The second passenger station was completed in 1927 in time for the opening of Provisional Parliament House. The third and final station building was constructed in the 1960s.

The prominence of this site as Canberra's transport precinct, and the careful planning and siting of buildings in this location in relation to the railway is evident in the alignment of the former Transport Depot with the railway siding.

The establishment in this public works precinct of the city's railway station made it the gateway to Canberra from 1923, with most travellers from Sydney arriving by train. The establishment and operation of the Transport Depot developed the precinct's associations with public transport for some 70 years.



Walter Shellshear diagram

After Telopea Park school opened in 1923 the FCC closed schools at Acton, Ainslie and Narrabundah, making bus transport essential. From the winter of 1925 a school bus service ran from Hostel No.1 [the Hotel Canberra from 1927] and in the summer of 1926 parents at Mount Stromlo settlement protested that the bus meant to transport the seven Telopea students broke down more often than not and six months later parents at the Cotter complained about the dilapidated Graham Dodge 'char-a-bancs' servicing the route.

The first public omnibus transportation in Canberra began in 1925 when Mrs H Barton started a service between Canberra and Queanbeyan. Other than taxi services, and the train from Sydney, private transportation was dominated by the horse over gravel streets.

On the 19th of July 1926 the Federal Capital Commission (FCC) started a limited public city omnibus service using a second hand omnibus. The transport section was responsible at this time for transporting daily 350 workmen, 130 staff members, and between 300 and 350 school children. The section was 'also employed in connection with social service activities & during the next few weeks a City Bus Service will be operating throughout the day and the evening, thus affording a much needed convenience to the increased population of the Territory'.

There were at this time two public bus routes in Canberra with a small three-space bus-parking depot constructed at Corroboree Park, Ainslie, at the end of one bus route.

In August 1926, a bus service was introduced and over the following year approximately 246,000 passengers were carried. Four additional omnibuses had been added to the public bus service.

Within the FCC Annual Report of 1926 the *Report of the Architect's Department* stated amongst the buildings it had designed the '*Eastlake Garage*—A large brick garage to accommodate 13 cars and 23 lorries is being erected opposite the Power House, by the Building Construction Department'.

The *Eastlake Garage*, the original Transport Depot, was designed by the Architect's Department in 1926 and was constructed in 1927, as was the railway station for the Queanbeyan-Canberra railway line, making this precinct the gateway to Canberra, with most travellers from Sydney arriving by train.

The building was constructed around a vehicle turning courtyard with brick external walls to all sides except along part of the north eastern façade that faced onto the railway lines and Molonglo River, and away from the Avenue. A continuous brick parapet concealed the skillion roofs that sloped inward to the unroofed vehicle turning area. The parapet stepped up in the centre of the north western and south eastern elevations.

The 'Garage at Kingston', plan number Ag 313, shows that it was designed to provide undercover shelter for 4 buses, 13 cars and 18 lorries. At the four corners of the depot were rooms used as storage, toilets and a mess room. At the main entry, on the north western side, were two centrally located offices. The fuel pumps were located in the northern half of the turning area.

The fifth 'Annual Report of the FCC, Year Ended 30th June 1929', reported on the provision of 'a complete city bus service'. It states that practically the whole of the government departments rely on the Transport Department for the transport of goods and passengers with cars used to meet the requirements of parliament (special duty cars) and commonwealth departments, and that the goods transport service conducted for all government purposes was by means of the vehicles from the depot.

The requirements for construction were maintained, including road material transported by the depot lorries. The report noted the addition of three 31 seat Daimler omnibuses bringing the total number of buses to 12. It noted that 761,000 passengers were carried including 110,500 school children and that this was running at a 'considerable annual loss'. There were 26 passenger cars including ministerial (chauffeured) cars. The number of employees was now 64 full time and 3 casual.

The transport requirements continued to expand into the 1930s and by the end of the Great Depression the depot required what was described by the, July 7 and July 9, 1936, Canberra Times, as considerable" extensions to the "Transport Depot". The extension consisted of a new lower level covered workshop to the east of the centre of the depot, designed in 1936 by the Commonwealth Department of Works Branch 5. It was constructed with a bolted steel trussed double gabled roof supported on steel columns. Freestanding brick walls were built along the railway line to separate the workshop from the line and to enclose unroofed yards at either end.

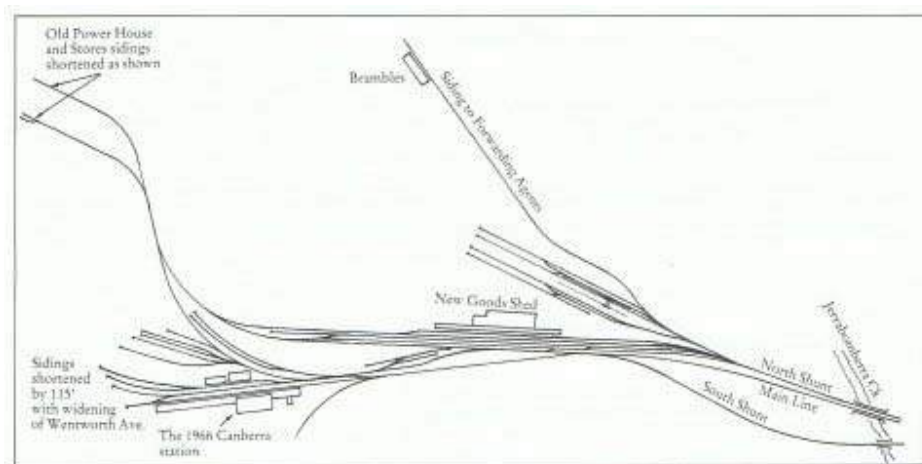
The vehicles, requiring maintenance, were driven into the workshop area at the lower level through new roller shutters located between the staggered freestanding brick walls. The new workshop housed the mechanics and provided a covered area for lubricating and general repair work. Five vehicle inspection pits were constructed in the central northeast section next to the original building, at the upper level, to allow the mechanics to work on the underside of the vehicles from the new lower level workshop. Offices were located on the opposite side of the building and in the southern corner.

Canberra Times articles reported that 'The additions have been necessitated by the growing demand of transport services, and, by the desirability of co-ordinating the various repair departments in one unit. The present repair shop will be transferred from the engineering and fitting department to the new building when completed', and that 'provision will be made for staff recreation room, repair pits, store rooms, offices, fitting shop and garages for housing of trucks and buses'.

The department had determined that major improvements were necessary by the late 1930s. A number of their administrative staff were to be located at the depot and there was a need for basic protection of the workforce and vehicles from the elements, including provision of an environment that was conducive to keeping the large number of vehicles clean.

For this purpose, the fully welded rigid portal frame and roof over the existing main structure and its south eastern extension was designed by the Department of Works for the Department of the Interior, Canberra, in January 1940.

The 1927 railway station served until 1966 when a new building was constructed.



Walter Shellshear diagram

At the time the depot was closed in 1992 there were 168 bus drivers and an additional 81 car drivers working out of the Kingston Transport Depot.

The building development runs parallel with the development of government transport in Canberra, both public transport and commonwealth cars, from its very beginning in the 1920s, continuing as the only workshop for Government buses, trucks and cars for most of its existence.

### Steel portal frame

In the early days of steel framed industrial buildings, the economic solution was a column-and truss configuration. However, since truss fabrication is inherently labour intensive, rising labour costs have now made this system less economical.

In response to the need for a roofed structure at the former Transport Depot, Kingston, the Civil Engineering Section of the Commonwealth Department of Interior Works Branch designed the fully welded rigid joint steel portal frame over the circulation area in early 1940, using an exceptionally high degree of creative and technical skill.

The use of a steel fully welded rigid portal frame as the structure to support the roof was innovative at that time not only in Australia but also in the world generally. Prior to WWII, in Australia, only two fully welded steel structures appear to have been built. These were bridges in Tasmania, not portal frames.

Internationally this structural system was still in its exploratory stage as evidenced in two reports in the *Commonwealth Engineer Journal*. The first, September 1, 1941, p42, titled 'Welding and the War' reported on an address to the Institute of Welding, in London, by Dr H J Gough, Director of Scientific Research at the Ministry of Supply, who reviewed the progress of welding in industry. The report stated 'Dr Gough did well to mention a branch of research which does not appear to have received the official attention that its present importance warrants. This research comprises investigations into the strength and behaviour of steel frame-work with rigid joints. It has now been shown that the load carrying capacity of such rigid steel frames exceeds that of a similar structure with flexible joints by as much as 30%'.

The other report, March 1, 1943, p187 titled 'Welded Frames Cut Cost and Save Steel' reported on an article in the *USA Engineering News-Record*, November 1942; 'Twenty percent saving using welded rigid frame design and other economies accrue because the shop fabrication and field costs are much lower than on the conventional truss design'. The photograph accompanying the report showed new storage and shipping facilities for the Commercial Book-binding Company, Cleveland, Ohio, constructed using fully welded rigid frames with spans of 33' (this was a simple beam structure not a rigid portal frame).



The article continued; “In addition to the important savings in steel, the use of welded rigid frames eliminates...lateral bracing, and knee-braces,...and is easy to clean and paint”.

Miles Lewis (n.d., <http://mileslewis.net>) further reports that ‘in about 1936 W D Chapman wrote of the potential use of rigid welded joints for Vierendeel trusses, and one gathers that there were as yet no examples in Australia’. Chapman continues on to state that ‘open web joists became increasingly common after World War II, and began to be produced in standard sizes for uses such as industrial buildings and garages’.

It is also believed that a portal frame of the width demonstrated the former Transport Depot, Kingston, even if bolted and not welded, would have been very rare in Australia before WWII because engineers at that time did not fully understand the dynamics of a portal frame.

The depot’s portal frame knee fabrication and the column base pin joint detail would most probably have been shop welded and possibly transported to site using the rail system, which passed directly next to the depot. The spliced joints at the ridge, rafter to haunch and haunch to column would have been site welded.

From about the mid 1950s to the 1990s the rigid portal frame was often the most economical structural solution in spans between 15 metres and 45 metres. Although the portal frame may require a greater mass of steel than the equivalent column-and-truss structure, the savings in the cost of fabrication and erection due to the relative simplicity of the work nearly always make it the optimum system. Almost all portal frame structures built in Australia are custom designed and manufactured.

A rigid portal frame is generally designed to span the full width of the structure requiring no additional internal supports. For spans over 20 metres haunching of the rafters near the columns is usually required.

Each rigid frame consists of a rafter in two segments and two columns with the maximum depth of the section occurring at each haunch.

In a typical portal frame designed in recent times the major connection at the knee joint is designed with haunches fabricated from cut universal beams spliced to the columns using either splice plates shop welded to the ends of the haunch and connected to the column using high strength bolts, rather than site welding, or shop welded haunch joints and bolted rafter splices beyond the haunch zone.

Site welding is generally avoided since it is more economical to bolt connections on site rather than to weld. With large steel framed buildings, however, the cost of welding may be spread over many connections and may be considered as an economical solution.

The base connection is generally designed as a pin joint and is usually connected using only commercial bolts.

Computers are now used to carry out the complex analysis and determination of section sizes for a rigid frame structure. Stiffness analysis programs have been developed in the past 50 years to alleviate the complex calculations required for steel portal frame design. Before the advent of the computer, engineers often used formulae produced by Professor Kleinlogel to calculate moments, shears and support reactions for specific load cases.

Fillet welding of large structural steel frames was a new procedure before the 1950s in Australia. The process requires minimum edge preparation and probably would have been done on the depot site using manual metal arc welding.

### **Description**

The Kingston Transport Depot is located in the Kingston Foreshore area, on Wentworth Avenue, which was a relatively large, and Canberra’s first, industrial site dating from around 1915.

The location of the depot in the industrial area provided a convenient point of departure: close to two main shopping areas, Kingston and Manuka; close to the railway siding for materials and goods; the railway station; other industrial infrastructure, and on a major road that connected Canberra to Queanbeyan.

The depot building is not set parallel with Wentworth Avenue (formerly Interlake Avenue). The siting of nearly all the buildings on the industrial site was related to the two sets of railway tracks that extended through the site rather than the avenue.

The depot generally comprises two large joined sheds with some internal bricked rooms and an attached single storey brick office complex. These structures were designed and constructed over a period of about fifty years.

Directly behind this office area is the main turning and parking area of the depot, referred to on the 1940 drawing as the 'Garage'. Most of the doors that were present when the depot was in use appear to have been closed off. The 1940 plan shows the main entry leading directly through into the garage. There were also several other secondary entries from the front office and staff areas. The vehicle entries are to the northwest and the southeast via large roller shutters.

The footprint of the garage is based on the overall floor area of the original 1926 building with the addition of 9.75 metres to the south. The entry, from the northwest, opens into a large portal framed space.

The main garage level is constructed from a fully welded rigid portal frame. Generally this space is about 85 metres long. The engineering drawings show that the end portals have a span of approximately 31 metres and the typical portal spans 29.7 metres. The central portal spans approximately 35.5 metres.

The typical portal frame is constructed from 600x200 mm I sections with the shaped knee and the shaped pin joint base of the column fabricated from welded plate. The central portal has slightly smaller rafters with 820x360mm columns fabricated from welded plate.

The base of the central column differs from the typical column in that it has not been fabricated as a pin joint but appears to be designed as a moment joint. The roof purlins are I sections fully welded to the rafters. The roof is clad in corrugated fibre cement sheet and skylights extend along both sides of the roof. There are various pipes and heating appliances attached to the frame. This part of the building structure is well maintained and is in good condition.

The integrity of the fully welded portal frame is intact.

## References

Carnall, J and the Australian Institute of Architects (ACT Chapter), 2010, 'Heritage Nomination of Kingston Bus Depot (Kingston Transport Depot), Wentworth Avenue, Kingston, ACT'.

Lewis, M., n.d., 'Australian Building: A Cultural Investigation. Section Eight: Metals'  
<http://mileslewis.net/australian-building/> Date accessed: 9 June 2010

Reid, P., 2002, *Canberra Following Griffin*, National Archives of Australia, Canberra.

Shellshear, Walter 'Railways' in *Canberra's Engineering Heritage*

---

## NON-STATUTORY BACKGROUND INFORMATION

The following information is taken *verbatim* from the nomination by the RAIA.

### Oral histories and social value

#### **John Harold Benson & Recollections of Val Emerton, John's daughter.**

John (Jack) Benson was first employed as a fitter at the Electrical Workshop when he moved from Sydney to Canberra in 1926. He married Agnes Prowse in 1928 at the newly constructed Ainslie Methodist Church.

Jack was a keen photographer recording much of the social and working life associated with the early years of the depot and Kingston, some of these have been incorporated in this document. Benson's value to the early years of the depot's functioning can be appreciated when reading the *Memorandum* (reference) written by C E F Roach, Transport Officer in 1936. John Benson had transferred to the Transport Section in 1932 where he "built up the necessary equipment and instruments" to maintain "ninety-eight (98) vehicles in Transport, Governor General's fleet, Post Office fleet, Police fleet and electrical appliances connected with the mechanical plant".

Benson also taught the apprentices "the electrical side of the trade". Roach's point of view was that since Benson had "grown with the fleet and is fully conversant with the past and present history of same" that he was not supporting Benson moving to another section but rather requesting that Benson gain a wage increase to match that of the proposed other position. Roach goes on to conclude; "A great deal of the satisfactory performance of the Government Fleet and mechanical plant's performance is due to Benson's work". Following are Val's recollections of the people and events she holds close to her in association with the depot. It begins with her description of the physical conditions at the time of her early childhood in her short story titled "The Swing under the Pine Trees".

"There were no roads (bitumen) and nice green lawns around Canberra then, it was a dusty bare paddock where the winds whipped up the dry grass and dirt until it rained, and then there was a great old muddy mess that father and the boys tramped into the house."

The transport depot was the centre of operations and maintenance for all government vehicles, cars, buses and trucks. She has kept a record of the Canberra Times article of July 22, 1927, that reported "The bus services of Canberra are in the melting pot. Within the next few weeks, suburbs will be occupied by civil servants and the rapid expansion and alteration of the public needs in city transport have necessitated an entirely new bus system".

At the same time as the bus fleet was expanding the government was building up a collection of official cars and much-needed trucks.

Mr Gargett was the first senior Transport Officer; later Mr C E Roach took over and was responsible for many innovations to the new building. Other early transport officers were Harry Knight, who was second in charge, Jack Traynor, Eugene Desmet, and Harold Strachan, Alf Milton, Milton Purcell, Alf Barber, George Edwards, Perce Jolley, Alf Stafford and Ken Dinnerville. One of the original workers at the depot was Jack Saunders, who came to Canberra in 1925 when he became the chauffeur to Sir John Butters, Chief Commissioner of the FCC. He worked in this position until the Commission was disbanded in 1930 when Saunders became the first Leading Hand of the Transport Department.

Jack Saunders and his family lived in one of the three houses built behind the Power House, and were provided with a rare facility in those days, a phone. The phone, No 57, was part of the job, to take messages for parliamentarians wanting a car or other transport arrangements. Jack Saunders' daughter, Jene, was one of the first three women bus conductors during WWII. She joined in 1941, and worked

shifts either during day or night for two and a half years. (Refer later Jack Saunders & Jene Baker). Val remembers these women as ground breakers, knowing that they could work along side men.

Jack Traynor joined the Transport Department as one of the first three bus drivers and worked there until he retired in 1953. He went from being a bus driver to traffic inspector and during WWII was put in charge of all the drivers and conductors. He once drove an old grey ambulance to pick up a politician, Sir George Pearce, at the railway station.

Harold Strachan also drove the ambulance before he was made Leading Hand. Harold had a long career in the Transport Department and was presented to the Queen in 1954 in appreciation of his work in organizing the cars for several royal tours.

Ken Dinnerville was working at the Fitters' and Turners' shop near the Powerhouse when Mr Roach began to set up his own fitters shop at the depot. He took the young Ken Dinnerville out to Duntroon when the RMC had relocated to Sydney during the Depression years, and here Ken managed to find some very acceptable machinery which had been left behind; including a lathe.

The new fire/ambulance station was opened in 1923 behind the Power House, a series of temporary galvanized sheds clustered around a workshop where all government vehicles were maintained.

In 1926 a Social Services Association had been established by the FCC, which amongst other things arranged for the construction of playgrounds for children, sporting and other facilities for adults in the new suburbs. Materials were provided and labour was voluntary. Besides the hall the Association also constructed a pavilion and two tennis courts; the beginnings of the Eastlake Tennis Club. It was a close-knit community which helped one another; besides which you knew just about everybody in town – and usually met them all on Saturday mornings at the Kingston shops. Some of us are still living in Canberra and remain friends today.

Women's services were another facility provided by the Social Service Association and the first Mothercraft Centre was opened in 1927. Mothers living on the north side often pushed their prams all the way to Eastlake on the dusty roads to seek advice from the local sister. The church hall (St Paul's galvanized hall), playgrounds, tennis courts and the Mothercraft Centre were all provided by the Social Services Association and built by voluntary labour...they were the start of a vibrant community which moulded the present suburb of Kingston.

The Trades and Labour Day picnics were held at the Cotter River starting in the 1930s with depot buses taking women and children while the preferred transport was on the back of the depot lorries.

#### **Keith Carnall & Recollections of Eddie Carnall; two generation that worked at the depot.**

Keith Carnall joined the Transport Section of the Department of the Interior as a clerk in the workshop in April 1939. He was responsible for instigating improvements to the welfare of the workforce at the depot with the formation of the Transport Section Canberra Benefit Fund (known as the 'Sick Fund') to assist the transport workers. At the beginning, in 1939, the subscription was 2/- per pay. The object of the fund was to assist members during loss of work through sickness or accident not covered by sick leave or later the Workers Compensation Act.

A funeral benefit of £75 was also paid; this was later increased to £125. So that benefits could be managed equitably the administration of the fund required the recording of names, commencement dates and addresses of all of the car drivers, bus drivers, conductors, lorry drivers, cleaners, bus supervisors, leading hands, mechanics, panel beaters, and other ancillary workers such as carpenters, vulcanisers, spray painters, etc. This record also assisted in determining seniority for promotion. Over the years many members obtained benefits from this fund. These records are retained as part of the clubs memorabilia.

Keith was a member of the Transport Rugby Club known as the 'Frothblowers', they were the dominant team in the Inter-Departmental Competition. Refer Plate 19. Keith played many sports in depot teams,

organising many of the competitions. The depot workers competed in sports, winning the following trophies; Grand Final Runners up, 1969 VIP Squash; Premiers, 1970, 10 Pin VIP League Div 1; Transport Engineer Social Club 1977 Dart Comp. to Graham Nelson; as well as others for Pool and the Fun Run. Keith also was involved in founding baseball in the ACT; in cricket he scored the first century at Manuka Oval in 1931, including hitting a six.

In 1939 Keith began a collection for the NSW Royal Deaf and Blind Society Children with a donation from members who wanted to contribute of 2/- per pay. This resulted in large amounts being donated and as a result the depot and Keith Carnall were honoured with Life Membership in 1960. The certificates are retained and displayed as part of the Retired ACT Transport Employees Club memorabilia.

Eddie started at the depot in 1955 as a conductor and soon took over the position of treasurer of the Fund from his father. In 1969 the fund purchased 3 units at Bateman's Bay for \$12,000 as convalescent homes which are now managed by the ACT Transport Institute Incorporated. He remembers the role the buses played in the opening of the Tumut hydroelectric power plants with great pride.

The Inter Government Department Ten Pin Bowling League was begun in 1968. The Transport Section had 6 teams and won nine straight challenges. They were presented with the trophy at the completion of the league. A report in the Canberra Times picturing Eddie's winning team being presented with the trophy by Mr Jim Fraser MP noted that the Canberra VIP League "is the largest sanctioned four player team competition in the world. A total of 48 teams competed for a \$500 trophy."

Both Keith, who was employed at the depot from 1939-66, and Eddie, from 1955-84, along with Perc Luton, from 1930-77, Steve Taylor, from 1940-71, and Don O'Reilly, from 1948-77, have donated their Retirement Plaques for permanent display at the Retired ACT Transport Employees Club. Eddie's wife Jean, on behalf of the Club, nominated the depot to the ACT Heritage Places Register in 2001.

#### **Jack Traynor & Recollections of Peter Traynor, Jack's son.**

Jack Traynor was one of the first three bus drivers at the depot, he then became a Traffic Inspector, and later was in charge of all the driver's and conductor's rosters; compiling the timetables. Jack and his wife Kathleen lived in Kingston. Peter Traynor, their youngest son, was born in Queanbeyan in 1927, and the family were long time residents of Kingston.

The following are Peter's recollections of the people and events he holds close to him in association with the depot. Jack Saunders and Eugene De Smet were some of the first men at the depot. The Saunders and Harris families lived at the back of the Powerhouse in two of the three weatherboard houses along the Molonglo River. The Lomax family lived in the other house; Mr Lomax was the fireman.

The first boss at the depot was Stan Gargett who was succeeded by Mr C E 'Cocky' Roach in 1932. Roach remained until the 1950s when he retired at the same time as Peter's father. Jack Rooney was a driver there for seven years before his death in 1932. Peter's father's other work mates were Perc Tucker, Bill Sykes, Dicky Dunn, George Edwards, Alf Milton, Ben Kelly and Herb Williams.

Bean buses, used up until the mid 1930s were chunky with no style whereas the new buses purchased in 1936 were beige coloured with a yellow band and carried many more passengers.

The most patronaged bus route was No.1 Kingston to Civic via Manuka, Arthur Circle, Melbourne Avenue, the Lodge, Westlake and Hotel Canberra. Route 2 travelled from Kingston to Civic via Manuka, Wellington Hotel, Brassey House, Kurrajong, Parliament House East and West Block, and Hotel Canberra. Both routes were often combined. In the early 1940s the fares were 1 penny to Kurrajong and 4 pence to Civic. The bus that drove the Cotter route seated only 20 passengers due to special passenger requirements.

During the WWII years women were employed as conductors, replacing the enlisting men. Their names were Mollie Malone, Jean O'Reilly, Jean Saunders and Maud Corrigan. There were also special buses



provided for social functions. Buses left Albert Hall at 11pm after balls held by various churches as well as the Masons; similarly there were special buses for the Capital and Civic picture theatres, and during the day for school functions.

The depot phone was extended to the Traynor home so that his father could be contacted if there were any out of hours problems. The first ambulance service now operated out of the depot up until it was transferred to Forrest Fire Station. There was great mirth amongst the depot staff on one occasion in the early 1930s when Sir George Pearce MP was not amused at being picked up from the railway station in the ambulance.

His brother John was a mechanic at the depot and worked in the lower section that was built in the mid 1930's. Other mechanics, who did their apprenticeships there and stayed on as his brothers work mates, were Bill Winter, Arthur Smith, Riley Swan and Ken Dinnerville.

Peter remembers his father's large timetable sheets, about 400 x 600mm, hanging in the depot. Traynor is sure that many people who worked at the depot would be turning in their graves and if alive be devastated at the proposed destruction of a dear wonderful landmark which formed part of Canberra's history and memories', including Cocky Roach (manager), Bill Knight (2nd in charge), Jack Traynor (traffic officer), Cec Harris, Harold Strachan, Alf Mildon, Eugene de Smet, Bill Sykes, George Edwards, to name a few.

#### **Recollections of Reg Walters**

Walters started at the depot in 1963 as a Commonwealth Car Driver and remembers with pride Billy Beadman's achievements (refer below). He also holds bus drivers Harry Cooper and Bill Samious in high regard for their work in establishing the Transport Credit Union in the late 1960s at the depot. The Credit Union proved popular with the members where a maximum of \$300 could be borrowed. This was most needed during periods when members were on strike.

Repayment terms were negotiable for members in financial difficulties. The credit union became so successful that it relocated to Green Square in Kingston shops and a permanent manager was employed with both Samious and Cooper remaining as board members. The Transport Credit Union later became the Service One Credit Union.

#### **Horace Luton, Bill Convine, Harold Covine & Recollections of Dion Convine**

Dion Convine's family has been involved with the Kingston Bus Depot since at least 1938. Horace Luton, Convine's father-in-law, commenced work from the depot as a Conductor in 1938. He then worked as an Interstate Car Driver over the years and as a Supervisor on the Cars. Luton once drove the Duke of Gloucester to the ship in Sydney on the Duke's return trip from Australia. He also drove many politicians. Luton continued working at depot until his death in 1979.

Dion started at the depot in 1965 as a bus driver after leaving the Public Service. His training and first shift was from the depot. In the early 1970's there were only two depots operating, Kingston and Ainslie, until Woden and Belconnen became operational depots. He recalls helping with the social club that was set up for the benefit of the employees (refer W Redman & the Transport Social Club below). In 1972, still at Kingston, he became an Acting Leading Hand and in 1973 a Bus Inspector covering buses all over Canberra. In 1975 he became a Supervisor Grade 3 and then in 1977 the Depot Master of Kingston. In 1978 he initiated the formation of the Transport Employees Institute, an organization set up to look after members, socially as well as helping them in hard times.

Whilst Regional Manager of North/South Canberra in 1980 he obtained, through the Institute, funding to set up Gymsnasiums in all bus depots for the physical health of employees. Because office space became vacant in the Kingston Depot, he located the equipment in that area as well as also a room for social events; these were happy times.

In 1988 he set up and opened the Tuggeranong Bus Depot, then, in 1990 he was requested from head office to return to Kingston and close the original depot. He was not happy about closing the depot as it held many happy memories of both family and friends. He remained there until 1991 retiring after 26 years in the industry. The depot finally closed in 1992.

All apprentices were train in the early days at the depot. His brother, Bill Convine, commenced there in 1941/42 as an apprentice in the Work Shop and later trained as a motor mechanic. Bill also organized many different events for the benefit of the workers, both social and sporting, during his time at the depot. During Bill's time there, in the 40/50's, the number of staff in the workshop was 80 with a ratio of between 8-10 apprentices at any one time. The unions operating in the depot were the AFC, AEU, TWU, 4th Division Officers and ACOA, with the TWU covering all drivers.

His other brother Harold commenced as a Bus Conductor in 1948. During his time at the depot Harold also drove trucks, cars and buses until he retired. There were many socials and kids Christmas parties held at the depot bringing together families of the employees.

**Alfred Barber & Recollections of Babette Scougall, Alfred's daughter.**

Alfred Barber worked at the depot from about 1926 until his retirement in 1964, except for a short period when he worked as a courier for the Department of Foreign Affairs. From about 1940 to 1950 Alfred was a Commonwealth car driver, spending much time interstate often away sometimes for weeks at a time, especially during the War years.

He was an ex-serviceman from London who had been gassed in France during WW1 and who emigrated to Australia in 1923 hoping that a hot dry climate would help him to recover his health. As he had received training as a bus driver on demobilisation in London, he applied for a position with the Transport Section when it was first established. He was married in 1929 at St Columba's Church, Braddon, and was allocated a house in Gosse Street, Kingston, where many of his neighbours were depot workers, ambulance officers and firemen. A close bond developed among these families and this bond has continued over the years. He later moved to Howitt Street in Kingston where a number of Transport families also lived, including Albert Morris, Milton Purcell and Harold Strachan.

The following are Babette's recollections of the people and events she holds close to her in association with the depot.

The buses were absolutely essential to the everyday life of the scattered community of the new Federal Capitol. This was when few people had cars of their own. It enabled people to get to their work places (both private enterprise and the public service); children to school; to go shopping; keep dental and medical appointments, etc. Special buses were made available for people to attend funeral services (for everyone, not just note-worthies), sport and recreational activities, attend 'official' functions like Bert Hinkler's and Kingsford-Smith's landings in the 1920s, later war memorial services and other activities. Taking members of the community out to the Cotter for the annual Trades and Labour Council's picnics are memories most in the community at that time recall with great fondness. On those occasions, buses transported the elderly and women with babies and small children; family groups went on the back of trucks; their vehicle of choice, and government ministers were taken there in cars. One Canberra Times article mentioning that about 6000 participated. Few members of the public would've been able to get themselves out there if not for the vehicles from the depot.

The city of Canberra could not have been built without the use of vehicles from the depot. In the very earliest days, horses and carts (with forges), steam rollers and trucks and machines of all kinds, and the people who manned and maintained them, were all part of our transport history. As Canberra's climate was so dry and very few roads were surfaced back then, water carts had to be sent out to keep the dust down in order to make living conditions easier for everyone in the community. Photographs of bus drivers and conductors of the 1920s and 30s show them wearing grey dust coats. Roads in and out of Canberra were very poor and consequently most material needed to build Canberra came by rail. Government trucks were used to convey the material from the railway station to the various sites.

Going to school by bus is a memory of every child who grew up in Canberra, and also Mr Jack Wright, one of the bus inspectors. Special buses were sent out from the depot to bring in children from outlying rural areas. An example of this was Lyneham High School which in the 1970s had a course in agriculture designed especially for children from rural areas. They came in by bus. She remembers another special bus service for the children who lived in the southernmost corner of the A.C.T. The driver, Mr Piper, stayed overnight at Shannon's Flat Sunday to Thursday, so that he would be able to pick up the children early in the morning and get them to their schools on time. At 3.30pm he would pick them up and take them back home.

During WWII Babette's father, Alfred, was temporarily blinded when a gas-producer blew up near him at the depot. The gas was produced from charcoal. There were at least two places where charcoal was made: the kilns near the old Kowen school site, and at Uriarra near Blue Range Hut where the Italian prisoners of war were interned. By installing gas-producers to their vehicles, the depot was able to provide important ministerial transport during the War at a time of petrol restrictions.

There were early links with the whistle at the Powerhouse. Conductors had to 'punch the bundy' in three places to show that their buses were running on time. The first place was at the corner of Wentworth Avenue and Giles Street, the second was at the Acton Offices and the third at the terminus in Ainslie. The bundy was a metal box, about 3 feet high, that had a clock near the top with a brass plate under which the conductor had to push aside to key in the bus's time of arrival at the three stops. The time for both the Powerhouse whistle and bus had to be the same. The conductors collected tickets and small change, and returned the tickets and money at the end of the run in the front office along Wentworth Avenue.

The strong sense of community which developed back in the early days of Kingston remains with us today whenever old Kingston families meet, even though some of them have moved to other places. This sense of community, with everyone knowing everyone and working together for a cause, was made stronger by the children playing and going to school together; it made Kingston an exciting place to live. It was the working hub of the new, developing 'Bush Capital'. Everything came through it, both goods and people. People living in other suburbs turned to it for help of every kind. Little that's at the Kingston Foreshores now acknowledges or reflects this early history. The Powerhouse building, devoid of the railway lines or anything else to connect it to its past, and the empty Fitters Shop nearby, are not enough. The depot, however, still conveys some of that feeling. This is where people still come to the Markets. They enjoy visiting the old building. Without the building the sense of belonging to Canberra's early history will be lost and the past will be removed. What is important is that the history of old Eastlake be respected. So much of the past has already been removed. If the depot also goes, then not enough representing Kingston's early years will be there and so more of the community's local history will be gone. This should not be allowed to happen.

### **Recollections of Frank Dunshea**

Frank was employed as an electrical fitter in the Electrical Workshop, adjacent to the depot, in the 1940-50s. He believes his experiences were typical of employees of other branches of the Department of the Interior and other departments that used vehicles supplied by the Transport Section; including the Fitters Workshop, plumbers, painters, builders, roads and bridges, water and sewerage, fire brigade, ambulance, police, forestry and bush fire and several other services. The vehicles supplied to the Electrical Workshop were mostly pre-war vintage and had already seen a lot of usage consequently they required a lot of servicing and repairs to keep them on the road. Frank considers that the mechanics at the depot carried out this task well and had to improvise due to the unavailability of spare parts.

On occasions much time was spent trying to persuade the Leading Hand Mechanic on duty at the reception room (in the northwest corner) to supply them with a replacement vehicle for one that was in for repair. Bert Robinson, Harry Obrien, Bill Wintle and Jack Delaney are a few of the men he remembers dealing with. They always tried to help and provided another vehicle. Frank strongly believes that much of the early development of Canberra would have been delayed without the efforts of the Transport

Workshop staff. Many of these men later became successful in the private motor trade business in Canberra.

Frank points to the example of Jack Benson when highlighting the ingenuity of the men at the depot. Jack, an auto electrician in the depot workshop, built his own three wheeled, two seat electric vehicle with a small covered tray for batteries that looked like a small utility truck. He drove to it to and from work and could be seen driving it around Canberra for many years.

### **Recollections of Jules (Smokey) De Smet**

Jules began work at the depot as an interstate driver in 1939, retiring in 1987, although the Canberra Times, August 13, 1987, stated he began as a conductor, and then became a bus driver. He drove John Curtin's staff to the opening of the Australian War Memorial in one of the special purpose vehicles. He joined the army soon after the war began, and in 1948 returned to the depot driving buses at first and then special purpose cars which later became the Commonwealth car Fleet. He was the driver for prominent politicians that included Dr Evatt, Ben Chifley, Billy Hughes, Sir Arthur Fadden, Harold Holt, Gough Whitlam, Sir William McMahon and Al Grassby.

### **William Beadman**

Beadman's family moved to Canberra from Araluen in 1927 and lived at the Causeway when he was nine years old. He attended Telopea Park School and in 1934 he started work at the depot as a bus driver. Before the War he drove the school bus route to and from the Cotter; which including delivering grocers. The condition of the gravel roads and the distance he needed to travel made it necessary for him to stay overnight in a hut near the Cotter to make an early start picking up the school children. He enlisted in the Army in 1941 and returning from New Guinea he married Gloria Cameron in 1947, who worked at the Kingston pharmacy. In the 1960s, while driving his bus across King's Avenue Bridge he rescued a drowning man from Lake Burley Griffin and for this act was awarded the British Empire Medal for gallantry. He was appointed to the Commonwealth Car Fleet; parliamentarians he drove for included Doc Evatt, Doug Anthony and Gough Whitlam. After the Whitlam dismissal he was in attendance at the 'party' held by the dismissed Prime Minister at the Lodge. Beadman was also an accomplished cricketer playing at a young age with his older work mates in the local competition and a champion snooker and billiards player. He won 25 consecutive ACT Billiards Championships, winning 32 titles in all. At his peak he defeated Sir Walter Lindrum and Eddie Charlton, both world champions in their time. He was inducted into the ACT Sports Hall of Fame in 1999. Beadman's colleagues hold him in high esteem as a work mate and also consider him one of their finest. He had served in the War, chauffeured Prime Ministers and was a sporting champion in a government department where sport was a chief social leisure interest. He retired in 1978 and died in 2001.

### **John (Jack) Saunders & Jene Baker**

Saunders came to Australia from England and first came to Canberra in 1914 to work as a groomsmen to General Bridges at Duntroon Military College. He moved back to Sydney to work as a fireman in 1915, to England for a short period, then Armidale in northern NSW. He finally settled back in Canberra in 1925 and became chauffeur to Sir John Butters, the FCC Chief Commissioner. When the FCC was replaced by the Department of the Interior Butters left Canberra and appointed Saunders to the Transport Section. There he became the first Leading Hand responsible for timetables and the general workings of the depot. In 1933 the Saunders family moved into one of the few weatherboard houses behind the Powerhouse next to the fire station. During a period in the depression he was only employed one week in three at the depot and had to find other work to support his family. The two Saunders boys were killed in the WWII and the Korean War, and Jack died in 1954 just one year after the death of his youngest son.

Jene Baker, ne Saunders, was nine when her family moved back to Canberra, the eldest of four children. She watched the opening of the Old Parliament House where her father was chauffeuring Sir John Butters. At 16, in the depression, she left school to look after the family as her mother became ill and was sent to hospital in Sydney. On her mother's return she worked at various jobs and in 1938 married Jack Baker, a fireman and ambulance office living at the newly built Forrest Fire Station houses. When he enlisted she

had to move from the fire station houses since her husband, on enlisting, was no longer considered a fireman. As mentioned above, due to the labour shortage as a result of the War, the Department advertised for female bus conductors. Her brother had enlisted and her father being employed at the depot made her eligible and she applied for the position. In 1941 she and three other women became the first female bus conductors in Canberra. Jene worked a double shift on Saturdays enabling her to earn £8 10/-. She worked as one of the 'Clippies' for 2½ years with a one-week night shift and then a one-week day shift, and for most of the time she had Steve Taylor as her driver. Due to petrol rationing the buses were mostly full with the busiest time on Saturday mornings between Kingston and Civic. After the War her husband rejoined the fire brigade and they moved back into the Forrest Fire Station housing.

#### **W Redman & the Transport Social Club**

Redman began work at the depot in 1950 as a bus driver. He was instrumental in forming the Transport Social Club in October, 1950. The object of the club were to foster a spirit of friendship and goodwill amongst its members by arranging social and recreational activities for members and their families; to encourage competitions with other similar organisations, and to arrange for testimonials to members and donations to charities. Membership was open to all transport employees during their time of employment at an annual subscription of 10/-. Christmas parties were organised with the social club providing children's presents, food and drinks. Apart from lunch time activities the social activities included golf days, cricket matches, fun runs, tennis and football. Later a gym was installed at the depot. At testimonials a plaque would be presented in appreciation which included their period of employment.

#### **Retired ACT Transport Employees Club**

The Retired ACT Transport Employees Club is an association of people who worked at the depot including conductors, drivers, inspectors and the earliest apprentices who started work their in the 1930s. The association held monthly meetings in one of the depots original storerooms located in the western corner. This office area was also the home of the depot's WWII Honour Roll, which originally had pride of place in the entry lobby of the 1940 single storey addition along Wentworth Avenue. These facilities were not made available once the ACT Land Development Agency took over the premises and the Honour Board is now kept at the club meeting hall in Campbell.

The Association has collected various items relating to the depot and the history of transport in Canberra with the intention that this is the beginning of the accumulation of heritage items to be displayed in a future transport museum inside the existing depot.

A short story titled *Ghosts of Kingston and the Old Bus Depot* written by Val Emerton concludes with the following passage which embodies the social significance of the depot to the community and the families of the people who worked there.

"The smell of grease and petrol, and the sound of men talking and laughing as they worked have long since gone. All evidence of the pin-up girl calendars and jokes on the walls, side by side with technical diagrams of buses, cars and trucks, and the paraphernalia of routes and shifts, times of parliamentary sittings, and the lists of materials and equipment to be ordered, has worn off, or been painted over.

There are men still around who, for many years, helped keep the wheels moving. As former bus, car and truck drivers, mechanics, fitters and office workers, walk in through those big roller doors facing onto the Power House, memories are revived of the strident noise of motors, footsteps on the concrete floors and the banter and laughter of the men.

Sad memories too of accidents, hardship, and the uncertainty of the war years. Now on Sundays the Old Bus Depot echoes to the happy sound of families wandering amongst a variety of stalls, and the old hangars smell of fresh cut flowers, hand crafted woodwork and all sorts of culinary delights, but for some, the ghosts still walk the concrete floors."

Based on the research and workshops undertaken the collective attachment to the depot for the defined community, which embodies meanings important to this defined community, is as the place where two or



more generations of people worked to provide: essential services to the Government of Australia and its departments; essential services to the local and district communities, and important transportation to help build early Canberra. The depot is the place where they formed social groups and recreational clubs, and had common social experiences, resulting in the depot representing strong symbolic qualities defining their community for over 50 years. There is a pride in this defined community in the knowledge that the depot performed essential community functions in Canberra's development leading to a special attachment by the defined community. There is a pride in the knowledge that the depot, from their perspective, was closely associated with events having a profound affect on the local community as well as nationally. This community's association with the depot for over 50 years until it closed and its strong social ties distinguishes this community and the depot from other communities and locations in Canberra. The depot is a symbolic place that connects the past with the present and provides a strong sense of connection to Canberra's transport services for those associated with this community.

---

## REFERENCES

Carnall, J and the Australian Institute of Architects (ACT Chapter), 2010, 'Heritage Nomination of Kingston Bus Depot (Kingston Transport Depot), Wentworth Avenue, Kingston, ACT'.

---

## SITE PLAN



The site boundary is indicated by red lines on the above plan – the eastern boundary includes the orientation of the building parallel to the railway siding and the western aligns with the block boundary on Wentworth Avenue. Northern and southern boundaries align with the former Transport Depot building footings.

## **Appendix C – 2010 Nomination Report**

**KINGSTON TRANSPORT DEPOT (DEPOT)  
WENTWORTH AVENUE KINGSTON ACT**

---

**NOMINATED BY: MRS J CARNALL & THE AUSTRALIAN INSTITUTE OF  
ARCHITECTS**

---

**STATUS OF PLACE AT DATE OF NOMINATION:**

None  
**ACT GOVERNMENT LAND**

---

**LOCATION OF PLACE:**

**Block 16 Section 8 KINGSTON**

---

**STATEMENT OF HERITAGE SIGNIFICANCE:**

This statement refers to the Heritage Significance of the place as required in s12 (d) of the *Heritage Act 2004*.

There are a number of primary heritage values of Kingston Transport Depot, these are: its social value to the Canberra community, particularly those people who worked there and their families; its historic value with the 20<sup>th</sup> century development phase of Canberra, and its demonstration of the technological innovation and creative achievement of both the engineering, with the use of the fully welded rigid portal frame, and Inter-War Functionalist style of architecture.

The defined community, those who worked in the depot and their families, value the building for its shared experiences and activities. They have a collective attachment to the Depot that embodies meanings important to them. They value the Depot as a reminder of significant events in Canberra's development and in their own lives. The local community recognises the Depot as forming a part of its traditions, its identity and its aspirations; giving meaning to their context.

The Kingston Transport Depot is important for its historic association with the development of Canberra from the 1920s to the 1970s explicating the sequence of history in the one location represented by an identifiable sequence of development and modifications. Its close association with the development of motor vehicular transport in Canberra for the public, government departmental (including construction activity) and parliamentarians is considerable. It reflects the decision made early in Canberra's history for the government to own and operate a public transport system based on buses and the growth of the public transport system that served it.

The Depot can provide information that will contribute to the cultural history of Canberra for research of social values and transport history.

The engineering and construction of the 1940-41 fully welded rigid portal frame exhibits creative design and demonstrates a high degree of technical achievement representing a new achievement for its time. It is the earliest notable example of a substantial fully welded portal

frame in Australia, and was advanced with respect to the international development of this technology.

The Depot office structure facing onto Wentworth Avenue demonstrates particularly well the characteristics of the Inter-War Functionalist style of architecture in an industrial building, which is rare in the ACT, and exhibits the design principles of that style. The progressive aspects of the style are seen here to good affect, with the three dimensional expression of the exterior being the result of asymmetrical massing of simple geometric shapes expressing functionality. With the passage of time many of Canberra's architecturally innovative buildings of this period and industrial buildings generally have been lost or have been significantly altered to their detriment. This gives greater significance to the Depot.

The single storey brick office extension was built when the Inter-War Functionalist Style was new in Australia. The use of parapets to conceal the roof combined with the stepped massing of the walls give the building considerable aesthetic value as a 'stream lined' element in the urban area it is set. The aesthetic qualities of the building can also be appreciated on closer inspection. The horizontal emphasis created by the rendered band at window head height and associated entry soffit, along with the metal window transoms and original entry doors and sidelights enhance the stream lined effect while the vertical embellishment of the brick chimney provides a contrasting motif. The sculptural quality of the façade is noteworthy, particularly the brick rounded corner that contrasts with the rectangular forms. It is believed to be Canberra's best industrial/commercial example of the Inter-War Functionalist style.

The architecture and engineering may contribute to the education of designers in their understanding of inter-war architectural styles and the development of engineering.

The Kingston Transport Depot is one of the last remnants of the early industrial/service complex at Kingston; the first intended permanent location for such uses in the development of Canberra. The Depot is accessible to the public and plays an important part, combining with the adjoining Powerhouse and Fitters Workshop, in augmenting the forecourt to the renewed Kingston foreshore industrial heritage precinct.

**PURSUANT TO s.10 OF THE HERITAGE ACT 2004, A PLACE OR OBJECT HAS HERITAGE SIGNIFICANCE IF IT SATISFIES ONE OR MORE OF THE FOLLOWING CRITERIA**

**(a) It demonstrates a high degree of technical or creative achievement (or both), by showing qualities of innovation, discovery, invention or an exceptionally fine level of application of existing techniques or approaches;**

The creativity of the engineers and architects at the Department of Works, Canberra, is apparent in the design of the fully welded rigid portal frame to roof over the existing main structure and its south eastern extension, and the attached single storey brick office building facing onto Wentworth Avenue, which were innovative when compared with other steel structures built in Australia and office buildings in Canberra.

The design of the fully welded rigid portal frame in 1940 represented a new structural system in Australia at the time and exemplifies the heritage theme of developing an Australian engineering and construction industry. It would appear that this is one of the earliest examples in the world of a fully welded rigid portal frame of any great size and is the first Australian example. The

design and construction of this structure demonstrates a very high degree of technical achievement by the government structural engineers representing a new achievement of its time. The innovative qualities of the steel frame can be reasoned from the two articles published in the *Commonwealth Engineer Journal*. The September 1, 1941, edition reported on research by Dr H J Gough, Director of Scientific Research at the Ministry of Supply, who had reviewed the progress of welding in industry and in particular research into the strength and behaviour of steel frame-work with rigid joints. The March 1, 1943, edition reported an article in the *USA Engineering News-Record*, November 1942 where research had shown important savings using welded rigid frame design.

The design of the single storey brick office in 1940 in the Inter-War Functionalist style represented a new architectural style in Australia at the time; a style that was free from historical influences emphasising clean lines and a 'streamline' aesthetic, fitting for the intended image and function of the Depot. The earliest notable industrial/commercial Australian examples built in the style date from the late 1930's (just prior to the design of the Depot extension), including the Sanitarium Health Food Factory, Warburton Victoria, 1937, by E Billson and the Automotive Engineering Building, Sydney Technical College, Ultimo, NSW, 1938, by E Rembert.

There is one other industrial example of the Inter-War Functionalist style in Canberra, that being the section of the Dairy Farmers Co-operative (Canberra Milk Building), Griffith, designed by Ken Oliphant in 1938, however, this building does not display as many of the style indicators that are specific to the Inter-War Functionalist style. It also has been altered and is rendered and not face brick. The large extension to the Dairy Farmers Co-operative that repeats the same style of architecture was designed and built in 1952 when the Post-War International style had supplanted the Inter-War Functionalist style.

There are some very good domestic examples of the Inter-War Functionalist style in Canberra including the house at 43 Melbourne Avenue, Forrest, 1935, and the Evans Crescent Precinct, Griffith, 1938-40, both by Moir & Sutherland, and the houses designed by the government architect Cuthbert Whitley in Braddon and Griffith, 1939.

The external architecture of the 1940 addition is a very good example of the new style. It is the best industrial/commercial example of this style in Canberra.

The design of the office incorporating asymmetrical massing of simple geometric shapes, where contrasting horizontal and vertical motifs are combined with an unadorned smooth surface of face brickwork was innovative at that time in Canberra and demonstrates a high degree of creative achievement.

The building is the only surviving complexes in Canberra of this style of architecture designed by the Department of Works.

The place meets this threshold for heritage listing in relation to this criterion.

**(b) It exhibits outstanding design or aesthetic qualities valued by the community or a cultural group;**

The aesthetic qualities of the exterior of the single storey brick office are considerable. The building constitutes an important example of the Inter-War Functionalist style of architecture, which is rare in the Canberra, and exhibits the design principles of that style. The three-dimensional expression of functionalist architecture is seen here to good effect with the exterior



being the result of asymmetrical massing of simple geometric shapes set along a main avenue. The low pitched roof concealed by parapets and the horizontal elements contrast with the vertical form of the chimney, combine with the brick rounded corner giving the office building considerable aesthetic value as effective forms in its urban setting. The aesthetic qualities of the building can also be appreciated when viewed up close. The horizontal emphasis created by the rendered band at window head height and associated original entry soffit, along with the metal window transoms and original entry doors and sidelights enhance the stream lined effect while the vertical embellishment of the brick chimney provides a contrasting motif. It is believed to be Canberra's best industrial/commercial example of the Inter-War Functionalist style and is notable for displaying the high design skill of the architects at the Department of Works.

Apart from the straightforwardly restorable accretions, including the painting of the façade, the office is remarkably intact externally. While neither the plain surface of the white painted brickwork nor the recently installed glass bricks are original they are both characteristic of the style.

The Depot is included in the Australian Institute of Architects ACT Chapter Register of Significant Twentieth-Century Architecture being valued by the architectural community as a very good example of the style of architecture.

The office can be compared with another Inter-War Functionalist style building in Canberra, the nearby Dairy Farmers Co-operative, Griffith, designed by Ken Oliphant in 1938, however, this building does not display as many of the style indicators that are specific to the Inter-War Functionalist style. It also has been altered and is rendered and not face brick. The large extension to the Dairy Farmers Co-operative that repeats the same style of architecture was designed and built in 1952 when the Post-War International style had supplanted the Inter-War Functionalist style

There are some very good domestic examples of the Inter-War Functionalist style in Canberra including the house at 43 Melbourne Avenue, Forrest, 1935, and the Evans Crescent Precinct, Griffith, 1938-40, both by Moir & Sutherland, and the houses designed by the government architect Cuthbert Whitley in Braddon and Griffith, 1939.

The fully welded rigid portal frame adds to the aesthetic effect with the particular profiling of the columns to match the design forces exhibiting outstanding design qualities valued by the architectural community. The integrity of the fully welded rigid portal frame is intact.

The place meets this threshold for heritage listing in relation to this criterion.

**(c) It is important as evidence of a distinctive way of life, taste, tradition, religion, land use, custom, process, design or function that is no longer practised, is in danger of being lost or is of exceptional interest;**

The Depot is particularly interesting as it demonstrates a distinctive way and function of life for an important long period of time in Canberra's history. This time encompasses the making of the Nation's capital and its early urban settlement under the control firstly of the Federal Capital Commission; then the Department of Home Affairs; then the Department of the Interior, and then the Department of the Capital Territory up until the time of great expansion under the National Capital Development Commission. The Depot embodies this as the specific building remaining in the industrial precinct with the uninterrupted transport service to Canberra and importance in numbers of people employed, up until the 1990s. While the culturally significant

and heritage listed Powerhouse physically dominates the precinct with its height, the primary period of service to Canberra was for a much briefer period, from 1915 to 1929, while the numbers employed there were relatively small.

The Depot is important as evidence of the provision and maintenance of public transport for Canberra at a time when the public, the newly developing government departments and Parliament relied almost exclusively for their transport requirements, moving people and goods, on vehicles from the Depot; a service including cars, buses and lorries. This all encompassing service was unique in Australia's urban development. The provision of supplying urban services and maintaining vehicles, including, buses, lorries, ambulance and fire engines provides evidence of the making of Canberra's early inner suburbs.

The Transport Credit Union and the Transport Social Club are important as evidence of organizing workers and work places through the setting up of these associations for the improvement of working conditions, coping with unemployment, financing homes and organizing recreation; both the playing and watching of organized sports teams made up from the workforce at the Depot.

The Depot is important as evidence of educating Canberra's tradesmen. Apprentices for workplace skills were trained entirely in the Depot in the early years prior to the first technical school being constructed nearby. Apprentices then attend the school one day a week with the remainder of the week training in the Depot.

The later formation of the Retired ACT Transport Employees Club in 1990 with its regular meetings, photo collection, memorabilia, uniforms, honour roll, etc is important as evidence of forming associations to preserve traditions and group memories. Memories that include the development of early Canberra, its transport infrastructure, nationally important events, natural disasters and hardships as well as the many social activities; retirement and its associated family responsibilities as well as the loss of workmates.

The design of the fully welded rigid portal frame is of exceptional interest in that its advanced technology reflected a departure from the normal bolted truss structural frame design of the time to a structurally more complex but more efficient and economical design. It demonstrates an important advance in building construction during and after WWII and is important as evidence of developing an engineering & construction industry. No other structures were built in Australia prior to WWII that incorporated a fully welded rigid steel portal frame.

The place meets this threshold for heritage listing in relation to this criterion.

**(d) It is highly valued by the community or a cultural group for reasons of strong or special religious, spiritual, cultural, educational or social associations;**

The community, particularly those who had direct association with the Depot, values highly the Depot for reasons of strong social associations and important community attachments developed from long years of employment, in some cases, over more than one generation. The Depot represents important community meanings continuously valued from the mid 1920s to the early 1990s, including a diversity of social activities. They place a high level of importance on the Depot building for the identification of their defined community having profound meaning in shaping their community identity.

The members of the Retired ACT Transport Employees Club, representing the bus drivers, car

drivers, conductors and inspectors who worked at the depot, as well as many of the other workers including mechanic, electricians, etc and their families are in strong agreement that the Depot is important as a reference point in their community's identity and sense of itself. They identified attributes that the Depot had including a symbolic place that connects their past with the present and a strong sense of connection to Canberra's historic themes of developing the Nation's capital, as well as organising workers and work places. They retain a large collection of heritage items related to the history of the transport depot for exhibition at their club facility with the desire to display all their items in a future transport museum at the Depot. They believe this will assist in telling their story of the development of Canberra.

They place a high value on the building for its strong association with their work mates who enlisted in the WWII retaining the WWII Honour Roll that was originally on display in the Depots office entry. Prior to the Land Development Agency relocation to the Depot the association used part of the Depot for their monthly meetings and storage of display items including the Honour Roll. The Depot is an essential part of their history.

The defined community's connection to the Depot for reasons of women's contribution to and presence in the workforce, at a time of war, was a strong attribute identified. Val Emerton's short story *Fares Please* in *Settlers Stories (1913-1975) Why they came – and stayed in Canberra* records the account of Jene Baker, ne Saunders, who with two other women, in 1941, were employed as the first female bus conductors (Clippies) in Canberra.

There is strong evidence that the Depot has a collective attachment that embodies meanings important to the local community as well as the defined community. The prominent building is publicly accessible and has been 'appropriated' into people's daily lives as the Old Bus Depot Market where thousands of people gather each Sunday. The adaptation has already established associations and values to the local community of users. The local community may not be aware of the complete history of the Depot but now use it as a reference point in the Canberra community's identity. The combination of the patina of age and the knowledge that the defined community value strongly the place makes it likely that the community, as interested observers, may understand that special meanings have been attached to the Depot.

The Depot has been recognised by the defined community over a long period of time as a reference point in their identity. There is now strong evidence that much of the local community recognises the Depot as forming a part of its cultural traditions, its cultural identity and its cultural aspirations, and how the Depot gives meaning to their context.

The place meets this threshold for heritage listing in relation to this criterion.

**(e) It is significant to the ACT because of its importance as part of local Aboriginal tradition;**

This criterion is not applicable.

**(f) It is a rare or unique example of its kind, or is rare or unique in its comparative intactness;**

Pre-WWII revitalised industrial precincts are rare in Canberra. Erected during the early period of Canberra's development to provide industrial services the former Powerhouse, the restored Fitters Workshop and the Depot building form a cohesive group of buildings that now also enclose a 'forecourt' open on one side towards Wentworth Avenue. The Depot in combination with the forecourt and the two other buildings provide a renewed, publicly accessible precinct in

Canberra's historic industrial area. There are no other comparable comparatively intact pre-WWII industrial precincts in Canberra.

The place meets this threshold for heritage listing in relation to this criterion.

**(g) It is a notable example of a kind of place or object and demonstrates the main characteristics of that kind**

The bus depot is a notable and rare example of the Inter War Functionalist style and demonstrates the characteristics of this style. Refer criteria (a) & (b) for further details.

The place meets this threshold for heritage listing in relation to this criterion.

**(h) It has strong or special associations with a person, group, event, development or cultural phase in local or national history;**

The association of the Depot with the development of Canberra and transport in the ACT from the mid 1920s to the 1970s is strong. The original Depot building was constructed at the time when Canberra was at its early beginnings with the opening of the Old Parliament House, the construction of new departmental buildings, houses and the building of roads and services.

Its construction was described at the time in the FCC annual report as important building works undertaken during the year; along with the Forestry School, the Solar Observatory Stromlo, Ainslie Public School and the railway station.

Both chauffeured cars and buses from the Depot provided the transport requirements for the formal opening of the Provisional Parliament House. The earliest bus service was provided to carry public servants and workmen to work, and children to school, including school children from the outer settlements and lorries transported road materials from the quarry. The Fifth Annual Report of the FCC, year ended 30<sup>th</sup> June 1929, stated that practically the whole of the Government Departments relied on the transport of goods and passengers using the vehicles from the Depot. The first fire fighting vehicles and ambulance were housed nearby the Depot and were serviced at the Depot. The 'special purpose' or chauffeured cars that were used exclusively for the government to transport dignitaries, prime ministers, politicians and high-level public servants were also garaged and maintained at the Depot. Some of these drivers have their own significant oral history having solely driven individual ministers and prime ministers over an extensive period.

Again when the Australian War Memorial was opened in 1941 the Depot provided the official chauffeured cars and public transport requirements.

There is a strong association with the early decision in Canberra's history to provide Canberra's residents with a public transport system based around the bus. Canberra depended on the public bus system to provide for the increasing number of government employees and general population through until the 1960s, after which private car use became more prevalent.

The Depot has a strong association with the provision of transport for important social services other than its usual public transport purposes. It was designated as an assembly point for major as well as lesser events. During the time of natural disasters, such as the major fires of 1952, the Depot and the police station were the two points notified to assemble. On this occasion lorries from the Depot transported the volunteer fire fighters to the fires threatening Canberra's

southern suburbs. During the WWII scout groups set off from the Depot to collection scrap metal and often transport to funerals was commenced from the Depot. The key public holiday, the Trades and Labour Day, was celebrated with picnics at the Cotter River and were attended by many thousands of people, most being transported in Depot vehicles; women and children in buses and adults on lorries.

The Depot extension in 1941 is significant for its association with important public works constructed during the WWII; a period of great austerity. It was one of a small number of projects deemed to be important by the government department requiring a 'secrete' tender process in order to provide limited information publicly as to its location. At the time of the 1941 construction work at the Depot the Minister for the Interior, Senator Foll, included it in his positive description of Canberra's new development, along with the new Canberra Hospital, Barton hostel, Patent office and the Australian War Memorial.

The place meets this threshold for heritage listing in relation to this criterion.

**(i) It is significant for understanding the evolution of natural landscapes, including significant geological features, landforms, biota or natural processes**

This criterion is not applicable.

**(j) It has provided, or is likely to provide, information that will contribute significantly to a wider understanding of the natural or cultural history of the ACT because of its use or potential use as a research site or object, teaching site or object, type locality or benchmark site;**

The Depot, as a potential research site, can provide information that will contribute to the understanding of Canberra's development by researchers and the general public; as a potential research site, it can provide information that will contribute to the understanding of engineering and architectural history by students and the general public.

The Depot can also provide information that will contribute to the cultural history of Canberra for research of social values and transport history.

The place meets this threshold for heritage listing in relation to this criterion.

**(k) For a place—it exhibits unusual richness, diversity or significant transitions of flora, fauna or natural landscapes and their elements**

This criterion is not applicable.

**(l) For a place—it is a significant ecological community, habitat or locality for any of the following:**

- (i) the life cycle of native species;**
- (ii) rare, threatened or uncommon species;**
- (iii) species at the limits of their natural range;**
- (iv) distinct occurrences of species.**

This criterion is not applicable.

## **SUMMARY OF THE PLACE**

### **BACKGROUND**

#### **Depot History & Construction**

This section of the citation does not cover the very earliest years of Canberra and does not extend beyond 1992. The earliest years of Canberra are covered in the "Kingston Foreshore Site Cultural Mapping Study", by Freeman Collet & Partners.

It appears that the first omnibus service in Canberra was begun in 1923 by the Commonwealth Department of Works to transport workers to and from their places of work using two Graham Dodge char-a-bancs. This was at a time when Canberra was in its very earliest phase with a population of only a few thousand people; no police presence until 1927 and the initial sale of leases in the Territory occurring the following year on December 12, 1924, for Giles Street, Eastlake (now Kingston).

There was no public omnibus transportation in Canberra prior to 1925 when Mrs H Barton started a service between Canberra and Queanbeyan. Other than taxi services, and the train from Sydney, private transportation was dominated by the horse over gravel streets.

Just prior to 1 January, 1925, when the Federal Capital Commission (FCC) began operations the *Eastlake* industrial site included a number of buildings. At the northern end of the industrial site was the Powerhouse, the most prominent building in the area; to the east of the Powerhouse was the original combined fire/ambulance station sheds; to the south were the fitters shop and workshops for the plumbers, carpenters and blacksmiths, and further south were stores and timber yards 1.

The Powerhouse first generated electricity for Canberra in 1915. Its periods of operation can be summarised (reference to ACTEW & Institute of Engineers Australia): by 1929 it was held on stand-by with power to Canberra then supplied from the 5000kW hydro-electricity plant at Burrinjuck Dam. Hydro-electricity was less expensive. As a result there was an improvement in the Kingston environs with the limiting of airborne coal dust from the stockpiles and soot. From 1936 it operated to supply the NSW grid, however, by 1938 it was surplus to demand due to new supply from Port Kembla. At the start of the WWII improvements were made to help reduce pollution however it was shut down for a short period and then during the War it was reactivated, fitted with a new 1500kW alternator, and operated exclusively to provide a consistent electricity supply to the strategically important Belconnen Naval Station transmitter (from 1942-1946). After 1948 it was used intermittently to supplement the NSW power grid and was closed in 1965. The primary period of importance of the Powerhouse generating its electricity specifically to Canberra was from 1915 to 1929 when it was supplying to just over 300 premises and 120 street lights.

#### **1926-1936**

The FCC had been charged with developing Canberra by constructing public buildings, infrastructure and housing to adequately enable the transfer of public servants to Canberra before and after the opening of the Provisional Parliament House in 1927. To this end the FCC, over its administrative period, located industrial buildings at the Eastlake site that were most important for the construction and operation of the infrastructure necessary in relation to the building of Canberra.



The Second Annual Report of the FCC, 1926-27, noted that the Transport Section of the Engineers Department had "expanded considerably during the year" with 58 vehicles owned by the Commission; an additional 28 hired vehicles; the Department had purchased 6 lorries, and a new ambulance (Canberra's first) was commissioned. The Section lorries, it reported, were primarily used for transporting road material from the quarries.

On the 19<sup>th</sup> of July 1926 the Federal Capital Commission started a limited public City omnibus service using a second hand omnibus.

The Second Annual Report of the FCC noted that "the passenger bus services have been heavily overtaxed". The Section was responsible for transporting daily 350 workmen, 130 staff members, and between 300 and 350 school children. It reported that the Section "is also employed in connection with social service activities & during the next few weeks a City Bus Service will be operating throughout the day and the evening, thus affording a much needed convenience to the increased population of the Territory."

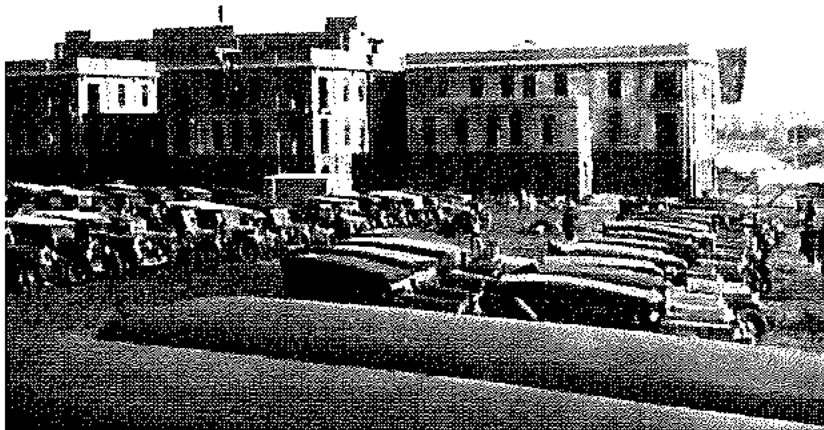
There were at this time two public bus routes in Canberra with a small three-space bus-parking depot constructed at Corroboree Park, Ainslie, at the end of one bus route.

The Third Annual Report of the FCC, Year Ended 30<sup>th</sup> June 1927, noted that the "Transport Section has further expanded in accordance with demands." There now were 71 FCC owned vehicles, comprising 40 cars, 18 trucks, 5 buses, an ambulance, a fire engine, 6 motor cycles and two char-a-bancs. There were 100 lorries under contract. In August 1926, a bus service was introduced and over the following year approximately 246,000 passengers were carried. Each of the five AEC buses could carry a maximum of 29 passengers. Four additional omnibuses had been added to the public bus service.



**Plate 1: Transport staff & buses 1927.**  
Source: ACT Transport Employees Club.

In respect to the opening of the New Parliament House the Report stated that the "Omnibuses were used exclusively for the transport of Commonwealth Guests on the occasion of the ... opening of Federal Parliament House in May 1927. There were in all five hundred guests." Refer Plate 2.



**Plate 2:** Transport Department vehicles, with buses in the foreground, at the opening of Old Parliament House. Source: ACT Transport Employees Club.



**Plate 3:** Chauffeurs & Transport Department drivers with official cars at the opening of Old Parliament House. Source: ACT Transport Employees Club.

Within the FCC Report the *Report of the Architect's Department* stated amongst the buildings it had designed the "Eastlake Garage – A large brick garage to accommodate 13 cars and 23 lorries is being erected opposite the Power House, by the Building Construction Department. "

The *Eastlake Garage*, the original Transport Depot, was designed by the Architect's Department in 1926 and was constructed in 1927, refer to Plate 4, a 1929 photograph from the "Mildenhall Collection", and Plan Ag 313 'Garage at Kingston' dated 13/12/26 (in the attachments) 2. The architectural elevations and the photograph taken in early 1929, show the original Kingston Transport Depot. The building was constructed around a vehicle turning courtyard with brick external walls to all sides except along part of the north eastern façade that faced onto the railway lines and Molonglo River, and away from the Avenue. A continuous brick parapet concealed the skillion roofs that sloped inward to the unroofed vehicle turning area. The parapet stepped up in the centre of the north western and south eastern elevations. The photograph shows that the land to the north east of the depot falls away steeply towards the railway line.

The "Garage at Kingston", plan number Ag 313, shows that it was designed to provided undercover shelter for 4 buses, 13 cars and 18 lorries. At the four corners of the depot were rooms used as storage, toilets and a mess room. At the main entry, on the north western side, were two centrally located offices. The fuel pumps were located in the northern half of the turning area.

The main elements of this building that are intact are the original front brick façade facing north and the return wall extending in part along the side of the main turning and parking area. The front façade facing north is a brick industrial structure that draws on elements from the Inter-War Georgian Revival Style (1915-40) with its symmetry, paned windows of vertical proportions and entrance given some high-style treatment 3.

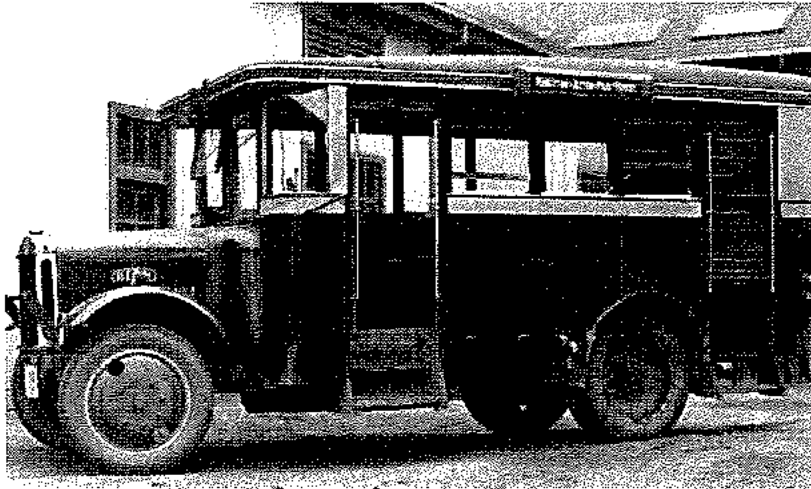
The *Eastlake Garage* was described in the main body of the FCC Report as "Other important building works undertaken during the year"; this including the Forestry School, the Solar Observatory Stromlo, Ainslie Public School and the railway station. The report stated that "it is expected that the work (Eastlake Garage) will be completed early in September, 1927".



**Plate 4:** The Depot from the Powerhouse, 1929. Source: Mildenhall Collection National Archives of Australian.

The Canberra Times July 22, 1927, in a reported titled *CITY TRANSPORT Buses for Sale New Routes Offered*, stated that tenders were being called to privatise both the bus service, for a ten year period, and car service, for a five year period. Neither tender process was successful. At the end of 1927, Mrs H Barton was informed by the FCC that she was not permitted to conduct her bus service within Canberra, possibly since it would compete with the FCC's own bus service.

The Fourth Annual Report of the FCC, Year Ended 30<sup>th</sup> June 1928, noted the "FCC Garage, Kingston," was completed at the end of September and that the contractor was J G Taylor. (Taylor was also the contractor for the Prime Minister's Residence and the Hotel Wellington). The Report also noted that there had been an addition of four Bean 17-seater buses to the fleet and that 629,000 passengers were conveyed including 186,000 school children. The number of commission's motor vehicles now totalled 68.



**Plate 5:** One of the four Bean buses. Source: Mildenhall Collection, National Archives of Australia.

An indication of the importance to Canberra at this time of the vehicles based and maintained at the Depot during the late 1920s, when Canberra's population was around 6,000, is described in the Fifth Annual Report of the FCC, Year Ended 30<sup>th</sup> June 1929, which reported the provision of "a complete city bus service". It states that practically the whole of the Government Departments rely on the Transport Department for the transport of goods and passengers with cars used to meet the requirements of Parliament (special duty cars) and Commonwealth Departments, and that the goods transport service conducted for all Government purposes was by means of the vehicles from the Depot. The requirements for construction were maintained, including road material transported by the Depot lorries. The report noted the addition of three 31 seat Daimler omnibuses bringing the total number of buses to 12. It noted that 761,000 passengers were carried including 110,500 school children and that this was running at a "considerable annual loss". There were 26 passenger cars including ministerial (chauffeured) cars. The number of employees was now 64 full time and 3 casual.



Commission Fleet of Motor Vehicles - Kingston

**Plate 6:** 'Commission Fleet of Motor Vehicles – Kingston'  
Transport Department vehicles in front of the Depot entry, c1928.  
Source: Val Emerton, NLA photograph.

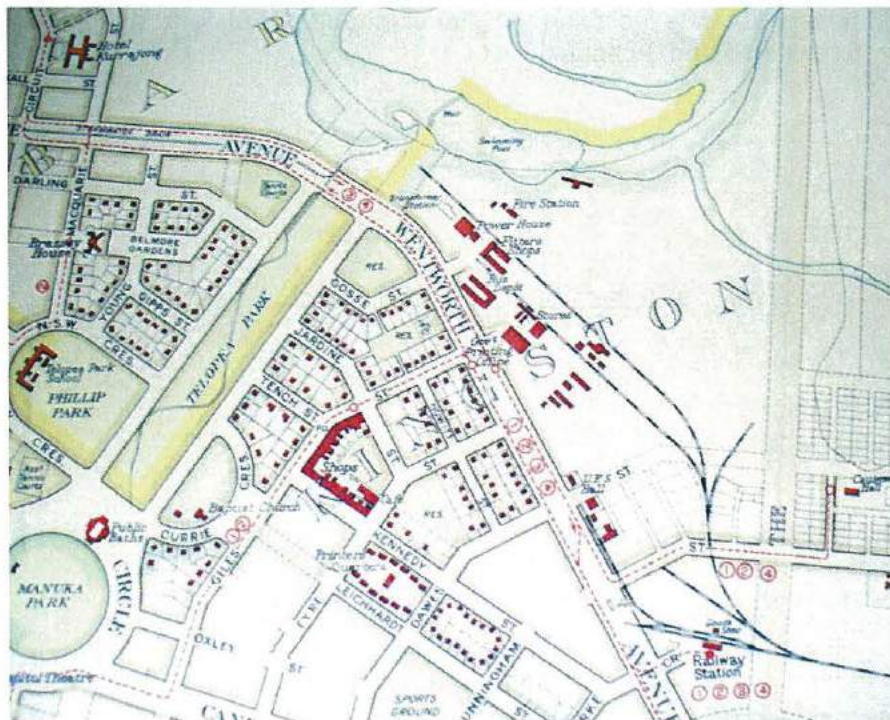


**Plate 7:** Commonwealth Car drivers at Government House, 1929. Source: Mildenhall Collection National Archives of Australian.

In July of 1931 the Trades and Labour Council made a representation to the Commonwealth Minister of Health that the ambulance should be stationed at the hospital rather than at the 'Transport Depot' 4. Refer to Plate 20.

In 1932, now under the Department of the Interior, the omnibus fleet included 5 AEC Renown buses, 3 ADC buses, 4 Bean buses and one Graham Dodge bus.

The bus system in Canberra during this period is considered to have been innovative in that it was one of the first operators in Australia of AEC Renowns, in 1926, of AEC Regal buses, in 1933, and the first city to operate a diesel bus, in 1934.



**Plate 8:** Part plan of Canberra, 1933. The Depot (Bus Depot) is above centre. Note the two rail lines; the rectangular park & housing opposite the Depot. The bus routes & their numbers are in red. Source: NLA Map G8984 C3 G45.



### 1936-1939

The transport requirements continued to expand into the 1930s and by the end of the Great Depression the Depot required what was described by the, July 7 and July 9, 1936, Canberra Times, as "considerable" extensions to the "Transport Depot". The extension consisted of a new lower level covered workshop to the east of the centre of the Depot, designed in 1936 by the Commonwealth Department of Works Branch 5. It was constructed with a bolted steel trussed double gabled roof supported on steel columns. Freestanding brick walls were built along the railway line to separate the workshop from the line and to enclose unroofed yards at either end. The vehicles, requiring maintenance, were driven into the workshop area at the lower level through new roller shutters located between the staggered freestanding brick walls. The new workshop housed the mechanics and provided a covered area for lubricating and general repair work. Five vehicle inspection pits were constructed in the central northeast section next to the original building, at the upper level, to allow the mechanics to work on the underside of the vehicles from the new lower level workshop. Offices were located on the opposite side of the building and in the southern corner.

The Canberra Times articles reported that "The additions have been necessitated by the growing demand of transport services, and, by the desirability of co-ordinating the various repair departments in one unit. The present repair shop will be transferred from the engineering and fitting department to the new building when completed." And that "provision will be made for staff recreation room, repair pits, store rooms, offices, fitting shop and garages for housing of trucks and buses." This structure is intact. Refer to Plate 9 that shows the roof structure in the foreground.



**Plate 9:** Lower level 1936 workshop on market day with the 1950s extension beyond.

As a result of these new offices the original building housed fewer vehicles requiring many of the lorries to be parked in the enclosed lower yards. The electrical workshop (where Jack Benson had his office), lathe room (where Ken Dinnerville installed the vintage lathe he salvaged from Duntroon after the RMC had transferred to Sydney), machine shop and carpenters workshop were built adjacent to the northern lower level enclosed yard. (Also refer to John Harold Benson & Recollections of Val Emerton, John's daughter, in *Social and Community Values*.)



### 1940-43

The Department had determined that major improvements were necessary by the late 1930s. A number of their administrative staff was to be located at the Depot and there was a need for basic protection of the workforce and vehicles from the elements, including provision of an environment that was conducive to keeping the large number of vehicles clean. The importance the Commonwealth assigned to the Depot at the beginning of WWII is demonstrated by an article in the Canberra Times June 14, 1940, which reported on the major works contracts in all of Australia; 'In order to provide as little information as possible regarding the location of important public works a new system of notifying tenders has been adopted by the Department of Interior. ... Among the latest tenders accepted are alterations and additions to the Transport Depot, Kingston, £15,395, A Matson Ltd, Sydney.'

The new work consisted of two main structures, an attached single storey brick administration and management office, provided off Wentworth Avenue, and a new roof extending over and to the south of the original 1927 building and central vehicle circulation area.

The attached single storey brick office building facing onto Wentworth Avenue was designed by the Department of Works for the Department of the Interior, Canberra, in early 1940 s. Refer to cover page and Plate 16. The building is an example of the Inter-War Functionalist Style (1915-1940) 7. Refer to Elevations Sheet 2 drawing number 11602, Sections Sheet 2 drawing number 11640 and Part Elevations Sheet 7 drawing number 11606 (in the attachments).



Plate 10: Inside the Depot looking southeast, with the fully welded rigid portal frame over the existing 'Garage' under construction, 1941. Source: Val Emerton. Jack Benson photograph.

The fully welded rigid portal frame and roof over the existing main structure and its south eastern extension was designed by the Department of Works for the Department of the Interior, Canberra, in January 1940 s. Refer to Plates 10 & 11.

The extensions were constructed from late 1940-41 s. The Canberra Times, 27 February 1941, reported "Additions to the Transport depot at Kingston are presently being undertaken."

The Minister for the Interior, Senator Foll, in the Canberra Times, 5th July 1941, expressed with evident pride the continued development of Canberra's built form in these early years of the War in an article titled *MINISTER REVIEWS CANBERRA'S CHANGING SKY-LINE*.

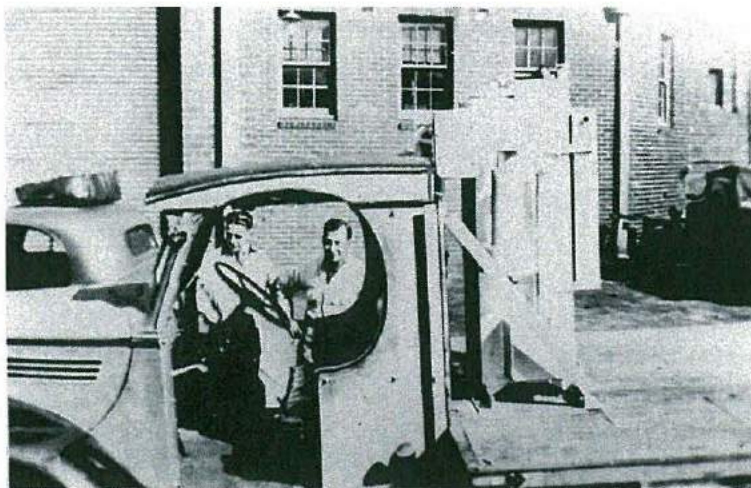
"Dominating the sky-line as I have walked down to Acton in recent months has been the rapidly rising structure of the new Canberra Hospital. Looking round other new buildings standing are the new hostel at Barton, new transport depot, Patents Office and almost complete War Memorial and hundreds of new houses. Wartime building expansion in the Australian Capital Territory has been remarkable." (The construction of the hospital had been facilitated by the US Army while Barton House was privately developed by the Cameron family, giving greater consequence to the Depot development).



**Plate 11:** Upper level (Garage) on market day.

The single storey modern brick architecture of the office extension designed in 1940 was a new achievement at the time in Canberra. It expresses the three dimensional cubic massing of the Inter-War Functionalist style.

Due to petrol shortages during the WWII an alternative fuel was integrated in some transport department trucks. Refer to Plate 12. The highly dangerous use of gas fuel produced from charcoal was used for a short period. Tenders were advertised in the Canberra Times, June 2, 1941, and December 5, 1941, to provide "charcoal in bags ... suitable for Producer Gas driven vehicles...". One supply of charcoal briquettes was produced in kilns at Kowen Forest.



**Plate 12:** A lorry fitted with a gas producer.  
Source: Val Emerton, Jack Benson photograph.

The official opening of the Australian War Memorial, 11th November 1941, saw the cancellation of the regular bus service and the implementation of special buses, as publicized in the Canberra Times *PUBLIC NOTICE CANBERRA CITY OMNIBUS SERVICE*. Buses were run at 5 minute intervals from Kingston to the Memorial from 9am to 10am; 10 minute intervals from Griffith and Deakin; from Hotel Kurrajong; the GPO via Parliament House, and 3 buses from the Ainslie Terminus. The notice also stated that "Buses will leave the War Memorial on all routes on the conclusion of the ceremony. JA CARRODUS Secretary." (Also refer to *Jules (Smokey) De Smet* in *Social and Community Values*.)

Soon after the completion of the major additions to the Depot the Canberra Times January 31, 1942, reported on the addition to the Depot of two "annexe(s) to provide a grease bay, a hoist capable of supporting the heaviest busses, carpenters shop and...engineering machine shop."

As a result of the war time shortage of labour the employment of women at the Depot was determined to be necessary. The Department advertised in the Canberra Times, 11/3/1943 and other dates including 17/7/43 for "Applications from women residents in the ACT who are over 20 & under 35 years of age for employment as conductors on the Canberra City Omnibus Service. First preference will be given to dependents of men previously employed in the Transport Section, already enlisted in the fighting services."

Throughout the middle part of the 20<sup>th</sup> Century the Depot was recognised in Canberra as a central meeting point for various undertakings due to the function as a provider of transport as well as it being a prominent structure within the city. Activities were often advertised in the Canberra times with the assembly point being the Depot; some of great importance such as natural disasters, (refer 1952-62) while others were more everyday. The Canberra Times January 28, 1943, reported that Scouts were to meet at the Depot to then go on to a "salvage collection"; metal for the war effort. Funerals were notified with special buses leaving the Depot to transport mourners to the cemetery; such as for Mr Fallow, 30/9/44 (ex serviceman), Frank Millar, 6/5/1944 and Dr L W Nott.

A Role of Honour, still retained by the Retired ACT Transport Employees Club, was produced after the WWII and displayed in the office entry lobby up until the Depot closed. The Canberra Times, on 19<sup>th</sup> March, 1947, in an article titled *Role of Honour at Transport Depot* reported "A role of honour, commemorating the service of 92 members of the transport section of the Dept of the Interior in WWII was unveiled by the Secretary of the Department (Mr J A Carrodus) at the entrance hall of the Kingston depot yesterday. ... One minutes silence in memory of the five members of the transport section, who gave their lives during the war, was observed."

A year earlier the Canberra Times had reported on 18<sup>th</sup> February, 1946, "His Royal Highness the Governor General (the Duke of Gloucester) ..held an investiture at Government House, Sydney, on Saturday morning." "Lieutenant Leonard Francis Goodwin ... who was awarded the Military Cross for action in Bougainville during January of last year was formerly employed as assistant traffic inspector and car driver at the Transport depot Kingston." Goodwin's father had also worked at the Depot.

#### 1945-46

The second stage of the single storey brick office building was designed by the Department of Works for the Department of the Interior, Canberra, in 1945 10, and would appear to have been constructed soon after. This was designed in sympathy with the 1940 brick structure.

The Canberra Times, May 8, 1945, reported in an article titled *No Post War-Plans Yet Drafted for Canberra* "The Chairman (Mr C S Daley) stated, however, that there were certain works which were urgently required .. Mr Daley added that amongst these were ... luncheon rooms and other amenities for employees in transport, joiners shop, electrical and mechanical workshop, at Kingston Depot". At the time Daley was Chairman of the Capital Territory Advisor Council (a position he held three times) and the Assistant Secretary in the Department of the Interior (from 1932-52).

The Canberra Times, June, 8, 1946, reported on the opening of the transport depot amenities; "Two new amenities centres for employees at the transport depot, the Government stores yards and adjacent workshops, totalling more than 500, will be opened for use within the next few days." These facilities now catered for a large work force, a good number of which were employed at the Depot. The amenities, designed by the Department of Works, Canberra, in 1945 <sup>11</sup> were located at the eastern side of the Depot with the second floor level lunchrooms and lavatories located over the existing recreation room.

#### **1947-49**

The re-location of the petrol bowsters in front of the single storey brick office was designed by the Department of Works & Housing ACT, Canberra, in 1947-49 <sup>12</sup>

#### **1951-94**

The two storey eastern corner extension was designed by the Department of Works for the Department of the Interior, Canberra, in 1951 and would appear to have been constructed shortly after <sup>13</sup>.

The double height northern extension to the workshop was constructed some time after 1951 but before 1960 <sup>14</sup>.

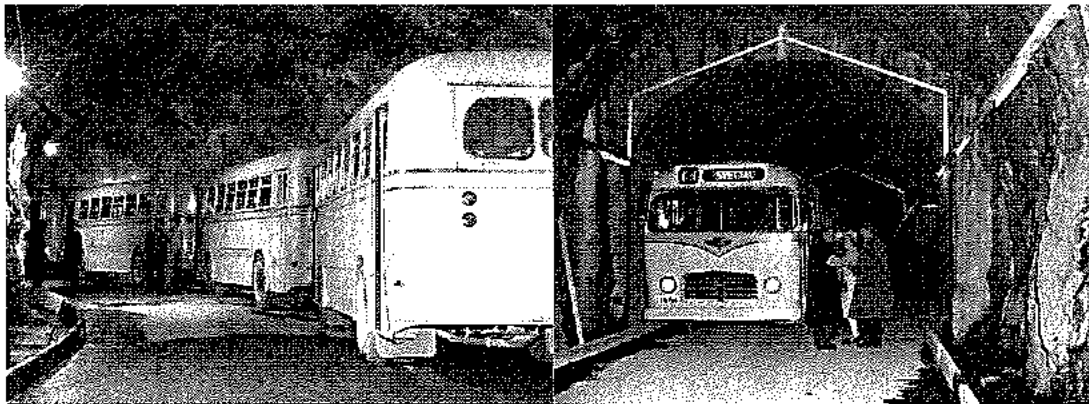
The front page of the Canberra Times January 26, 1952, lead with the headline *Fires Devastate 200sq Miles in Canberra*; "... including portions of the suburbs of Red Hill and Narrabundah, were burned yesterday in what the Minister for the Interior, Mr Kent Hughes, described as the worst fires in the history of Canberra." The article followed with a report titled *3,000 Volunteers Aid Police at Fires*; "Police issued numerous calls over local radio stations and placed meeting points at the police station and the Transport Depot Kingston. About 1,300 volunteers went to the depot and were taken to the fires by lorries owned by the Commonwealth and the Army."

The attached single storey brick office building southern extension, facing onto Wentworth Avenue was designed by Moir and Slater Architects, for the NCDC in 1960 <sup>15</sup>. It was designed in the same Inter-War Functionalist Style. The proposed precast concrete solar screens were not constructed. These screens would not have been in keeping with the Inter-War Functionalist style since they detract from the horizontal emphasis of the facade.



**Plate 13:** Depot buses assembling at Cabramurra, 1962. Source: ACT Transport Employees Club.

The bus service was temporarily cancelled for short periods when the Transport Section was required to provide VIP guest transport to the opening of the important Tumut 1 Hydro-electric Power Station, October 31, 1959, and again for Tumut 2, May 5, 1962, in the Snowy Mountains. Tumut 1 was officially opened by Dame Patty Menzies and Tumut 2 was opened by Sir Robert Menzies. For both occasions the buses left the Depot and travelled to Cabramurra to pick up the guests, many of who had been driven there in Transport Section cars, and then travelled in convoy through the mountain roads down to the power stations. In the case of Tumut 2 there were 22 buses in all and they were parked in tandem inside the tunnel during the ceremony requiring each bus to arrive a few minutes apart to allow for the passengers to alight and for the bus to then be reversed into the tunnel single file. Refer to Plates 13, 14 & 15.



**Plate 14:** Depot buses in Tumut 2 tunnel, 1962.

**Plate 15:** Driver Jack Peters with Sir Jim Scholtens & Senator Vince Gair ascending a bus, 1959.

Source: ACT Transport Employees Club, NLA.

Various other additions and alterations were constructed over the next 20 years as the need for additional space was required, due to the increasing number of vehicles. In 1973 a boiler house was designed and located to the south with the main floor slab being covered with an additional slab and heating system. At some stage after the 1950s a single storey structure called the 'Hive' was built to the south 16. The Depot remained as the only workshop for buses and government cars and trucks until the Belconnen and Woden workshop facilities were constructed.

The Depot was the basis of apprentices in Canberra. In the early days, before the construction of the small technical school nearby, apprentices were taught on site at the Depot. Once built, apprentices attended the school one day a week, for the rest of their week they worked and were trained in their trade at the Depot. The Depot is understood to be the first training place of mechanics, auto electricians, spray painters and panel beaters in the ACT. Apprentice training was strongly encouraged by the Amalgamated Metal Workers Union.

At the time the Depot was closed, in 1992 17, there were 168 bus drivers and an additional 81 car drivers working out of the Kingston Transport Depot.

The Depot and its various extensions over a period of 70 years explicate a long sequence of history in one location reflected in their fabric representing an identifiable sequence of development. The building development runs parallel with the development of government transport in Canberra, both public transport and commonwealth cars, from its very beginning in the 1920s, continuing as the only workshop for Government buses, trucks and cars for most of its existence.

## **DESCRIPTION OF PLACE:**

### **Setting**

The Kingston Transport Depot is located in the Kingston Foreshore area, on Wentworth Avenue, which was a relatively large, and Canberra's first, industrial site dating from around 1915. While the whole site is now no longer used for industry the Depot building and northern open space combine with the former Powerhouse and Fitters Workshop to form the remnants of an early and mid 20<sup>th</sup> century industrial precinct, publicly accessible, and clearly visible from the Avenue and the public domain. The site slopes gently to the northeast which allowed the sequential development of the Depot to step both up and down the site.

The buildings in the original Kingston Industrial site (originally referred to as *Eastlake*) were located adjacent to the rail line which in the early days was the primary transport system for freight to Canberra. Refer to Plate 8.

The location of the depot in the industrial area provided a convenient point of departure: close to two main shopping areas, Kingston and Manuka; close to the railway siding for materials and goods; the railway station; other industrial infrastructure, and on a major road that connected Canberra to Queanbeyan. The Depot building is not set parallel with Wentworth Avenue (formerly Interlake Avenue). The siting of nearly all the buildings on the industrial site was related to the two sets of railway tracks that extended through the site rather than the avenue. The tracks were parallel and cut across the industrial site in a northwest direction. In 1926 the track closest to the Depot continued past the site, to the front west of the Powerhouse, past the Old Parliament House construction site and on to the Canberra Brickworks. In the same year Wentworth Avenue was a dirt road, a dual carriageway separated by a thick planting of trees along its centre. To the west were the new single storey FCAC houses of Kingston and a park with the community tennis courts, nearest to the avenue, and St Pauls galvanised shed hall closer to the Kingston shops. Refer to Plate 8.

### **Description of the Buildings**

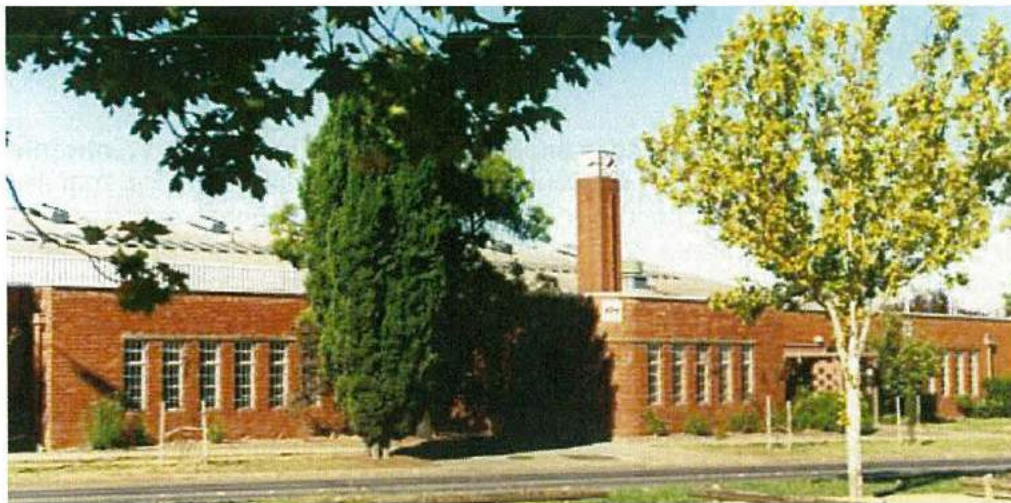
The Depot generally comprises two large joined sheds with some internal bricked rooms and an attached single storey brick office complex. These structures were designed and constructed over a period of about fifty years.

The following description begins as one would enter the building(s) from Wentworth Avenue and includes as sub-headings the dates referred to above in 'Depot History & Construction'. The description is of the place in 2001 (the time of nomination to the ACT Heritage Register) prior to the replacement of some windows with glass bricks, the canopy addition to the Wentworth Avenue Entry and the painting of much of the face brick facade.

### **1940, 1945 & 1960**

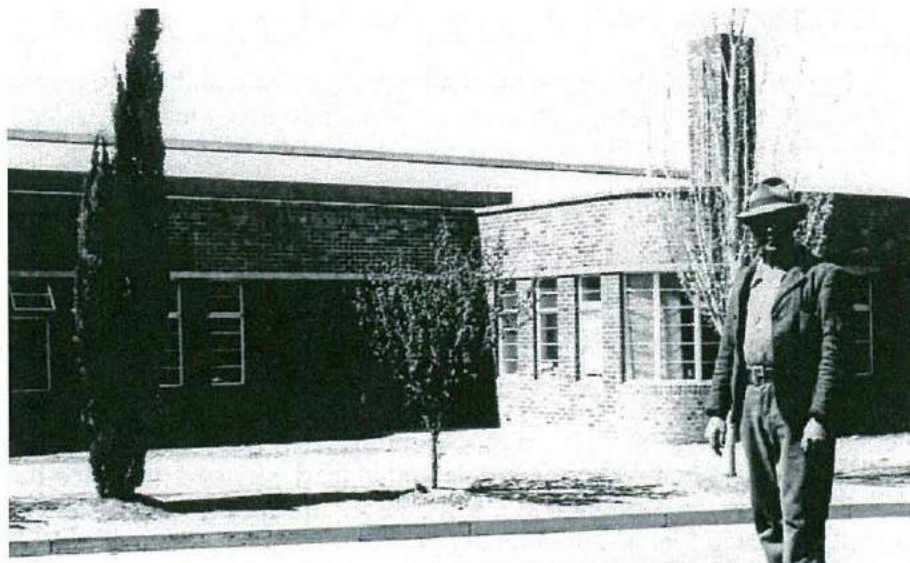
As a result of the building not being parallel with the Avenue, the designers of the attached single storey brick office building made a virtue of this and in plan, stepped the office building progressively along the avenue, as it extends to the south, enhancing the expression of the three dimensional cubic massing that is characteristic of the Inter-War Functionalist Style of architecture. Refer to Plates 16.





**Plate 16:** The Depot from Wentworth Avenue, 2001. The 1941 original main entry is shaded by the pine tree. The 1960 entry is to the right behind the pink masonry screen wall.

The office building has two entrances. The original 1940 entry was given greater emphasis by its central location and the rounded corner that is the further most stepped section of the façade. The original glazing of the rounded corner has been bricked up. Refer to Plate 17. The combination of the repetitive glazing with five transoms, though divided by brick mullions, and the continuous horizontal rendered band, which extends over the glazing and forms the edge to the concrete soffit of the original entry, gives the impression of horizontal fenestration implying a stream-lined effect emphasizing functionalism and clean lines. The transoms to the glazed timber entry doors and sidelights mirror the windows. The second entry is located further to the south and was part of the 1960 extension.



**Plate 17:** The Depot from Wentworth Avenue, c1942. Jack Benson in front of the new brick offices; note the glazed rounded Corner. The front entry is to the left of the rounded corner, in shadow. Source: Val Emerton.

In addition to the fenestration, the characteristic clean lines of this style are evident in the plain surface of red brickwork and the parapet that conceals the low pitched roof.

The three-sided clock tower that extends a few meters above the parapet provides a contrasting vertical feature to the overall horizontal emphasis. Prior to the 1960 extension this was the chimney for the heating system and it extended as an external engaged element from the ground level. The sides of the chimney have elegant central vertical stylized low-relief detail in the brickwork. The windows have painted steel frames.

Internally, the southern section of the building is predominantly a number of rooms off a central corridor while the northern end includes larger rooms. The spaces have been partitioned and altered over time.

The major architectural elements that are specific to the Inter-War Functionalist style (1915-1940) and that are displayed by this section of the building relate to the external forms. They are:

- asymmetrical massing,
- simple geometric shape,
- roof concealed by parapet and
- metal-framed windows.

The major architectural elements listed above place this building in the Inter-War Functionalist style (1915-1940) 18.

A secondary architectural element of this style displayed by the building that relates to the external form is the rounded corner form.

Other external elements of note are: the plain surface of the face brickwork; the brick chimney (clock tower) and associated vertical stylized low-relief brickwork; the horizontal rendered band at window head height and associated entry soffit, and the original entry doors and sidelights with their transoms mirroring the metal-framed windows.

The façade of this section of the depot, along Wentworth Avenue, is relatively well maintained and is in good condition. The changes have not diminished its integrity.

#### **1926 & 1940**

Directly behind this office area is the main turning and parking area of the depot, referred to on the 1940 drawing as the "Garage". Most of the doors that were present when the Depot was in use appear to have been closed off. The 1940 plan shows the main entry leading directly through into the Garage. There were also several other secondary entries from the front office and staff areas.

The vehicle entries are to the northwest and the southeast via large roller shutters. The north western entry was the original main entry and the original brick façade displays special brick detailing including continuous soldier courses in the parapet, at sill height and extending around the window perimeters over-sailing and framing the openings, Refer Plate 4. The parapet has an implied cornice formed by bricks laid at 45 degrees in stretcher bond. The parapet above this level has been re-built, however, the original stepping and detailing has not been reinstated. The symmetry of the original façade has been hidden by the much later northern extension. The roller shutter openings were widened in the 1940 renovation and over time window openings have been altered to door openings or have been bricked up.

The footprint of the Garage is based on the overall floor area of the original 1926 building with the addition of 9.75 metres to the south. The entry, from the northwest, opens into a large portal framed space. The original small offices are located just inside the two roller shutter doors. The internal office structure, centred about the entries, appears to still retain its original galvanized steel roofing. The floor is reinforced concrete and most of the walls are painted brick, some of which appear to be the original perimeter walls. To the central north eastern side the space ramps down to an additional large double height area. The eastern section includes a two-storey brick structure with toilets and various rooms.

The main Garage level is constructed from a fully welded rigid portal frame. Refer to Plates 10 & 11. Generally this space is about 85 metres long. The engineering drawings show that the end portals have a span of approximately 31 metres and the typical portal spans 29.7 metres. The central portal spans approximately 35.5 metres.

The typical portal frame is constructed from 600x200mm I sections with the shaped knee and the shaped pin joint base of the column fabricated from welded plate. The central portal has slightly smaller rafters with 820x360mm columns fabricated from welded plate. The base of the central column differs from the typical column in that it has not been fabricated as a pin joint but appears to be designed as a moment joint.

The roof purlins are I sections fully welded to the rafters. The roof is clad in corrugated fibre cement sheet and skylights extend along both sides of the roof. There are various pipes and heating appliances attached to the frame.

This part of the building structure is well maintained and is in good condition. The integrity of the fully welded portal frame is intact.

#### **1936, 1951 & Later**

The lower level large open plan spaces are approached down a central concrete ramp. This area appears to consist of a number of structures that have been built at different times with steel bolted roof trusses, refer to Plate 9. The central section is a double gable roofed area constructed from a simple bolted steel truss system supported on steel columns.

The northern area is enclosed with brick walls and metal roofing, part of which is two storeys, with the upper level used as a commercial office. The north eastern wall has continuous horizontal glazing. The south eastern area has a smaller double height space and a two-storey brick structure with toilets and various other rooms. The boiler room structure is located to the south of the main structure.

## **ANALYSIS**

### **Architectural Analysis**

The Department architects known to have worked on the Depot through its long period of development are D G McCallum, C Whitley, E A Henderson, B Litchfield, W A Bouleusker, H Courtney and Robertson. Both Whitley and Henderson are notable architects; the buildings in Canberra they designed from the late 1930s to 1942 have been recognised as culturally significant and worthy of heritage protection.

The introduction of modern (functionalist) architecture from Europe came relatively late to Australia. While it began in the 1920s in Europe it was not introduced into Australia until the mid

to late 1930s. The period of 1915-1940 is a convenience of chronology, which could lead to a misunderstanding of the significance of a building designed in this style in 1940. The authors of "Identifying Australian Architecture" used the start of WWI to the start of WWII as an easily recognised period in history, not because this style of architecture began in Australia in 1915.

There is one other industrial/commercial example of the Inter-War Functionalist style in Canberra, that being the original section of the commercial Dairy Farmers Co-operative, Griffith, designed by Ken Oliphant in about 1938, however, this building does not display as many of the style indicators that are specific to the Inter-War Functionalist style and has been altered, diminishing its integrity.

There are some very good domestic examples of the Inter-War Functionalist Style in Canberra including: the house at 43 Melbourne Avenue, Forrest, 1936, and the Evans Crescent Housing Precinct, Griffith, 1938-40, both by Moir & Sutherland, and the government designed houses by Cuthbert Whitley in Braddon and Griffith, 1939. The former government designed Forrest Fire Station Precinct, Forrest, 1938, by E H Henderson, is an example of this style but does not display as many of the major architectural elements that are specific to the Inter-War Functionalist style and many of the houses have been altered diminishing their integrity 19.

Other domestic and commercial examples of the style in Canberra no longer exist or have been altered significantly.

There are other examples of industrial/commercial architecture in Canberra of this time that still exist, such as the City of Canberra Garbage Incinerator, Yarralumla, 1938-41, by E M Nicholls, and Coggins Bakery Braddon, 1926, however, these are not in the Inter-War Functionalist style. The incinerator is a strongly modelled brick structure designed by W B Griffin's partner (after Griffin had died in India) that exhibits Griffin's distinctive brand of organic architecture. This innovative architecture has its origins in F L Wright's architecture in the USA, which differs greatly in philosophy from the European influenced Inter-War Functionalist style. The architecture of Coggins Bakery is of an earlier period.

It is fundamental to the understanding of the significance of the 1940 designed single storey brick extension that the differences between Inter-War styles are understood. The Inter-War Functionalist style was new, it was not a revivalist style as were the Inter-War Mediterranean, the Inter-War Georgian Revival and the Inter-War Stripped Classical styles that dominated Canberra's architecture up to this period. Nor was it one that incorporated ornament, as did the Inter-War Art Deco style. It was not 'organic' architecture as was much of WB Griffin's work. The Inter-War Functionalist style was radical, it was progressive and it gave the owner of an industrial/commercial building the appearance of a dynamic commercial organization.

This modern brick architecture of the Depot may have been influenced by Australian architecture of the time or published work from Europe. In Australia this may have included the Sanitarium Health Foods factory, Warburton, Victoria, by E F Billson architect, 1936, and the Automobile Engineering Building, Sydney Technical College, Ultimo, by the NSW Government Architects, 1938 20.

In Europe, influences may have been the brick architecture of Mies van der Rohe and his houses at Krefeld 1928, and Berlin 1932, Lois Welzenbacher's Schulz House in Westphalia 1928, and Willem Dudok's Townhall, Hilversum, 1930 21. This architecture used face brickwork rather than light-tone painted render, the other external wall finish of the Inter-War functionalist style.

The preliminary design by the Works Department for the Electrical Workshop, in 1948, on the adjacent site was in the same architectural style 22. It appears that at this time, and after the WWII, the Inter-War Functionalist style was the preferred style of architecture deployed by the Works Department. Most of these designs were not realized. A different design for the Electrical Workshop was later constructed using lightweight materials instead of brickwork.

Modernism, functionalism being a period of modernism, with its rejection of ornament and past styles, is considered to be the 20<sup>th</sup> century's most significant architecture movement. The attached single storey brick structure was designed and constructed at the start of the modern movement in Canberra. Along with the house at 43 Melbourne Avenue, Forrest; Evans Crescent Housing Precinct, Griffith, and the 'Whitley' houses it represented the beginning of modern architecture in Canberra, the architecture that has dominated Canberra's built form since.

### **Later Additions**

The 1960 additions are in the same style, however, the bricking up of the glazing to the rounded corner takes away some of the delight of the architecture. The design of the second entry does not have the design refinement of the original. The 1960 extension hiding the lower section of the chimney has reduced the intended contrast between the horizontal elements and the brick vertical feature of the chimney. Overall the integrity of the architecture has not been greatly diminished.

### **Engineering Analysis**

The Department engineers known to have worked on the Depot through its long period of development were E K Hosking, B Beresford-Smith, J M Taylor, K Jack and L Thornton.

The Civil Engineering Section of the Commonwealth Department of Interior Works Branch designed the fully welded rigid joint steel portal frame over the circulation area in early 1940, using an exceptionally high degree of creative and technical skill. The use of a steel fully welded rigid portal frame as the structure to support the roof was innovative at that time not only in Australia but also in the world generally. Prior to WWII, in Australia, only two fully welded steel structures appear to have been built. These were bridges in Tasmania, not portal frames. It appears that there were no fully welded structures built by BHP in Newcastle until after the WWII 23. Internationally this structural system was still in its exploratory stage as evidenced in two reports in the *Commonwealth Engineer Journal*. The first, September 1, 1941, p42, titled "Welding and the War" reported on an address to the Institute of Welding, in London, by Dr H J Gough, Director of Scientific Research at the Ministry of Supply, who reviewed the progress of welding in industry. The report stated "Dr Gough did well to mention a branch of research which does not appear to have received the official attention that its present importance warrants. This research comprises investigations into the strength and behaviour of steel frame-work with rigid joints. It has now been shown that the load carrying capacity of such rigid steel frames exceeds that of a similar structure with flexible joints by as much as 30%."

The other report, March 1, 1943, p187 titled "Welded Frames Cut Cost and Save Steel." reported on an article in the *USA Engineering News-Record*, November 1942; "Twenty percent saving using welded rigid frame design and other economies accrue because the shop fabrication and field costs are much lower than on the conventional truss design." The photograph accompanying the report showed new storage and shipping facilities for the Commercial Book-binding Company, Cleveland, Ohio, constructed using fully welded rigid frames with spans of 33' (this was a simple beam structure not a rigid portal frame). The article

continued; "In addition to the important savings in steel, the use of welded rigid frames eliminates...lateral bracing, and knee-braces,...and is easy to clean and paint."

It is also believed that a portal frame of this span, even if bolted and not welded, would have been very rare in Australia before WWII because engineers at that time did not fully understand the dynamics of a portal frame 24.

The Depot's portal frame knee fabrication and the column base pin joint detail would most probably have been shop welded and possibly transported to site using the rail system, which passed directly next to the depot. The spliced joints at the ridge, rafter to haunch and haunch to column would have been site welded.

A photograph, Plate 10, taken by John Benson, Val Emerton's father, shows the structure under construction. The fabricated haunch can be seen lying on the ground prior to installation with its splices clearly evident.

### **Technical Value of the Fully Welded Portal Frame Structure**

In the early days of steel framed industrial buildings, the economic solution was a column-and-truss configuration. However, since truss fabrication is inherently labour intensive, rising labour costs have now made this system less economical.

From about the mid 1950s to the 1990s the rigid portal frame was often the most economical structural solution in spans between 15 metres and 45 metres. Although the portal frame may require a greater mass of steel than the equivalent column-and-truss structure, the savings in the cost of fabrication and erection due to the relative simplicity of the work nearly always make it the optimum system. Almost all portal frame structures built in Australia are custom designed and manufactured.

A rigid portal frame is generally designed to span the full width of the structure requiring no additional internal supports. For spans over 20 metres haunching of the rafters near the columns is usually required. Each rigid frame consists of a rafter in two segments and two columns with the maximum depth of the section occurring at each haunch.

In a typical portal frame designed in recent times the major connection at the knee joint is designed with haunches fabricated from cut universal beams spliced to the columns using either,

- splice plates shop welded to the ends of the haunch and connected to the column using high strength bolts, rather than site welding, or
- shop welded haunch joints and bolted rafter splices beyond the haunch zone..

Site welding is generally avoided since it is more economical to bolt connections on site rather than to weld. With large steel framed buildings, however, the cost of welding may be spread over many connections and may be considered as an economical solution.

The base connection is generally designed as a pin joint and is usually connected using only commercial bolts.

Computers are now used to carry out the complex analysis and determination of section sizes for a rigid frame structure. Stiffness analysis programs have been developed in the past 50 years to alleviate the complex calculations required for steel portal frame design. Before the



advent of the computer, engineers often used formulae produced by Professor Kleinlogel to calculate moments, shears and support reactions for specific load cases.

Fillet welding of large structural steel frames was a new procedure before the 1950's in Australia. The process requires minimum edge preparation and probably would have been done on the Depot site using manual metal arc welding.

#### **SOCIAL AND COMMUNITY HERITAGE VALUES:**

(Based on research and social value workshops undertaken for this project).

##### **Defined Community (a community defined by its shared activities and experiences):**

Set out below are summaries of the documented recordings, written and oral social values of the people & their families who were directly associated with the Kingston Transport Depot through work, shared culture, activities and experiences.

##### **John Harold Benson & Recollections of Val Emerton, John's daughter.**

John (Jack) Benson was first employed as a fitter at the Electrical Workshop when he moved from Sydney to Canberra in 1926. He married Agnes Prowse in 1928 at the newly constructed Ainslie Methodist Church.

Jack was a keen photographer recording much of the social and working life associated with the early years of the Depot and Kingston, some of these have been incorporated in this document.

Benson's value to the early years of the Depot's functioning can be appreciated when reading the *Memorandum* (reference) written by C E F Roach, Transport Officer in 1936. John Benson had transferred to the Transport Section in 1932 where he "built up the necessary equipment and instruments" to maintain "ninety-eight (98) vehicles in Transport, Governor General's fleet, Post Office fleet, Police fleet and electrical appliances connected with the mechanical plant". Benson also taught the apprentices "the electrical side of the trade". Roach's point of view was that since Benson had "grown with the fleet and is fully conversant with the past and present history of same" that he was not supporting Benson moving to another section but rather requesting that Benson gain a wage increase to match that of the proposed other position. Roach goes on to conclude; "A great deal of the satisfactory performance of the Government Fleet and mechanical plant's performance is due to Benson's work".

Following are Val's recollections of the people and events she holds close to her in association with the Depot. It begins with her description of the physical conditions at the time of her early childhood in her short story titled "The Swing under the Pine Trees".

"There were no roads (bitumen) and nice green lawns around Canberra then, it was a dusty bare paddock where the winds whipped up the dry grass and dirt until it rained, and then there was a great old muddy mess that father and the boys tramped into the house."

The transport depot was the centre of operations and maintenance for all government vehicles-cars, buses and trucks. She has kept a record of the Canberra Times article of July 22, 1927, that reported "The bus services of Canberra are in the melting pot. Within the next few weeks, suburbs will be occupied by civil servants and the rapid expansion and alteration of the public needs in city transport have necessitated an entirely new bus system".

At the same time as the bus fleet was expanding the government was building up a collection of official cars and much-needed trucks.

Mr Gargett was the first senior Transport Officer; later Mr C E Roach took over and was responsible for many innovations to the new building. Other early transport officers were Harry Knight, who was second in charge, Jack Traynor, Eugene Desmet, and Harold Strachan, Alf Milton, Milton Purcell, Alf Barber, George Edwards, Perce Jolley, Alf Stafford and Ken Dinnerville. One of the original workers at the Depot was Jack Saunders, who came to Canberra in 1925 when he became the chauffeur to Sir John Butters, Chief Commissioner of the FCC. He worked in this position until the Commission was disbanded in 1930 when Saunders became the first Leading Hand of the Transport Department.



**Plate 18:** Jack Benson, centre, with workmates, c1931.  
Source: Val Emerton.

Jack Saunders and his family lived in one of the three houses built behind the Power House, and were provided with a rare facility in those days, a phone. The phone, No 57, was part of the job, to take messages for parliamentarians wanting a car or other transport arrangements. Jack Saunders' daughter, Jene, was one of the first three women bus conductors during WWII. She joined in 1941, and worked shifts either during day or night for two and a half years. (Refer later Jack Saunders & Jene Baker). Val remembers these women as ground breakers, knowing that they could work along side men.

Jack Traynor joined the Transport Department as one of the first three bus drivers and worked there until he retired in 1953. He went from being a bus driver to traffic inspector and during WWII was put in charge of all the drivers and conductors. He once drove an old grey ambulance to pick up a politician, Sir George Pearce, at the railway station.

Harold Strachan also drove the ambulance before he was made Leading Hand. Harold had a long career in the Transport Department and was presented to the Queen in 1954 in appreciation of his work in organizing the cars for several royal tours.

Ken Dinnerville was working at the Fitters' and Turners' shop near the Powerhouse when Mr Roach began to set up his own fitters shop at the Depot. He took the young Ken Dinnerville out to Duntroon when the RMC had relocated to Sydney during the Depression years, and here Ken managed to find some very acceptable machinery which had been left behind; including a lathe.

The new fire/ambulance station was opened in 1923 behind the Power House, a series of temporary galvanized sheds clustered around a workshop where all government vehicles were maintained.

In 1926 a Social Services Association had been established by the FCC, which amongst other things arranged for the construction of playgrounds for children, sporting and other facilities for adults in the new suburbs. Materials were provided and labour was voluntary. Besides the hall the Association also constructed a pavilion and two tennis courts; the beginnings of the Eastlake Tennis Club. It was a close-knit community which helped one another; besides which you knew just about everybody in town – and usually met them all on Saturday mornings at the Kingston shops. Some of us are still living in Canberra and remain friends today.

Women's services were another facility provided by the Social Service Association and the first Mothercraft Centre was opened in 1927. Mothers living on the north side often pushed their prams all the way to Eastlake on the dusty roads to seek advice from the local sister. The church hall (St Paul's galvanized hall), playgrounds, tennis courts and the Mothercraft Centre were all provided by the Social Services Association and built by voluntary labour...they were the start of a vibrant community which moulded the present suburb of Kingston.

The Trades and Labour Day picnics were held at the Cotter River starting in the 1930s with depot buses taking women and children while the preferred transport was on the back of the Depot lorries.

**Keith Carnall & Recollections of Eddie Carnall; two generation that worked at the Depot.** Keith Carnall joined the Transport Section of the Department of the Interior as a clerk in the workshop in April 1939. He was responsible for instigating improvements to the welfare of the workforce at the Depot with the formation of the Transport Section Canberra Benefit Fund (known as the 'Sick Fund') to assist the transport workers. At the beginning, in 1939, the subscription was 2/- per pay. The object of the fund was to assist members during loss of work through sickness or accident not covered by sick leave or later the Workers Compensation Act. A funeral benefit of £75 was also paid; this was later increased to £125. So that benefits could be managed equitably the administration of the fund required the recording of names, commencement dates and addresses of all of the car drivers, bus drivers, conductors, lorry drivers, cleaners, bus supervisors, leading hands, mechanics, panel beaters, and other ancillary workers such as carpenters, vulcanisers, spray painters, etc. This record also assisted in determining seniority for promotion. Over the years many members obtained benefits from this fund. These records are retained as part of the clubs memorabilia.



Plate 19: 'Frothblowers' with Keith fourth from the left standing.  
Source: ACT Transport Employees Club.

Keith was a member of the Transport Rugby Club known as the 'Frothblowers', they were the dominant team in the Inter-Departmental Competition. Refer Plate 19. Keith played many sports in Depot teams, organising many of the competitions. The Depot workers competed in sports, winning the following trophies; Grand Final Runners up, 1969 VIP Squash; Premiers, 1970, 10 Pin VIP League Div 1; Transport Engineer Social Club 1977 Dart Comp. to Graham Nelson; as well as others for Pool and the Fun Run. Keith also was involved in founding baseball in the ACT; in cricket he scored the first century at Manuka Oval in 1931, including hitting a six.

In 1939 Keith began a collection for the NSW Royal Deaf and Blind Society Children with a donation from members who wanted to contribute of 2/- per pay. This resulted in large amounts being donated and as a result the Depot and Keith Carnall were honoured with Life Membership in 1960. The certificates are retained and displayed as part of the Retired ACT Transport Employees Club memorabilia.

Eddie started at the Depot in 1955 as a conductor and soon took over the position of treasurer of the Fund from his father. In 1969 the fund purchased 3 units at Bateman's Bay for \$12,000 as convalescent homes which are now managed by the ACT Transport Institute Incorporated. He remembers the role the buses played in the opening of the Tumut hydroelectric power plants with great pride.

The Inter Government Department Ten Pin Bowling League was begun in 1968. The Transport Section had 6 teams and won nine straight challenges. They were presented with the trophy at the completion of the league. A report in the Canberra Times picturing Eddie's winning team being presented with the trophy by Mr Jim Frazer MP noted that the Canberra VIP League "is the largest sanctioned four player team competition in the world. A total of 48 teams competed for a \$500 trophy."

Both Keith, who was employed at the Depot from 1939-66, and Eddie, from 1955-84, along with Perc Luton, from 1930-77, Steve Taylor, from 1940-71, and Don O'Reilly, from 1948-77, have donated their Retirement Plaques for permanent display at the Retired ACT Transport Employees Club.

Eddie's wife Jean, on behalf of the Club, nominated the Depot to the ACT Heritage Places Register in 2001.

#### **Jack Traynor & Recollections of Peter Traynor, Jack's son.**

Jack Traynor was one of the first three bus drivers at the Depot, he then became a Traffic Inspector, and later was in charge of all the driver's and conductor's rosters; compiling the timetables. Jack and his wife Kathleen lived in Kingston. Peter Traynor, their youngest son, was born in Queanbeyan in 1927, and the family were long time residents of Kingston.

The following are Peter's recollections of the people and events he holds close to him in association with the Depot.

Jack Saunders and Eugene De Smet were some of the first men at the Depot. The Saunders and Harris families lived at the back of the Powerhouse in two of the three weatherboard houses along the Molonglo River. The Lomax family lived in the other house; Mr Lomax was the fireman.

The first boss at the Depot was Stan Gargett who was succeeded by Mr C E 'Cocky' Roach in 1932. Roach remained until the 1950s when he retired at the same time as Peter's father. Jack Rooney was a driver there for seven years before his death in 1932. Peter's father's other work mates were Perc Tucker, Bill Sykes, Dicky Dunn, George Edwards, Alf Milton, Ben Kelly and Herb Williams.

Bean buses, used up until the mid 1930s were chunky with no style whereas the new buses purchased in 1936 were beige coloured with a yellow band and carried many more passengers. The most patronaged bus route was No.1 Kingston to Civic via Manuka, Arthur Circle, Melbourne Avenue, the Lodge, Westlake and Hotel Canberra. Route 2 travelled from Kingston to Civic via Manuka, Wellington Hotel, Brassey House, Kurrajong, Parliament House East and West Block, and Hotel Canberra. Both routes were often combined. In the early 1940s the fares were 1 penny to Kurrajong and 4 pence to Civic. The bus that drove the Cotter route seated only 20 passengers due to special passenger requirements.

During the WWII years women were employed as conductors, replacing the enlisting men. Their names were Mollie Malone, Jean O'Reilly, Jean Saunders and Maud Corrigan. There were also special buses provided for social functions. Buses left Albert Hall at 11pm after balls held by various churches as well as the Masons; similarly there were special buses for the Capital and Civic picture theatres, and during the day for school functions.

The Depot phone was extended to the Traynor home so that his father could be contacted if there were any out of hours problems. The first ambulance service now operated out of the Depot up until it was transferred to Forrest Fire Station. There was great mirth amongst the Depot staff on one occasion in the early 1930s when Sir George Pearce MP was not amused at being picked up from the railway station in the ambulance.

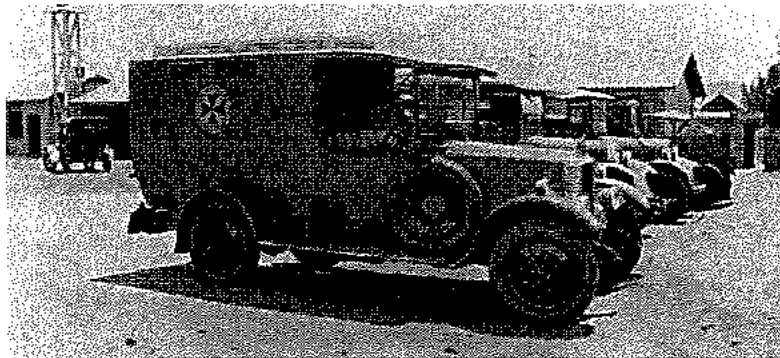


Plate 20: The early ambulance. C1929. Note the fire hose tower in the background. Source: ACT Transport Employees Club.

His brother John was a mechanic at the Depot and worked in the lower section that was built in the mid 1930's. Other mechanics, who did their apprenticeships there and stayed on as his brothers work mates, were Bill Winter, Arthur Smith, Riley Swan and Ken Dinnerville.

Peter remembers his father's large timetable sheets, about 400 x 600mm, hanging in the Depot.

Traynor is sure that many people who worked at the Depot would be turning in their graves and if alive be devastated at the proposed destruction of a dear wonderful landmark which formed part of Canberra's history and memories', including Cocky Roach (manager), Bill Knight (2<sup>nd</sup> in charge), Jack Traynor (traffic officer), Cec Harris, Harold Strachan, Alf Mildon, Eugene de Smet, Bill Sykes, George Edwards, to name a few.

### **Recollections of Reg Walters**

Walters started at the Depot in 1963 as a Commonwealth Car Driver and remembers with pride Billy Beadman's achievements (refer below). He also holds bus drivers Harry Cooper and Bill Samious in high regard for their work in establishing the Transport Credit Union in the late 1960s at the Depot. The Credit Union proved popular with the members where a maximum of \$300 could be borrowed. This was most needed during periods when members were on strike. Repayment terms were negotiable for members in financial difficulties. The credit union became so successful that it relocated to Green Square in Kingston shops and a permanent manager was employed with both Samious and Cooper remaining as board members. The Transport Credit Union later became the Service One Credit Union.

### **Horace Luton, Bill Convine, Harold Covine & Recollections of Dion Convine**

Dion Convine's family has been involved with the Kingston Bus Depot since at least 1938. Horace Luton, Convine's father-in-law, commenced work from the Depot as a Conductor in 1938. He then worked as an Interstate Car Driver over the years and as a Supervisor on the Cars. Luton once drove the Duke of Gloucester to the ship in Sydney on the Duke's return trip from Australia. He also drove many politicians. Luton continued working at Depot until his death in 1979.

Dion started at the Depot in 1965 as a bus driver after leaving the Public Service. His training and first shift was from the Depot. In the early 1970's there were only two Depots operating, Kingston and Ainslie, until Woden and Belconnen became operational Depots. He recalls helping with the social club that was set up for the benefit of the employees (refer W Redman & the Transport Social Club below). In 1972, still at Kingston, he became an Acting Leading Hand and in 1973 a Bus Inspector covering buses all over Canberra. In 1975 he became a Supervisor Grade 3 and then in 1977 the Depot Master of Kingston. In 1978 he initiated the formation of the Transport Employees Institute, an organization set up to look after members, socially as well as helping them in hard times.

Whilst Regional Manager of North/South Canberra in 1980 he obtained, through the Institute, funding to set up Gymnasiums in all bus depots for the physical health of employees. Because office space became vacant in the Kingston Depot, he located the equipment in that area as well as also a room for social events; these were happy times.

In 1988 he set up and opened the Tuggeranong Bus Depot, then, in 1990 he was requested from head office to return to Kingston and close the original Depot. He was not happy about closing the Depot as it held many happy memories of both family and friends. He remained there until 1991 retiring after 26 years in the industry. The Depot finally closed in 1992.

All apprentices were train in the early days at the Depot. His brother, Bill Convine, commenced there in 1941/42 as an apprentice in the Work Shop and later trained as a motor mechanic. Bill also organized many different events for the benefit of the workers, both social and sporting, during his time at the Depot. During Bill's time there, in the 40/50's, the number of staff in the workshop was 80 with a ratio of between 8-10 apprentices at any one time. The unions operating in the depot were the AFC, AEU, TWU, 4th Division Officers and ACOA, with the TWU covering all drivers.

His other brother Harold commenced as a Bus Conductor in 1948. During his time at the Depot Harold also drove trucks, cars and buses until he retired.

There were many socials and kids Christmas parties held at the Depot bringing together families of the employees.



**Alfred Barber & Recollections of Babette Scougall, Alfred's daughter.**

Alfred Barber worked at the Depot from about 1926 until his retirement in 1964, except for a short period when he worked as a courier for the Department of Foreign Affairs. From about 1940 to 1950 Alfred was a Commonwealth car driver, spending much time interstate often away sometimes for weeks at a time, especially during the War years.

He was an ex-serviceman from London who had been gassed in France during WW1 and who emigrated to Australia in 1923 hoping that a hot dry climate would help him to recover his health. As he had received training as a bus driver on demobilisation in London, he applied for a position with the Transport Section when it was first established. He was married in 1929 at St Columba's Church, Braddon, and was allocated a house in Gosse Street, Kingston, where many of his neighbours were Depot workers, ambulance officers and firemen. A close bond developed among these families and this bond has continued over the years. He later moved to Howitt Street in Kingston where a number of Transport families also lived, including Albert Morris, Milton Purcell and Harold Strachan.

The following are Babette's recollections of the people and events she holds close to her in association with the Depot.

The buses were absolutely essential to the everyday life of the scattered community of the new Federal Capitol. This was when few people had cars of their own. It enabled people to get to their work places (both private enterprise and the public service); children to school; to go shopping; keep dental and medical appointments, etc. Special buses were made available for people to attend funeral services (for everyone, not just note-worthies), sport and recreational activities, attend 'official' functions like Bert Hinkler's and Kingsford-Smith's landings in the 1920s, later war memorial services and other activities. Taking members of the community out to the Cotter for the annual Trades and Labour Council's picnics are memories most in the community at that time recall with great fondness. On those occasions, buses transported the elderly and women with babies and small children; family groups went on the back of trucks; their vehicle of choice, and government ministers were taken there in cars. One Canberra Times article mentioning that about 6000 participated. Few members of the public would've been able to get themselves out there if not for the vehicles from the Depot.



**Plates 21 & 22:** Annual Trades and Labour Council picnic at the Cotter.  
Source: ACT Transport Employees Club.

The city of Canberra could not have been built without the use of vehicles from the Depot. In the very earliest days, horses and carts (with forges), steam rollers and trucks and machines of all kinds, and the people who manned and maintained them, were all part of our transport history. As Canberra's climate was so dry and very few roads were surfaced back then, water carts had to be sent out to keep the dust down in order to make living conditions easier for everyone in the community. Photographs of bus drivers and conductors of the 1920s and 30s show them wearing grey dust coats. Roads in and out of Canberra were very poor and consequently most material needed to build Canberra came by rail. Government trucks were used to convey the material from the railway station to the various sites.

Going to school by bus is a memory of every child who grew up in Canberra, and also Mr Jack Wright, one of the bus inspectors. Special buses were sent out from the Depot to bring in children from outlying rural areas. An example of this was Lyneham High School which in the 1970s had a course in agriculture designed especially for children from rural areas. They came in by bus. She remembers another special bus service for the children who lived in the southernmost corner of the A.C.T. The driver, Mr Piper, stayed overnight at Shannon's Flat Sunday to Thursday, so that he would be able to pick up the children early in the morning and get them to their schools on time. At 3.30pm he would pick them up and take them back home.

During WWII Babette's father, Alfred, was temporarily blinded when a gas-producer blew up near him at the Depot. The gas was produced from charcoal. There were at least two places where charcoal was made: the kilns near the old Kowen school site, and at Uriarra near Blue Range Hut where the Italian prisoners of war were interned. By installing gas-producers to their vehicles, the Depot was able to provide important ministerial transport during the War at a time of petrol restrictions.

There were early links with the whistle at the Powerhouse. Conductors had to 'punch the bundy' in three places to show that their buses were running on time. The first place was at the corner of Wentworth Avenue and Giles Street, the second was at the Acton Offices and the third at the terminus in Ainslie. The bundy was a metal box, about 3 feet high, that had a clock near the top with a brass plate under which the conductor had to push aside to key in the bus's time of arrival at the three stops. The time for both the Powerhouse whistle and bus had to be the same. The conductors collected tickets and small change, and returned the tickets and money at the end of the run in the front office along Wentworth Avenue.

The strong sense of community which developed back in the early days of Kingston remains with us today whenever old Kingston families meet, even though some of them have moved to other places. This sense of community, with everyone knowing everyone and working together for a cause, was made stronger by the children playing and going to school together; it made Kingston an exciting place to live. It was the working hub of the new, developing 'Bush Capital'. Everything came through it, both goods and people. People living in other suburbs turned to it for help of every kind. Little that's at the Kingston Foreshores now acknowledges or reflects this early history. The Powerhouse building, devoid of the railway lines or anything else to connect it to its past, and the empty Fitters Shop nearby, are not enough. The Depot, however, still conveys some of that feeling. This is where people still come to the Markets. They enjoy visiting the old building. Without the building the sense of belonging to Canberra's early history will be lost and the past will be removed. What is important is that the history of old Eastlake be respected. So much of the past has already been removed. If the Depot also goes, then not enough representing Kingston's early years will be there and so more of the community's local history will be gone. This should not be allowed to happen.

### **Recollections of Frank Dunshea**

Frank was employed as an electrical fitter in the Electrical Workshop, adjacent to the Depot, in the 1940-50s. He believes his experiences were typical of employees of other branches of the Department of the Interior and other departments that used vehicles supplied by the Transport Section; including the Fitters Workshop, plumbers, painters, builders, roads and bridges, water and sewerage, fire brigade, ambulance, police, forestry and bush fire and several other services. The vehicles supplied to the Electrical Workshop were mostly pre-war vintage and had already seen a lot of usage consequently they required a lot of servicing and repairs to keep them on the road. Frank considers that the mechanics at the Depot carried out this task well and had to improvise due to the unavailability of spare parts.

On occasions much time was spent trying to persuade the Leading Hand Mechanic on duty at the reception room (in the northwest corner) to supply them with a replacement vehicle for one that was in for repair. Bert Robinson, Harry O'Brien, Bill Wintle and Jack Delaney are a few of the men he remembers dealing with. They always tried to help and provided another vehicle. Frank strongly believes that much of the early development of Canberra would have been delayed without the efforts of the Transport Workshop staff. Many of these men later became successful in the private motor trade business in Canberra.

Frank points to the example of Jack Benson when highlighting the ingenuity of the men at the Depot. Jack, an auto electrician in the Depot workshop, built his own three wheeled, two seat electric vehicle with a small covered tray for batteries that looked like a small utility truck. He drove to it to and from work and could be seen driving it around Canberra for many years.

### **Recollections of Jules (Smokey) De Smet**

Jules began work at the Depot as an interstate driver in 1939, retiring in 1987, although the Canberra Times, August 13, 1987, stated he began as a conductor, and then became a bus driver. He drove John Curtin's staff to the opening of the Australian War Memorial in one of the special purpose vehicles. He joined the army soon after the war began, and in 1948 returned to the Depot driving buses at first and then special purpose cars which later became the Commonwealth car Fleet. He was the driver for prominent politicians that included Dr Evatt, Ben Chifley, Billy Hughes, Sir Arthur Fadden, Harold Holt, Gough Whitlam, Sir William McMahon and Al Grassby. 25

### **William Beadman**

Beadman's family moved to Canberra from Araluen in 1927 and lived at the Causeway when he was nine years old. He attended Telopea Park School and in 1934 he started work at the Depot as a bus driver. Before the War he drove the school bus route to and from the Cotter; which including delivering grocers. The condition of the gravel roads and the distance he needed to travel made it necessary for him to stay overnight in a hut near the Cotter to make an early start picking up the school children. He enlisted in the Army in 1941 and returning from New Guinea he married Gloria Cameron in 1947, who worked at the Kingston pharmacy. In the 1960s, while driving his bus across King's Avenue Bridge he rescued a drowning man from Lake Burley Griffin and for this act was awarded the British Empire Medal for gallantry. He was appointed to the Commonwealth Car Fleet; parliamentarians he drove for included Doc Evatt, Doug Anthony and Gough Whitlam. After the Whitlam dismissal he was in attendance at the 'party' held by the dismissed Prime Minister at the Lodge. Beadman was also an accomplished cricketer playing at a young age with his older work mates in the local competition and a champion snooker and billiards player. He won 25 consecutive ACT Billiards Championships, winning 32 titles in all. At his peak he defeated Sir Walter Lindrum and Eddie Charlton, both world champions in their time. He was inducted into the ACT Sports Hall of Fame in 1999. Beadman's colleagues hold him in high esteem as a work mate and also consider him one of their finest. He had served in the War, chauffeured Prime Ministers

and was a sporting champion in a government department where sport was a chief social leisure interest. He retired in 1978 and died in 2001. 26

### **John (Jack) Saunders & Jene Baker**

Saunders came to Australia from England and first came to Canberra in 1914 to work as a groomsman to General Bridges at Duntroon Military College. He moved back to Sydney to work as a fireman in 1915, to England for a short period, then Armidale in northern NSW. He finally settled back in Canberra in 1925 and became chauffeur to Sir John Butters, the FCC Chief Commissioner. When the FCC was replaced by the Department of the Interior Butters left Canberra and appointed Saunders to the Transport Section. There he became the first Leading Hand responsible for timetables and the general workings of the Depot. In 1933 the Saunders family moved into one of the few weatherboard houses behind the Powerhouse next to the fire station. During a period in the depression he was only employed one week in three at the Depot and had to find other work to support his family. The two Saunders boys were killed in the WWII and the Korean War, and Jack died in 1954 just one year after the death of his youngest son.



**Plate 23:** Jack Saunders, in his chauffeurs uniform, c1927.



**Plate 24:** Jene Baker c1941, in her 'Clippies' Uniform 1941. Source: Val Emerton.

Jene Baker, ne Saunders, was nine when her family moved back to Canberra, the eldest of four children. She watched the opening of the Old Parliament House where her father was chauffeuring Sir John Butters. At 16, in the depression, she left school to look after the family as her mother became ill and was sent to hospital in Sydney. On her mother's return she worked at various jobs and in 1938 married Jack Baker, a fireman and ambulance office living at the newly built Forrest Fire Station houses. When he enlisted she had to move from the fire station houses since her husband, on enlisting, was no longer considered a fireman. As mentioned above, due to the labour shortage as a result of the War, the Department advertised for female bus conductors. Her brother had enlisted and her father being employed at the Depot made her eligible and she applied for the position. In 1941 she and three other women became the first female bus conductors in Canberra. Jene worked a double shift on Saturdays enabling her to earn £8 10/-. She worked as one of the 'Clippies' for 2½ years with a one-week night shift and then a one-week day shift, and for most of the time she had Steve Taylor as her driver. Due to petrol rationing the buses were mostly full with the busiest time on Saturday mornings between Kingston and Civic. After the War her husband rejoined the fire brigade and they moved back into the Forrest Fire Station housing. 27

### **W Redman & the Transport Social Club**

Redman began work at the Depot in 1950 as a bus driver. He was instrumental in forming the Transport Social Club in October, 1950. The object of the club were to foster a spirit of friendship and goodwill amongst its members by arranging social and recreational activities for members and their families; to encourage competitions with other similar organisations, and to arrange for testimonials to members and donations to charities. Membership was open to all transport employees during their time of employment at an annual subscription of 10/-. Christmas parties were organised with the social club providing children's presents, food and drinks. Apart from lunch time activities the social activities included golf days, cricket matches, fun runs, tennis and football. Later a gym was installed at the Depot. At testimonials a plaque would be presented in appreciation which included their period of employment.

### **Retired ACT Transport Employees Club**

The Retired ACT Transport Employees Club is an association of people who worked at the depot including conductors, drivers, inspectors and the earliest apprentices who started work their in the 1930s. The association held monthly meetings in one of the depots original storerooms located in the western corner. This office area was also the home of the depot's WWII Honour Roll, which originally had pride of place in the entry lobby of the 1940 single storey addition along Wentworth Avenue. These facilities were not made available once the ACT Land Development Agency took over the premises and the Honour Board is now kept at the club meeting hall in Campbell.

The Association has collected various items relating to the depot and the history of transport in Canberra with the intention that this is the beginning of the accumulation of heritage items to be displayed in a future transport museum inside the existing Depot.

Presently the Transport Depot's large structures house the "Old Bus Depot Markets" where each Sunday thousands of people browse purchasing food, furniture, crafts, artworks, clothes, etc., refer to Plates 5 & 9. A short story titled *Ghosts of Kingston and the Old Bus Depot* written by Val Emerton concludes with the following passage which embodies the social significance of the Depot to the community and the families of the people who worked there.

"The smell of grease and petrol, and the sound of men talking and laughing as they worked have long since gone. All evidence of the pin-up girl calendars and jokes on the walls, side by side with technical diagrams of buses, cars and trucks, and the paraphernalia of routes and shifts, times of parliamentary sittings, and the lists of materials and equipment to be ordered, has worn off, or been painted over.

There are men still around who, for many years, helped keep the wheels moving. As former bus, car and truck drivers, mechanics, fitters and office workers, walk in through those big roller doors facing onto the Power House, memories are revived of the strident noise of motors, footsteps on the concrete floors and the banter and laughter of the men. Sad memories too of accidents, hardship, and the uncertainty of the war years.

Now on Sundays the Old Bus Depot echoes to the happy sound of families wandering amongst a variety of stalls, and the old hangars smell of fresh cut flowers, hand crafted woodwork and all sorts of culinary delights, but for some, the ghosts still walk the concrete floors."



Based on the research and workshops undertaken the collective attachment to the Depot for the defined community, which embodies meanings important to this defined community, is as the place where two or more generations of people worked to provide: essential services to the Government of Australia and its departments; essential services to the local and district communities, and important transportation to help build early Canberra. The Depot is the place where they formed social groups and recreational clubs, and had common social experiences, resulting in the Depot representing strong symbolic qualities defining their community for over 50 years. There is a pride in this defined community in the knowledge that the Depot performed essential community functions in Canberra's development leading to a special attachment by the defined community. There is a pride in the knowledge that the Depot, from their perspective, was closely associated with events having a profound affect on the local community as well as nationally. This community's association with the Depot for over 50 years until it closed and its strong social ties distinguishes this community and the Depot from other communities and locations in Canberra. The Depot is a symbolic place that connects the past with the present and provides a strong sense of connection to Canberra's transport services for those associated with this community.

**Local Community (the community of South Canberra specifically & Canberra in general):**

The Old Bus Depot Markets (OBDM) has been located in the Depot since 1998 and is now recognized as a key marker or signature use by the ACT community defining a particular area of South Canberra. Research into tourism literature confirms that the OBDM has appeared as a landmark in tourism materials over the past years. It is mentioned on numerous tourist web sites and is advertised as one of the 'top 10 Canberra *Places of the Heart*'. It has won the Australian Tourist Awards Hall of Fame and Tourism Retailing 2003-05 Australian Tourism Awards. Some examples of web site reports are: Novotel states "the Old Bus Depot Markets is located in a fabulous old industrial building on the Kingston Foreshore"; Australianemployer states "The national award-winning Old Bus Depot Markets is one of Australia's favourites"; National Capital Attractions Association states "The Old Bus Depot Markets have been a Sunday institution in Canberra for over 10 years. International and interstate visitors are delighted by the flavour, fun and atmosphere of Canberra's contemporary urban market. Located within a great old industrial building near the Parliamentary Triangle, over 200 stalls offer a huge diversity of products." Over more than a decade since the opening of the OBDM many hundreds of thousands of people have visited the place.



**Plate 25:** Upper level on market day.

The community identifies the Depot as being a symbolic place that connects the past and the present, and that has a sense of connection to Canberra's history. These attributes were



mentioned many times in recent letters to the Canberra Times after it was announced in 2009 that the 2001 nomination of the Depot to the ACT Heritage Register would not be approved by the ACT Heritage Council. They were also mentioned many times in the workshops and supported strongly by all participants.

The Kingston Transport Depot has a long period of continuous human use reflected in its fabric when considered in the context of Canberra's development. This is represented by the identifiable sequence of developments and modifications to the place. The place has as well an unmistakable patina of age. While it is hard to define and quantify it is this sense of accumulation of age and its present-day sense of itself as a market, with the possibility of other uses to build up associations and value to the community of users, which is the key to why the place is valued by the Canberra community. Much of this comes through the growing community attachment to the place kept as the Old Bus Depot Markets and as a community landmark in South Canberra. The community though, also to a growing extent, values the place because it represents one of the few remaining accessible links with Canberra's industrial past, and in association with the nearby Powerhouse, symbolically representing the past in the present.

There is a special community attachment developed through the use of the Depot as the OBDM over the past decade as evidenced by its popularity and recognition in the Canberra community.

#### **Assessment of Social Significance.**

Using the chart "Thresholds of Social Significance" we make the following analysis of the Bus Depot's social significance.

#### **From the Chart:**

- (a) The Bus Depot was a key marker and signature place in the ACT from its formation in 1926 until its closure in 1992. Its key period was in the first 50 years when it was an essential facility in much of Canberra's social life and political life as it was significant to the movement of most people.

It was well known and continues to be well known but today it is for the Markets.

It was important for the Transport workers and their families but its impact and importance was to the whole Canberra community.

- (b) In a similar way the Bus Depot has been used as a reference point as the reliance on public transport was fundamental to the life of the Canberra community. The busses provided the means to get to work, undertake major social activities such as picnics at Cotter or its participation in political life, from the fleet of Commonwealth cars under the control of the Depot including Prime Minister and Governor General, and the use of the buses for major events such as the Snowy Mountain opening.

The services fleet (ambulance and fire) relied on the Depot.

Early apprentices were trained through the Depot.

- (c) There is a particular and strong attachment to the place by the Transport workers and allied tradesmen who worked in or were associated with the place. This is evidenced by the passion for the organisation of the Depot expressed in the previous pages.

## **THEMES**

- 1. Peopling the capital:**
  - Migration to seek opportunity.
  - Promoting settlement on land through selection/planning/nation building.
- 2. Developing a National Capital:**
  - Moving people & goods on land. Including politicians.
  - Recruiting labour.
  - Developing an engineering & construction industry.
  - Supplying urban services; transport & fire prevention.
- 3. Working:**
  - Coping with unemployment.
  - Coping with dangerous jobs & workplaces.
  - Organising workers & work places.
- 4. Educating Canberra workers:**
  - Forming associations for education.
  - Training people for workplace skills.
- 5. Providing services directly to public servants & politicians.**
- 6. Developing social groups & ways of life:**
  - Forming associations to preserve traditions & group memories.
  - Organising recreation.
- 7. Marking phases in the Australian life cycle:**
  - Retiring.

## REFERENCES

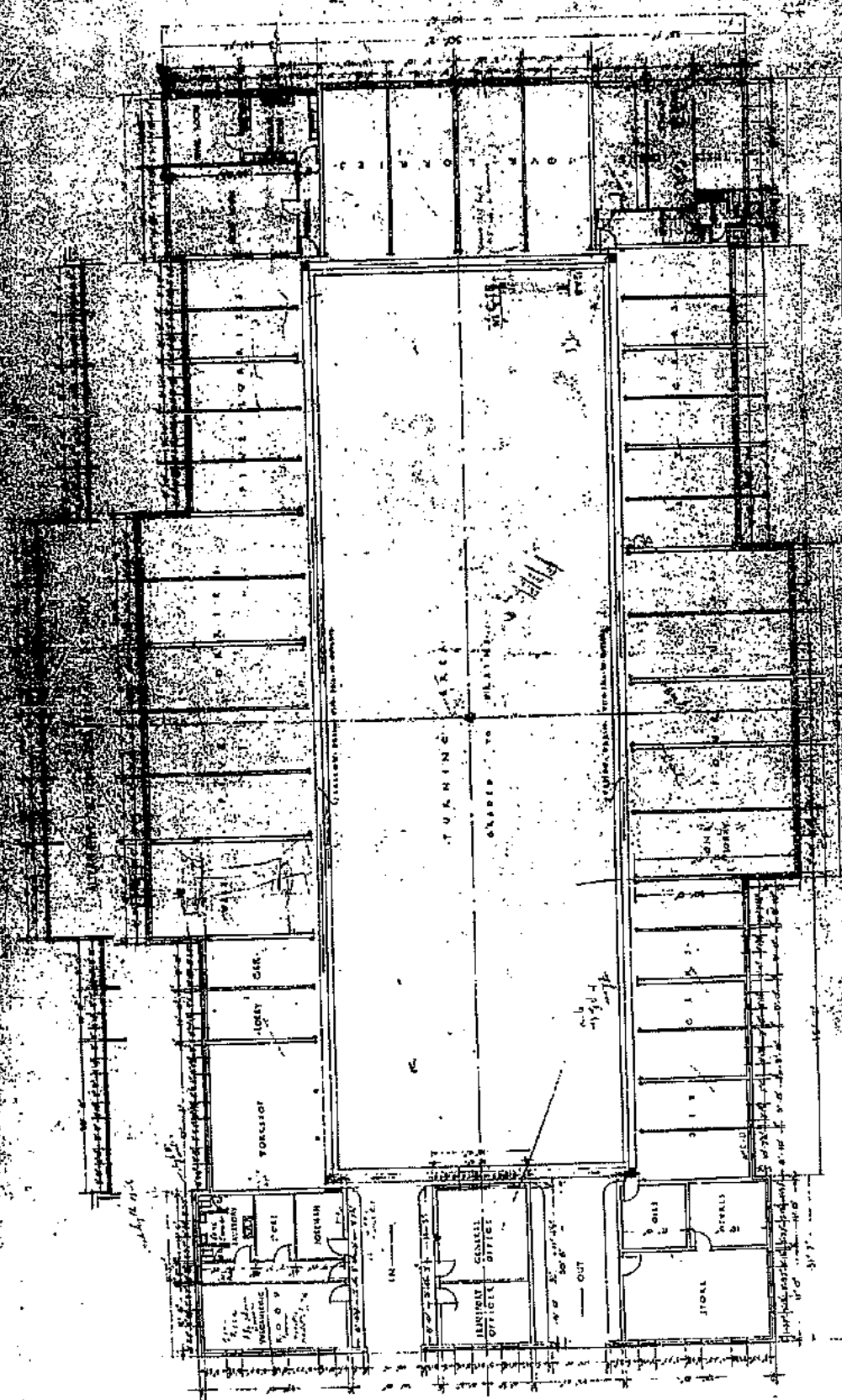
- 1 National Library of Australia (NLA) Aerial view of Eastlake, circa 1925 and identification of buildings by Ms B Scougall & Ms V Emerton.
- 2 National Archives of Australia (NAA) Mildenhall Collection, A 3560; Frame 5128. NAA A2506 Ag 313 (stored with Series A9663) Plan "GARAGE AT KINGSTON" drawing number Ag 313, date 13.12.1926, drawn by Architects Department. National Trust (ACT) (NT) Tutty Collection, Folder 10 "KINGSTON DEPOT"
  - Elevations and Sections "GARAGE AT EASTLAKE" drawing number Ag 314, date 6.12.26, drawn by Architects Department.
- 3 Richard Apperly Robert Irving Peter Reynolds. Identifying Australian Architecture Styles and Terms from 1788 to the Present. Angus & Robertson 1989.
- 4 Foskett Johnstone Andrew. On Solid Foundations. The building of construction of the Nation's Capital 1920 to 1950. Canberra Tradesmen's Union Club, Canberra 2001.
- 5 NT Tutty Collection "EXTENSION TO WORKSHOP" dated 1936, drawn by Works Branch.
  - Ground Floor Plan drawing number 6529.
  - Sections & Elevations drawing number 6530.
  - Sections & Elevations drawing number 6531.
  - Site Plan & Under-pinning drawing number 6440.
- 6 NT Tutty Collection "TRANSPORT DEPOT – KINGSTON ACT. ADDITIONS & ALTERATIONS & STEEL FRAMED ROOF TO EXISTING GARAGE" drawn by Director General of Works.
  - Plan Sheet 1 drawing number 11548, dated January 1940.
  - Elevation Sheet 2 drawing number 11602, dated January 1940, Also NAA Series A9663.
  - Sections Sheet 3 drawing number 11640.
  - Details Sheet 4 drawing number 11603, dated February 1940.
  - Details & Steel Window Section Sheet 5 drawing number 11604, dated February 1940.
  - Details Entry Sheet 6
  - Wentworth Avenue Part Elevations & details Sheet 7 drawing number 11606, dated February 1940, Also NAA Series A9663.
- 7 Richard Apperly Robert Irving Peter Reynolds opcit
- 8 NT Tutty Collection "TRANSPORT DEPOT KINGSTON CANBERRA ACT. PROPOSED GARAGE ROOF" drawn by Civil Engineering Section Works Branch, dated 29.3.1940.
  - Roof Plan drawing number C1614.
  - Elevation & Details drawing number C1615.
  - Elevation & Details drawing number C1616.
  - Elevation & Details drawing number C1617.
  - Footings drawing number C1618.

- 9      NLA Series No. 1-55-16-451 "CANBERRA REGION RUNS"  
       - Box K Aerial Photograph dated 14.3.42. This shows the turning & parking  
       area fully roofed & the single storey brick addition completed.
- 10     NT Tutty Collection "TRANSPORT DEPOT KINGSTON ALTERATIONS &  
       ADDITIONS", drawn by Works Department Canberra, 27.7.45.  
       - Drawing number 16114.  
       Drawing number 16115.
- 11     NT Tutty Collection "TRANSPORT DEPOT KINGSTON ADDITIONS LAVATORIES  
       & LUNCH ROOM OVER EXISTING RECREATION ROOM" drawn by Department  
       of Works Canberra, dated 17.9.45.
- 12     NT Tutty Collection "PETROL BOWSERS" drawn by Department of Works &  
       Housing ACT, 13.10.47 with additional drawings dated 1949.
- 13     NAA Series A9663 Item No. 20844 "EXTENSION TO WORKSHOP AT BUS  
       DEPOT, KINGSTON", dated 10.12.1951.
- 14     NGA Series No. 1-55-16-451 "CANBERRA REGION RUNS"  
       Box I Aerial Run, dated February 1960.
- 15     GHD. "TRANSPORT DEPOT KINGSTON ACT ALTERATIONS & ADDITIONS"  
       drawn by Moir and Slater Architects for the NCDC, dated 16.3.60.
- 16     GHD. Drawings, dated 1973, copies held by Brown & Root Services, contractor.
- 17     Conversation with Mr Eddie Carnall, Mr Stan Brill & Dion Convine
- 18     Richard Apperly Robert Irving Peter Reynolds opcit
- 19     AIA Register of Significant Twentieth Century Architecture.
- 20     Richard Apperly Robert Irving Peter Reynolds opcit
- 21     Alison & Peter Smithson. The Heroic Period of Modern Architecture. Thames &  
       Hudson Ltd, London 1981.
- 22     NT Tutty Collection.
- 23     Conversation with Bill Jordan, consulting heritage engineer.
- 24     Conversation with Harry Trueman, founding partner of Hughes Trueman and a  
       structural engineer.
- 25     Conversations Mr Jules De Smet & Canberra Times article 13 August 1987.
- 26     Canberra Times March 2001 Obituary of W J Beadman.
- 27     Canberra Stories Group. Settlers Stories [1913-1975] Why they came and stayed  
       in Canberra. Canberra Stories Group, Murrumbateman 2000.

## Appendix D – Historic Drawings

The drawings listed below have been obtained from the National Archives of Australia unless noted otherwise.

- 1926, plan, 'Garage at Kingston', obtained from Kingston Bus Depot Heritage Assessment, Graeme Trickett, 2001
- 1936, elevations and sections, 'Extensions to Bus Depot and Garage, Kingston, Canberra', Department of the Interior, A2617, Section 15/6530
- 1940, elevations and sections, 'Transport Depot Kingston Additions & Alterations & Steel Framed Roof to Existing Garage', Department of the Interior, A2617, Section 15/11602
- 1940, elevations, "Transport Depot Kingston ACT Additions & Alterations to Existing Garage", Department of the Interior, A2617, Section 15/11606
- 1940, details, 'Additions & Alterations Transport – Bus Depot Kingston ACT Boiler Room Flue Detail', Department of the Interior, A2617, Section 15/13020
- 1940, sections and details, 'Transport Depot Kingston ACT Additions, Alterations & Steel Framed Roof to Existing Garage', Department of the Interior, A2617, Section 15/1164
- 1945, plans, elevations, sections and details, 'Transport Depot Kingston ACT Additional Lavatories & Lunch Room Over Present Recreation Room', Department of Works, A2617, Section 15/16091
- 1945, plans and elevations, 'Transport Depot Kingston Alterations' (addition to administration office), Department of Works and Housing, A2617, Section 15/16313
- 1951, plans and elevations, 'Proposed Extension to Workshop at Bus Depot – Kingston – Canberra - ACT', Department of Works and Housing, A2617, Section 15/20844
- 1951, plan and sections, 'Proposed Extension to Workshop at Bus Depot – Kingston – Canberra, ACT', Department of Works and Housing, A2617, Section 15/20845
- 1957, ground floor plan and details, 'Transport Depot Kingston ACT' (new workshop), Department of Works, A2617, Section 15/24592
- 1957, first floor plan and details, 'Transport Depot Kingston ACT' (new workshop), Department of Works, A2617, Section 15/24593
- 1957, elevations, 'Transport Depot Kingston ACT' (new workshop), Department of Works, A2617, Section 15/24597



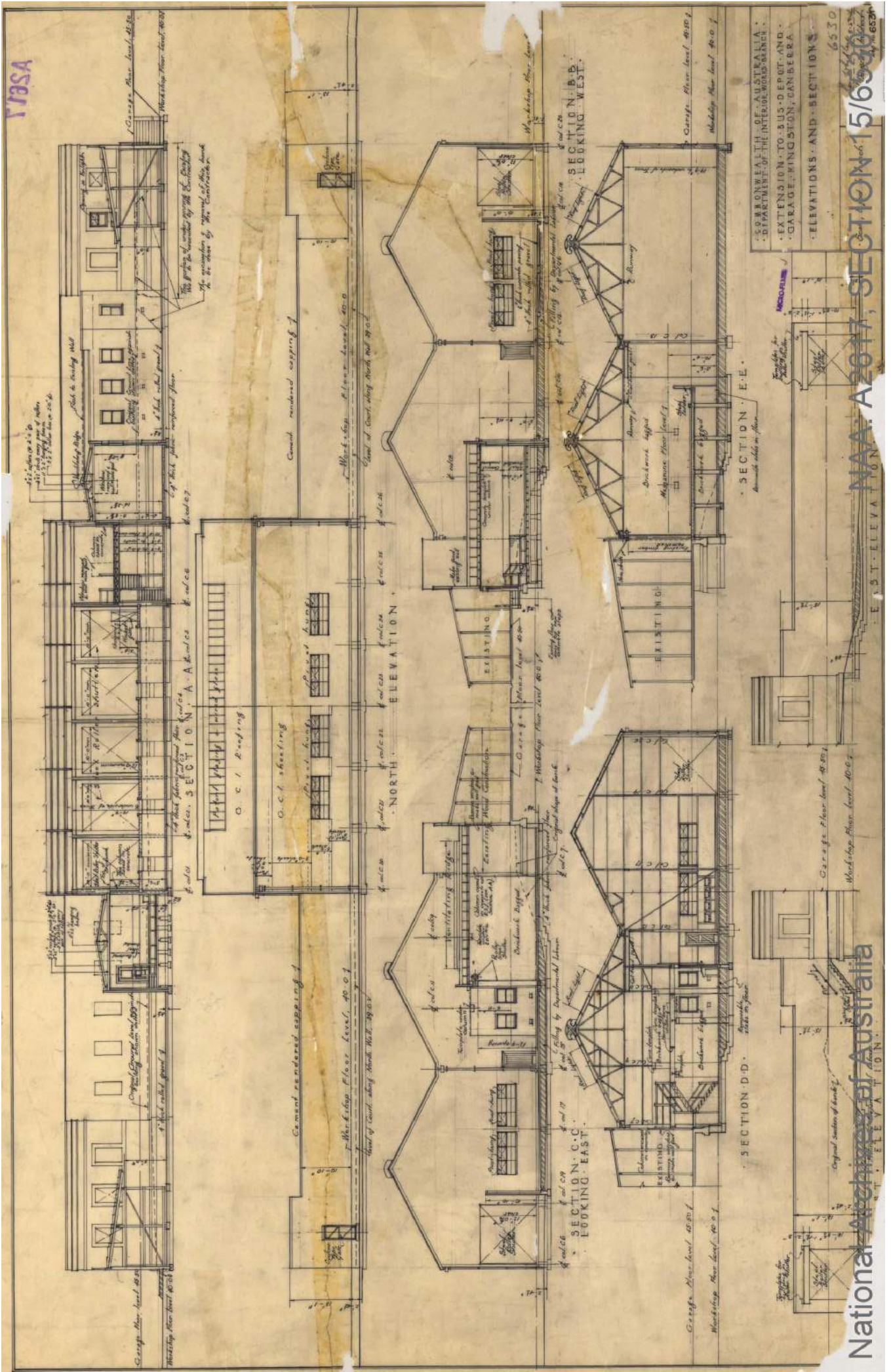
Architect  
10/1/74

DATE: 10-11-76

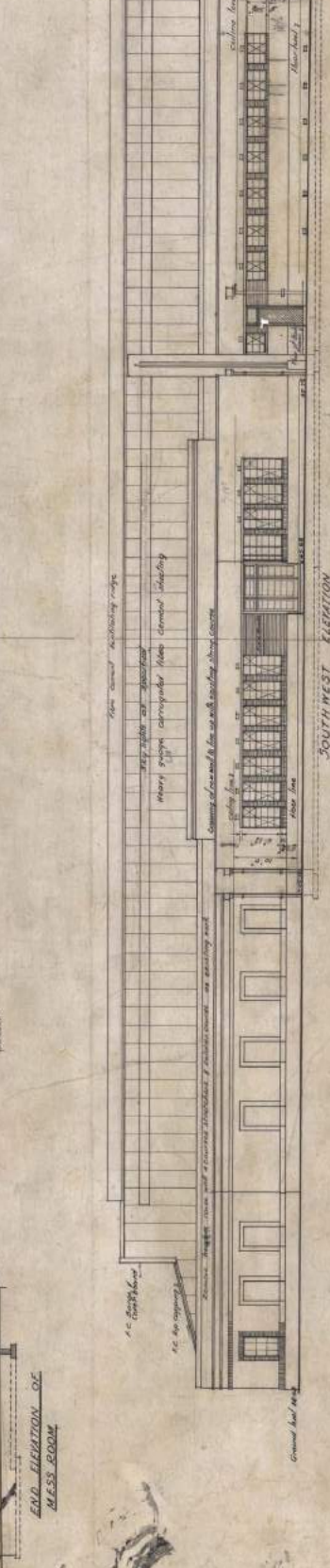
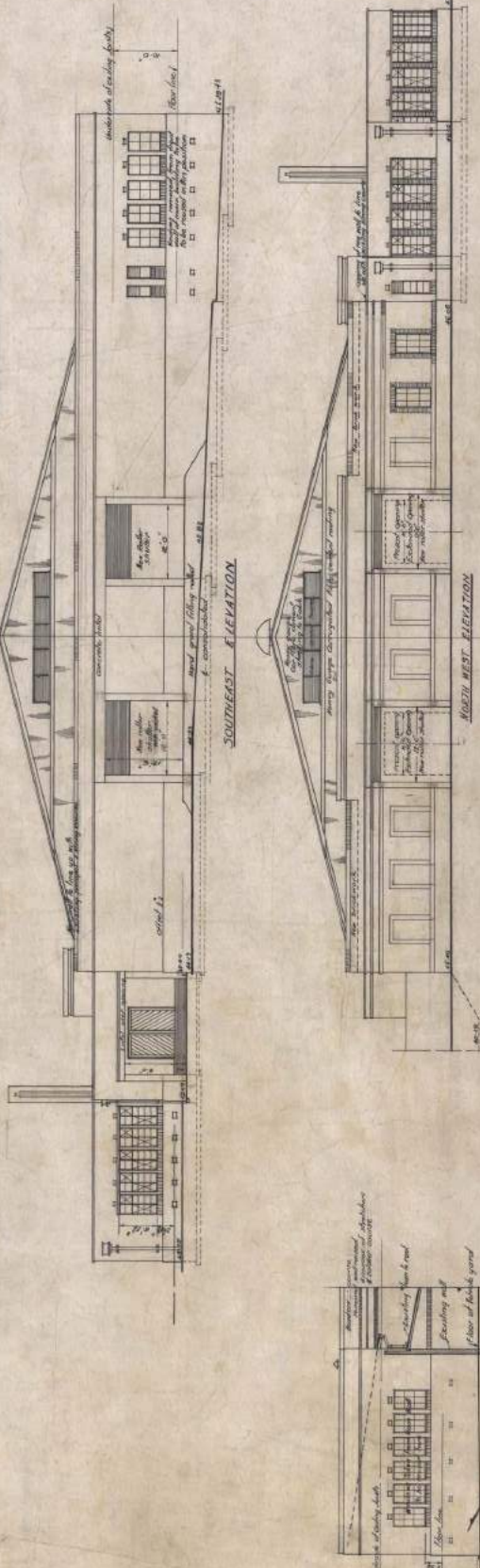
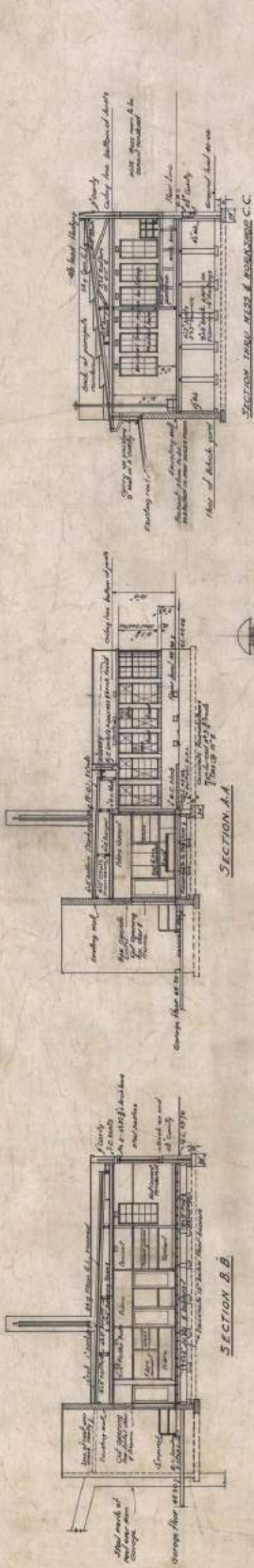
1 2 3 4 5 6 7 8 9 10 11 12



1705A







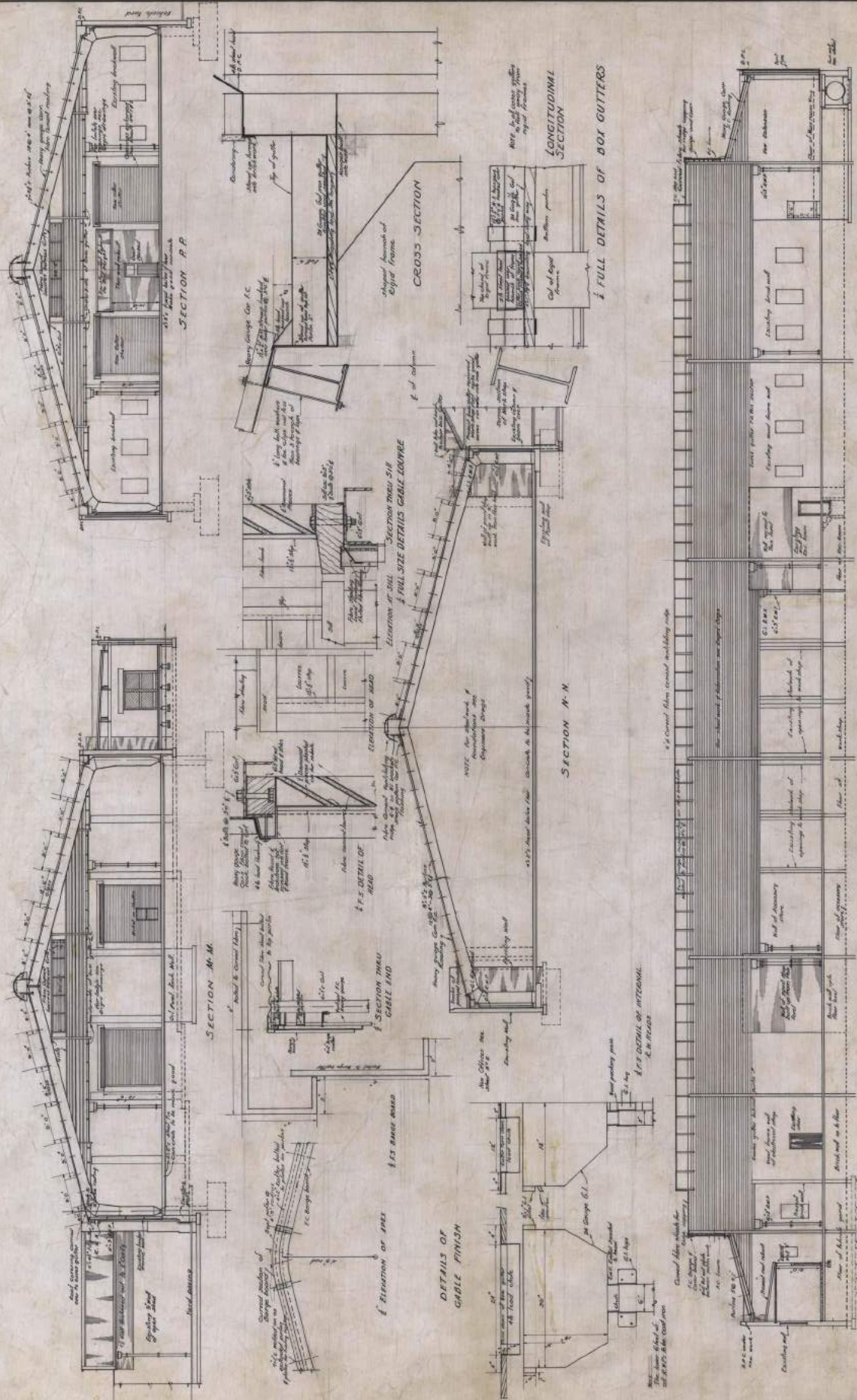
DEPARTMENT OF THE INTERIOR  
ENGINEER J.E.I.  
Drawn by W.F.J.  
Transferred by W.F.J.

TRANSPORT DEPOT KINGSTON A.C.T.  
ADDITIONS & ALTERATIONS & STEEL FRAMED ROOF  
TO EXISTING GARAGE

2  
NAA: A2617, SECTION 131501, 1602  
Project Council of Works  
Drawing No. 131501, 1602



1165A



SECTION  
LONGITUDINAL

# TRANSPORT DEPOT - KINGSTON A.C.T. ADDITIONS - ALTERATIONS & STEEL FRAMED ROOF TO EXISTING GARAGE

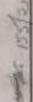
15/1/1964  
15/1/1964

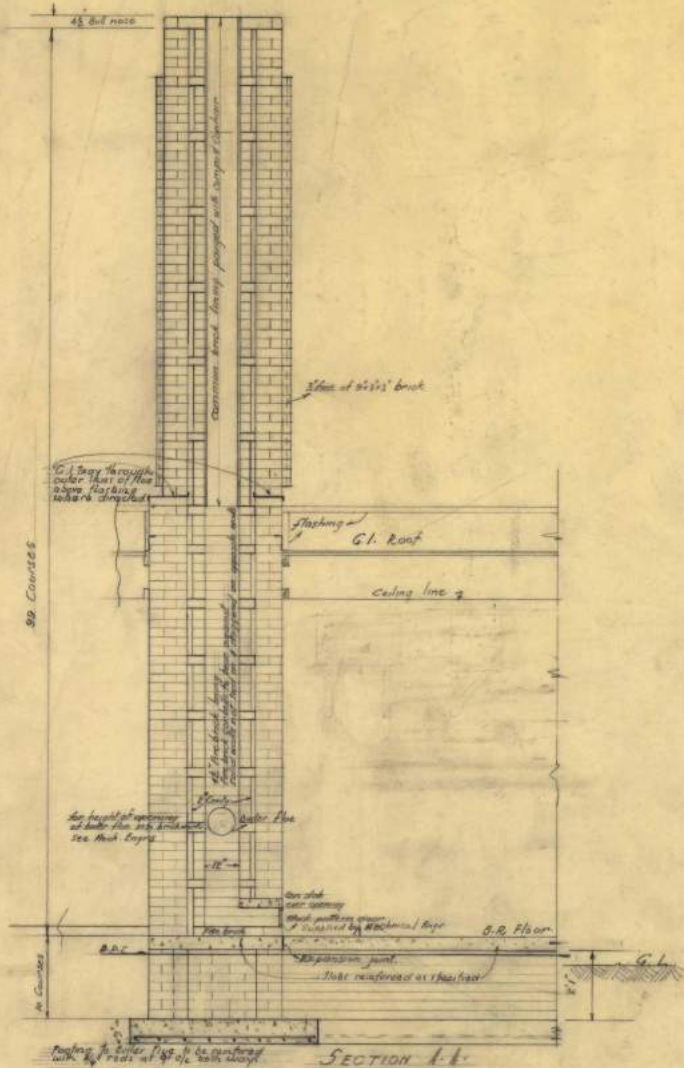
DEPARTMENT OF THE INTERIOR  
Drawn by A.T.  
Checked by A.T.  
Approved by A.T.

National Archives of Australia

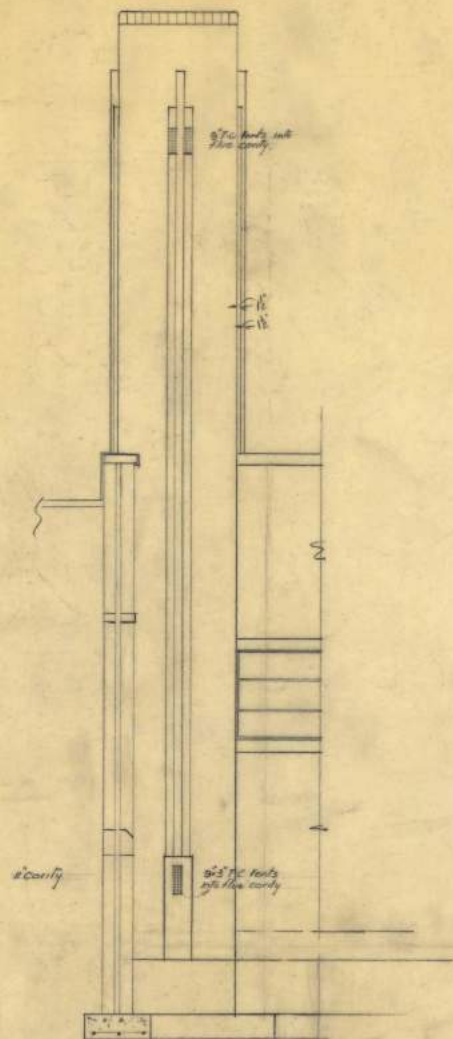
NAA: A2617, SECTION 3



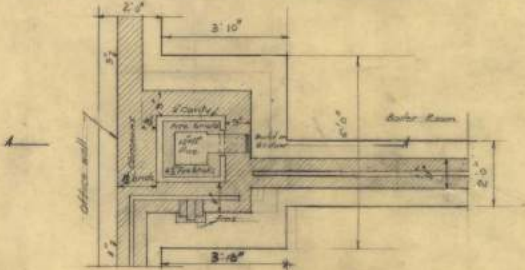




SECTION A-A



ELEVATION



PLAN

1/2" DETAILS OF CHIMNEY FOR H.W. FLUE

DEPARTMENT OF THE INTERIOR  
CANBERRA  
Drawn by H.F.  
Checked by J.H.  
1941

ADDITIONS & ALTERATIONS  
TRANSPORT-BUS DEPOT KINGSTON  
BOILER ROOM FLUE DRAIN

Director General of Works  
Senior Architect  
1941





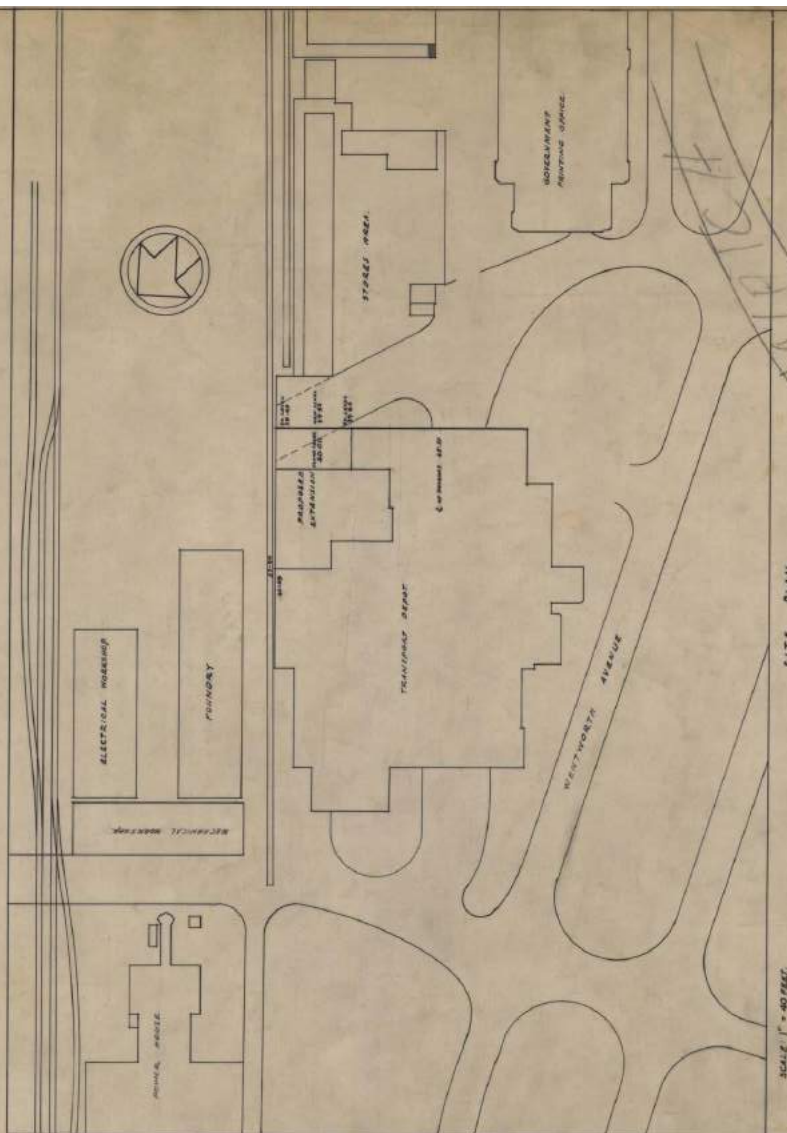
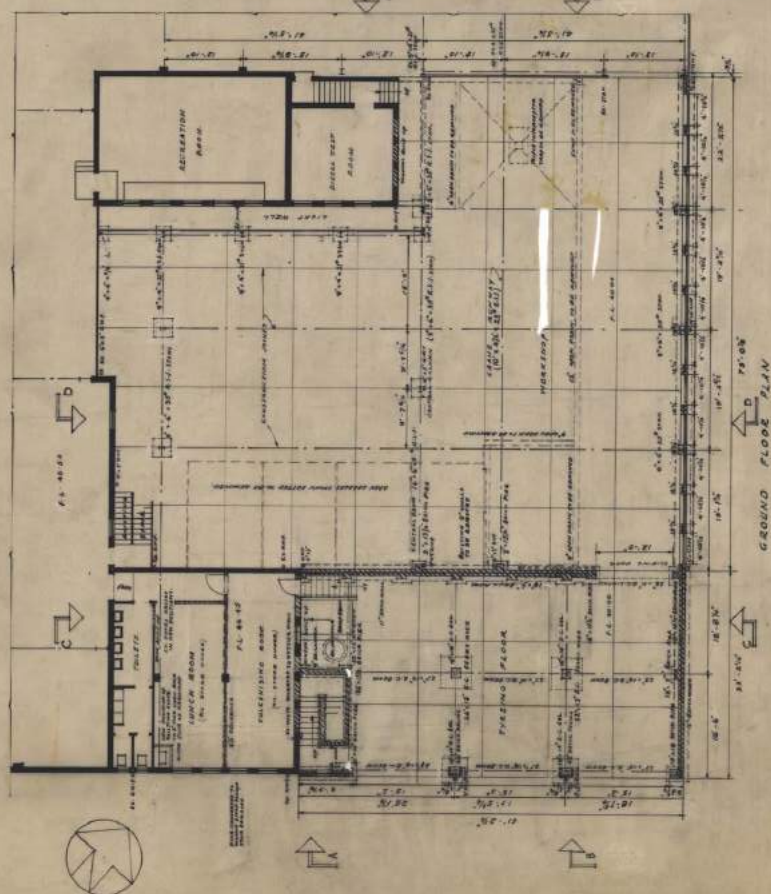
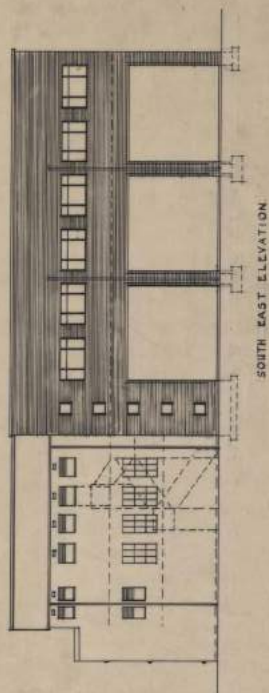
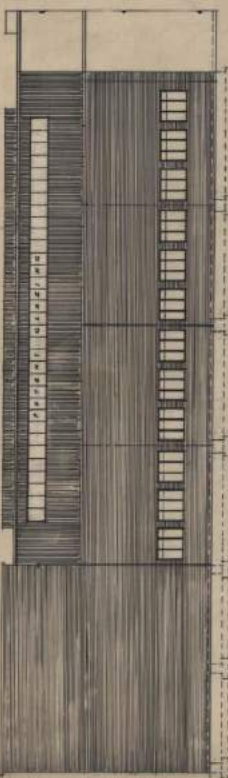






7102A

Call 1/14/14  
500  
Handwritten - em

scale:  $1^{\circ} = 40 \text{ mm}$ .

...

[illegible]





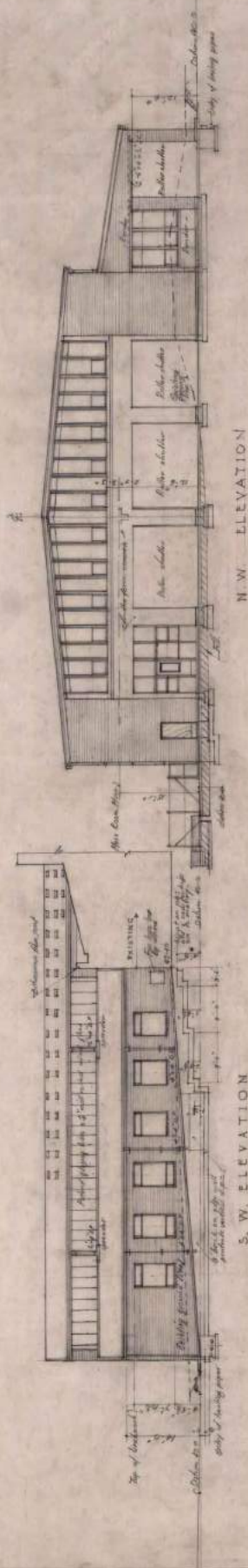






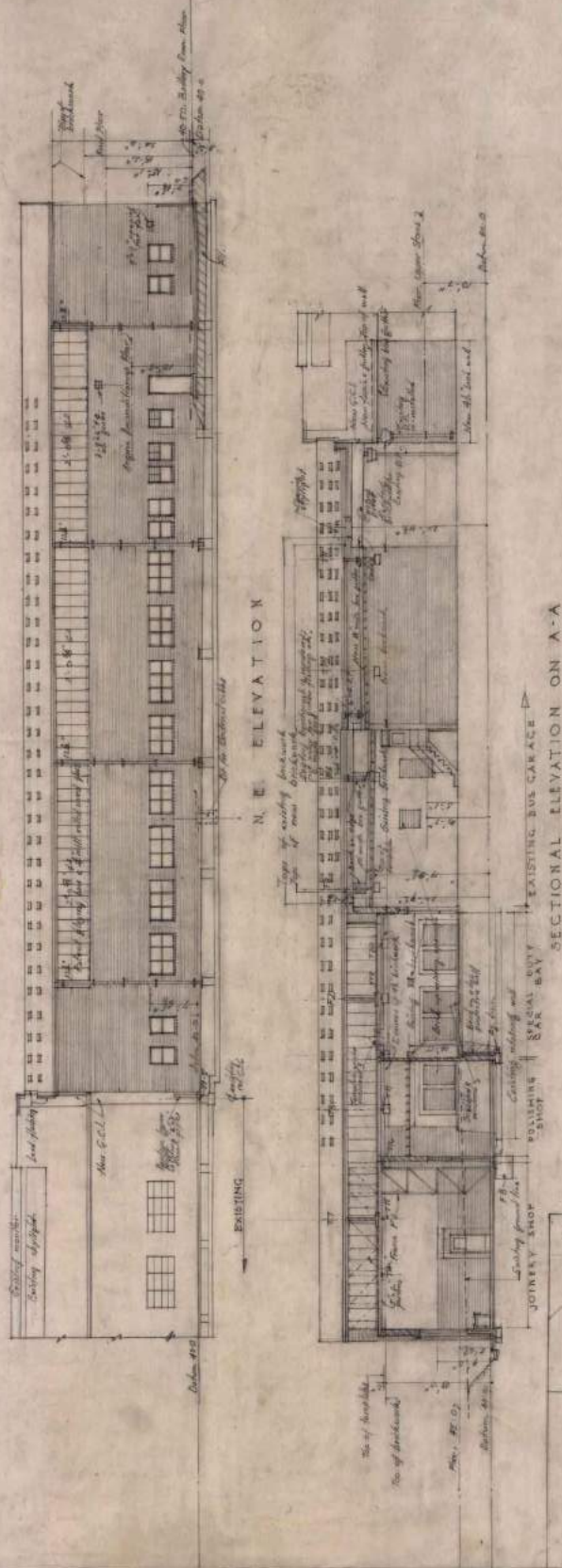






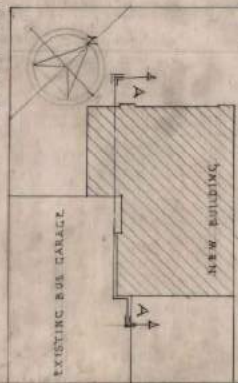
N.W. ELEVATION

S. W. ELEVATION



# N. E. ELFVATION



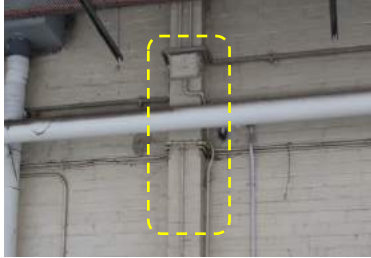
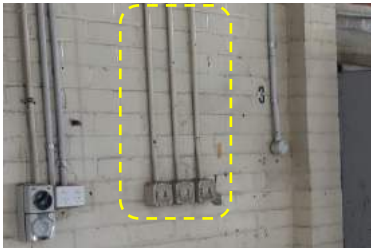
### SECTIONAL ELEVATION ON A-A








## Appendix E – Redundant Equipment and Services


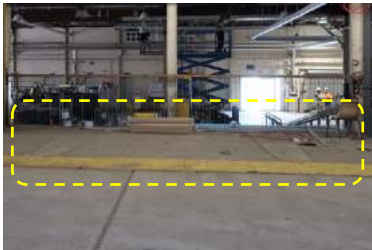



Remaining services and equipment located in the Former Transport Depot contribute to the industrial character of the place and facilitate an understanding of the buildings intended function as a transport depot. It is acknowledged that there are a substantial number of redundant services that have accumulated in the Former Transport Depot, including various redundant heating and cooling systems.






The items identified in the table below should be retained and where appropriate interpreted. In some instances, it may not be necessary to keep all of an identified type, but rather a representative selection could be retained. Other services, including those installed after 1992 when the Transport Depot closed, could be removed.

Items	Photo	Conservation Action
Monorails, throughout workshop areas of building		All monorails shall be retained
Remnant heating services, throughout building		A representative selection should be retained
Conduits and switches, throughout building	  <p>Early services indicated</p>	<p>A representative selection of early types (e.g. metal) that facilitate an understanding of former uses should be retained</p> <p>Remove redundant modern types</p>


Items	Photo	Conservation Action
Circa 1950s mechanical plant control board, upper hall		Should be retained
Overhead tank, south-east end of upper hall		Should be retained
Small timber door/hutch, south-east end of upper hall		Should be retained
Bell/alarm, south-east end of upper hall		Should be retained
Venner time switch and control panel, south-west side of upper hall		Should be retained



Items	Photo	Conservation Action
Telephone distribution board (office, upper hall) and phone junction box (exterior, upper hall)		Internal and external components should be retained
Remnants of vehicle inspection pits (now filled in), upper hall, adjacent to 1936 workshop		Footprint should be retained
Inspection bay?		Footprint should be retained
Nederman swinging arms, presumed fume extraction apparatus, 1936 workshop and upper hall		Representative examples should be retained
Monorail and hoist, 1951 workshop, first floor (the loft)		Shall be retained

Items	Photo	Conservation Action
Original switches, 1951 workshop, first floor (the loft)		Shall be retained
Original light shades and suspended power sockets (yellow arrow), 1951 workshop, first floor (the loft)		All original light shades shall be retained. A representative selection of the suspended power sockets should be retained.
1950s mechanical fan, 1945 bathroom and stairwell to 1951 workshop		A representative example in the building should be retained. Loose fan units are also currently in storage in the basement.
Pressure gauge and associated services, 1951 Workshop, ground floor		Should be retained
Bakelite light switches, 1951 Workshop, first floor		Should be retained



Items	Photo	Conservation Action
Thermostat, 1951 workshop, first floor		Should be retained