



View of the Station Masters residence (former), Item I251.

## STATEMENT OF HERITAGE IMPACT

---

### CAPTAINS FLAT STATION MASTER'S RESIDENCE

CAPTAINS FLAT

MAY 2025

Report prepared by  
OzArk Environment & Heritage  
for Transport for NSW

Confidential

**OzArk**

**OzArk  
Environment & Heritage**

145 Wingewarra St  
(PO Box 2069)  
Dubbo NSW 2830

Phone: (02) 6882 0118  
Fax: (02) 6882 0630  
[enquiry@ozarkehm.com.au](mailto:enquiry@ozarkehm.com.au)  
[www.ozarkehm.com.au](http://www.ozarkehm.com.au)

This page has intentionally been left blank.

## DOCUMENT CONTROLS

Proponent	Transport for NSW		
Document Description	Statement Of Heritage Impact. Captains Flat Station Master’s Residence		
File Location	OzArk Job No.		
\\Ramboll\Captains Flat Station Masters Office 2024\Report	4177		
Document Status: V3.2 FINAL		Date: 21 May 2025	
Draft V1: OzArk internal edits		V1.0: BC author 3/9/24	
Draft V2: OzArk and client edits		V2.0: BC prepares for client release 3/9/24 V2.1: BC incorporates client comments 3/9/24 V2.2: BC incorporates TfNSW comments 5/10/24	
Final V3.1: Final document		V3.0: BC incorporated TfNSW comments 11/5/25 V3.1 BD incorporated client comments and revised document 20/5/2025 V3.2: BC edit 21/5/25	
Prepared for		Prepared by	
Stephen Maxwell Managing Consultant Ramboll Australia Pty Ltd The Arc, 45a Watt St Newcastle, NSW 2300 Australia SMAXWELL@ramboll.com		Ben Churcher Principal Archaeologist OzArk Environment & Heritage 145 Wingewarra Street (PO Box 2069) Dubbo NSW 2830 02 6882 0118 ben@ozarkehm.com.au	
COPYRIGHT			
© OzArk Environment & Heritage 2025 and © TfNSW 2025			
All intellectual property and copyright reserved.			
Apart from any fair dealing for private study, research, criticism, or review, as permitted under the Copyright Act, 1968, no part of this report may be reproduced, transmitted, stored in a retrieval system, or adapted in any form or by any means (electronic, mechanical, photocopying, recording, or otherwise) without written permission.			
Enquiries should be addressed to OzArk Environment & Heritage.			

### **Acknowledgement**

OzArk acknowledge the traditional custodians of the area on which this assessment took place and pay respect to their beliefs, cultural heritage, and continuing connection with the land. We also acknowledge and pay respect to the post-contact experiences of Aboriginal people with attachment to the area and to the Elders, past and present, as the next generation of role models and vessels for memories, traditions, culture and hopes of local Aboriginal people.

---

## EXECUTIVE SUMMARY

---

OzArk Environment & Heritage (OzArk) has been engaged by Ramboll Australia Pty Ltd (Ramboll) on behalf of Transport for NSW (TfNSW) to complete a Statement of Heritage Impact (SOHI) for the Captains Flat Station Master's residence (the proposal). The proposal is within the Queanbeyan Palerang Regional Local Government Area at Lot 1 DP572636. The SOHI is necessitated by the proposed impact to a locally listed item, the Station Masters residence (former) that is listed in the Queanbeyan Palerang Regional Local Environmental Plan 2022 (Queanbeyan Palerang LEP) as Item I251.

An inspection of the study area was completed by OzArk Principal Archaeologist, Ben Churcher, on 24 June 2024.

As part of a larger remediation program, the Legacy Mines Program propose to undertake remediation works at the legacy Lake George Mine, located immediately west of the township of Captains Flat, New South Wales.

Mining operations (for silver, gold, copper, lead, and zinc) in the area commenced in the early 1880s with several small operations amalgamating to form Lake George Mine, which started production in 1939. Mining continued until 1962, when the Lake George Mine officially closed. The mine site is contaminated with metals and metalloids (including lead, arsenic, copper, and zinc) and sulphur and has undergone a succession of remediation works since 1972.

TfNSW has identified lead contamination in surface soils in the Captains Flat Railway Precinct, including within the grounds of the Station Masters residence (former).

This SOHI presents the eight options that were considered regarding the remediation of the study area and notes that Option 8 (demolish the assets, remediate the land to residential criteria, and to resume the vacant land into the rail corridor and form part of the *Captains Flat Heritage Trail – Pathway to Gold*) is the preferred option of TfNSW (**Table 3-1**).

This SOHI acknowledges that Option 8 (**Table 3-1**) will have a major impact on the heritage values of the Station Masters residence (former) (Item I251).

The proposed remediation works are subject to the environmental impact assessment and planning approval requirements of Division 5.1 of the *Environmental Planning and Assessment Act 1979* (EP&A Act). Division 5.1 of the EP&A Act specifies the environmental impact assessment requirements for activities undertaken by public authorities, such as TfNSW, which do not require development consent under Part 4 of the EP&A Act. Several State Environmental Planning Policies (Resilience and Hazards 2021, Transport and Infrastructure 2021, Resources and Energy 2021) are also applicable to the proposal. None of the SEPPs allow harm to a locally listed item without consultation with an applicable council who will consider the heritage conservation provisions in the LEP (Section 5.10) in their response.

As the preferred option will result in major harm to the heritage values of a locally listed item, consultation with the Queanbeyan Palerang Regional Council is required. The council must consider the effect of the proposed development on the heritage significance of the item or area concerned and will require this SOHI to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item concerned.

Section B10.1.5 of the Palerang Development Control Plan (DCP) 2015 states that the retention of heritage items is a prime objective. The DCP notes that typically demolition will only be permitted where the existing condition poses a significant health or safety risk that is beyond reasonable economic repair.

Under Option 8, the demolition of the Station Masters residence (former) is proposed due to the need to remediate the site and make it safe for public use. As the study area presents a risk to public safety, demolition may be permitted under the DCP.

The following recommendations are made in relation to the Station Masters residence (former) (Item I251) following Option 8 in **Table 3-1**:

1. TfNSW must consult with the Queanbeyan Palerang Regional Council before the demolition of the Station Masters residence (former) (Item I251) can proceed. TfNSW must take into consideration any response to the notice that is received from the council within 21 days after the notice is given. The consultation with the Queanbeyan Palerang Regional Council must demonstrate evidence that the demolition is required on public health grounds.
2. The following mitigation against the loss of heritage values associated with Station Masters residence (former) will be followed:
  - a. TfNSW will ensure that the Station Masters residence (former) is archivally recorded prior to demolition and an archival report provided to the Queanbeyan Palerang Regional Council for their records.
  - b. TfNSW will commission a brief heritage interpretation plan to guide the heritage interpretation at the site following the structure's demolition.
3. No ground disturbing impacts or the storage of materials will occur within the heritage curtilage of the adjacent listed item: the Captains Flat Railway Goods Shed, Weighbridge, Gantry and Turntable (Item I266) (see **Figure 1-4** for the location of this curtilage).
4. It is assessed that there is a low potential for archaeological deposits or further unknown historic items with local or state heritage significance within the study area. However, if during the carrying out of the proposal, suspected significant historic items

are encountered, the work at that location must cease and the TfNSW *Unexpected heritage items procedure* (July 2022) must be followed.

## CONTENTS

<b>EXECUTIVE SUMMARY .....</b>	<b>III</b>
<b>STATEMENT OF HERITAGE IMPACT (SOHI) COVER PAGE .....</b>	<b>VIII</b>
<b>1 THE HERITAGE ITEM .....</b>	<b>1</b>
1.1 Site description .....	1
1.1.1 Heritage item .....	2
1.1.2 Heritage listings .....	2
1.1.3 Site and its context .....	3
1.1.4 The proposed works area .....	4
1.2 Site summary history .....	5
1.2.1 Documented history .....	5
1.2.2 Previous physical changes.....	8
1.2.3 Physical analysis .....	16
<b>2 SIGNIFICANCE ASSESSMENT.....</b>	<b>20</b>
2.1 Statement of significance .....	20
<b>3 PROPOSED WORKS.....</b>	<b>25</b>
3.1 The proposal.....	25
3.2 Proposed works options.....	26
3.3 Assessment approach .....	27
3.4 Legislative Requirements.....	27
3.4.1 Applicable Legislation .....	27
3.4.2 Applicability to the proposal .....	30
<b>4 HERITAGE IMPACT ASSESSMENT .....</b>	<b>31</b>
4.1 Matters for consideration.....	31
<b>5 SUMMARY AND RECOMMENDATIONS .....</b>	<b>33</b>
5.1 Interpretation.....	33
5.2 Recommendations .....	34
<b>REFERENCES .....</b>	<b>35</b>



## FIGURES

Figure 1-1: Map showing the location of the heritage item. ....	1
Figure 1-2: Aerial showing a detail of the study area in relation to railway precinct. ....	2
Figure 1-3: Views of the Station Masters residence (former). ....	3
Figure 1-4: LEP listed heritage curtilages (QPRC on-line mapping). ....	4
Figure 1-5: Goods train at Captains Flat station (n.d.) Source: Canberra & District Historical Society Inc. ....	7
Figure 1-6: Parish maps showing the area around the Station Masters residence (former) (source NSW Land Registry Services). ....	9
Figure 1-7: Undated plan showing the proposed site of the station master's residence (source TfNSW). ....	12
Figure 1-8: Composite showing the study area in 1961 and currently (source NSW Spatial Services and Google). ....	13
Figure 1-9: Photograph taken in 1962 showing the Station Masters residence in association with the rail yard with visitors in attendance for a touring train. Source: The Railway Archives. ....	14
Figure 1-10: Photograph taken in the 1960s showing the Station Masters residence with the light toned tin roof and walls painted brown. Souce: The Railway Archives. ....	15
Figure 1-11: Photograph from 1960s showing the Station Masters residence and rail paraphernalia. Source: Dunedoo (Flicker). ....	15
Figure 1-12: An enthusiast's special at Captain's Flat, January 1962. This view shows the island platform, station building, and a row of now-demolished workers cottages in the background..	16
Figure 1-13: Comparative analysis of railway station buildings constructed during the Early Modern Period in NSW. ....	18

## TABLES

Table 1-1: Statutory heritage listings. ....	2
Table 1-2: Revenue derived at Captains Flat railway station, 1945. ....	7
Table 2-1: Assessment of significance. The Station Masters residence (former). ....	21
Table 2-2: Assessment of significance indicators for criterion (a) historic. ....	22
Table 2-3: Assessment of significance indicators for criterion (g) representativeness. ....	23
Table 3-1: Evaluation of the options to remediate the study area. ....	26

---

## STATEMENT OF HERITAGE IMPACT (SOHI) COVER PAGE

---

### *Name of heritage item*

OzArk Environment & Heritage (OzArk) has been engaged by Ramboll Australian Pty Ltd (Ramboll) on behalf of Transport for NSW (TfNSW) to complete a Statement of Heritage Impact (SOHI) for the Station Masters residence (former) at Captains Flat, New South Wales (the proposal).

### *Listing*

The Station Masters residence (former) is listed in the Queanbeyan Palerang Regional Local Environmental Plan 2022 (LEP) as Item #I251.

### *Address and location*

The heritage item is located at 2 Copper Creek Road, Captains Flat (Lot 1 DP572636) (**Figure 1-1**).

### *Statement of Heritage impact for:*

The SOHI is necessitated by the proposed impact to a locally listed item, the Station Masters residence (former), Item I251.

Ramboll developed a Conceptual Site Model for the township of Captains Flat as a representation of contaminant sources, migration pathways, and potential receptors for potential contaminants related to the legacy Lake George Mine (Ramboll 2022a). Potential human health risks for lead in soil were considered to be high in a number of areas of Captains Flat including the rail corridor. Targeted assessment of the former Station Masters Cottage at 2 Copper Creek Road identified elevated concentrations of lead in soil around and beneath the cottage that represent drivers for remediation (Ramboll 2022b).

As part of a larger remediation program, the Legacy Mines Program propose to undertake remediation works at the legacy Lake George Mine, located immediately west of the township of Captains Flat, New South Wales. The purpose of the proposed remediation works is to reduce the risk of offsite contamination through airborne dust and surface erosion generating contaminated runoff from the continued oxidation of sulfidic mineral waste at Lake George Mine. The proposed remediation works are required to prevent potential environmental and human health risks to people accessing the site, to residents in the vicinity of the site and in the township of Captains Flat, and to aquatic ecosystems and downstream users of the Molonglo River.

TfNSW has identified lead contamination in surface soils in the Captains Flat Railway Precinct, including within the grounds of the Station Masters residence (former). TfNSW is planning to align remediation of the Captain's Flat Railway Precinct with those at the Lake George Mine.

***Prepared by***

This SOHI has been prepared by Ben Churcher, Principal Archaeologist and Director with contributions by Dr. Bernadette Drabsch, Heritage Consultant, OzArk Environment & Heritage.

***Prepared for***

OzArk has been engaged by Ramboll Australian Pty Ltd (Ramboll) on behalf of Transport for NSW (TfNSW).

***Date***

The final report was prepared on 21 May 2025.

***Issue***

This report is V3.2, which incorporates feedback from Transport for New South Wales (TfNSW).

# 1 THE HERITAGE ITEM

## 1.1 SITE DESCRIPTION

The heritage item is located at 2 Copper Creek Road, Captains Flat, New South Wales, 2623, within the Queanbeyan-Palerang Regional Local Government Area (LGA) (the study area) (**Figure 1-1**).

The Station Masters residence (former) sits adjacent to the Captains Flat railway precinct, which includes the railway station platform, station buildings, goods shed and gantry crane (**Figure 1-2**).

The village of Captains Flat contains 25 items listed by local councils under the Local Environment Plans under the Environmental Planning and Assessment Act, 1979 and State government agencies under s.170 of the Heritage Act.

**Figure 1-1. Map showing the location of the heritage item.**





**Figure 1-2: Aerial showing a detail of the study area in relation to railway precinct.**

### 1.1.1 Heritage item

The State Heritage Inventory (SHI) describes the Station Masters residence (former) as ‘a *single storey weatherboard house with centrally pitched hip roof and verandah under the main roof on two sides*’. However, this is not accurate as the building is better described as ‘single storey weatherboard and fibrous cement sheet (fibro) house with centrally pitched hip roof and verandah under the main roof at the front’ (Figure 1-3).

### 1.1.2 Heritage listings

A search of the Local heritage conservation area, Local heritage item, State agency s170 heritage and conservation register, State Heritage register, Commonwealth Heritage List, National Heritage List, World Heritage buffer zone and World Heritage List returned one listing (Table 1-1).

**Table 1-1: Statutory heritage listings.**

Listing type	Item name and document details	Listing number
Local heritage item	Station Masters residence (former), Captains Flat. Queanbeyan-Palerang Regional LEP 2022	LEP #1251

Additionally, the item is listed as item no. CF19 on the Heritage Inventory - Lake George, Molongo Valley & Burra (Plowman 2009) and is recorded by the Queanbeyan Palerang Regional Council as Heritage Item ID: 2921730, according to the State Heritage Inventory.

### 1.1.3 Site and its context

One item within the study area is listed in Schedule 5 of the Queanbeyan Palerang LEP 2022: the Station Masters residence (former); Item I251.

The Station Masters residence (former) dates to the opening of the railway line in 1939/1940 (**Figure 1-3**). The house is a typical construction for its period and consists of brick pier foundations and a timber and fibro structure with a hipped galvanised tin roof. The original structure was a simple, square building with a simple brick chimney.

The rear of the house has been extended in the past 20–30 years by the addition of an extra room and a large covered wooden deck. This addition does not appear in the 1961 aerial (**Figure 1-8**) and the materials used in its construction date it as a late twentieth century construction.

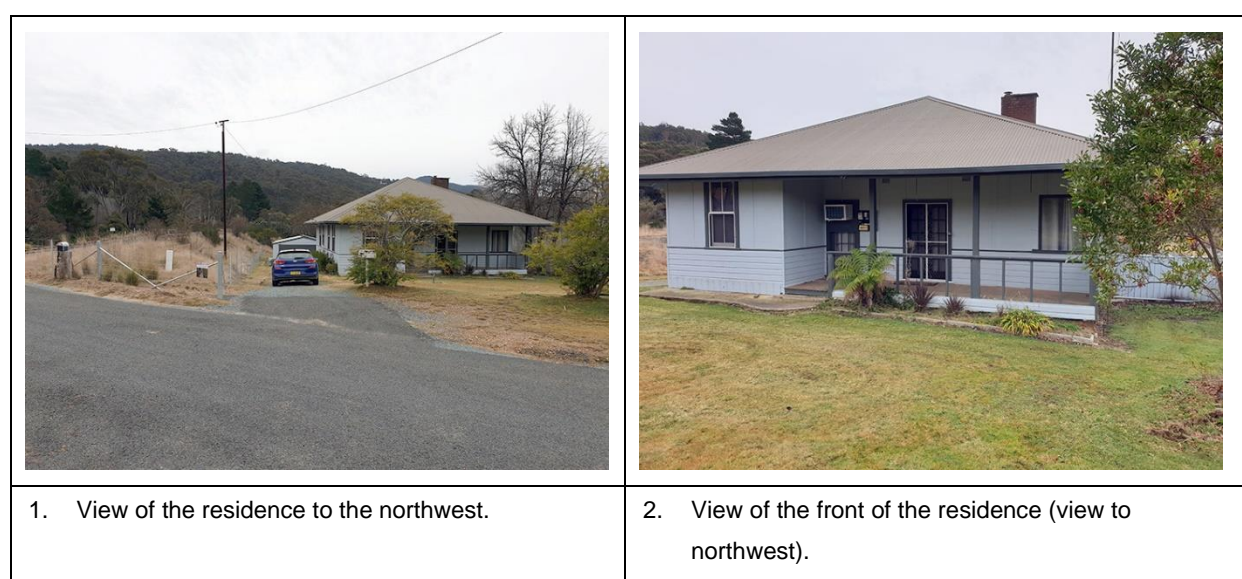
Original double hung sash windows remain at the front (southeast) and south-western sides of the house. External windows on the north-eastern side of the house have been replaced and all windows at the rear (northwest) are modern. The roof has been recently replaced, and the house looks to be in generally good repair.

The garden is unremarkable and consists of common plantings and large areas of lawn. A large colorbond shed has been built along the south-western boundary.

There is no evidence of former structures within the yard area of the Station Masters residence (former).

The Station Masters residence was sold in 1974.

**Figure 1-3: Views of the Station Masters residence (former).**



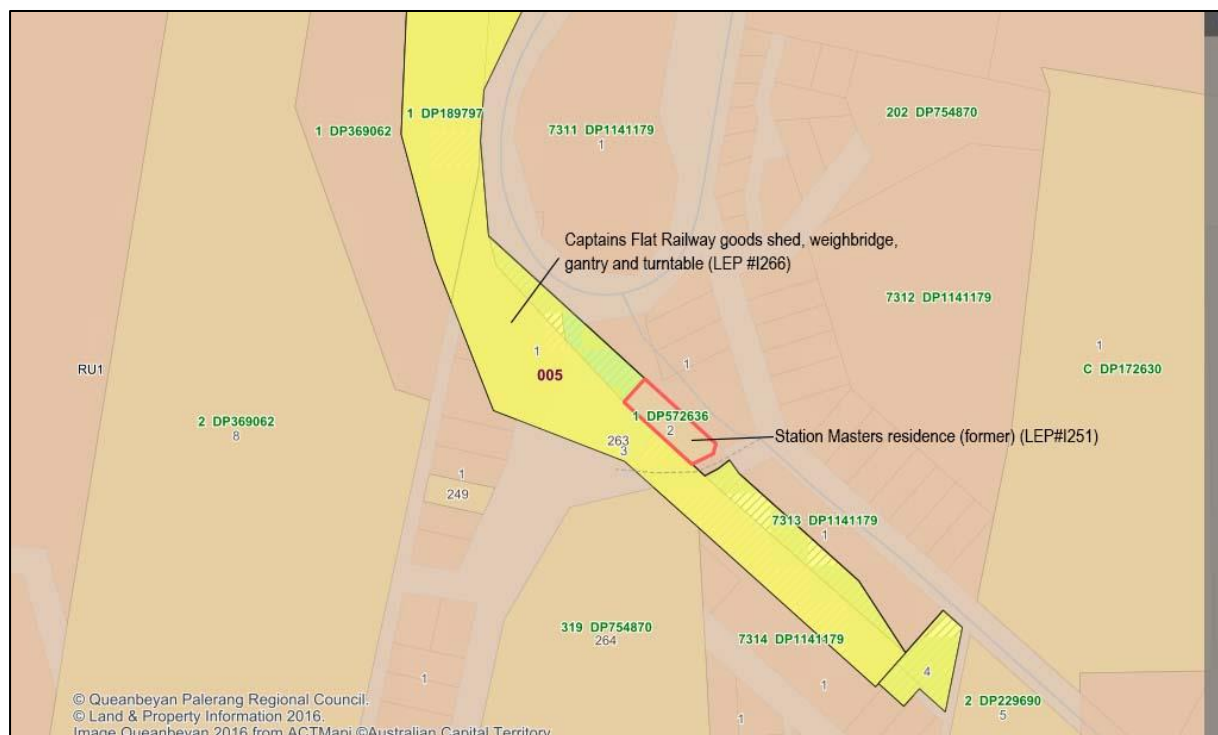




The Captains Flat Railway Goods Shed, Weighbridge, Gantry and Turntable listed as Item I266 is directly adjacent to Item I251.

**Figure 1-4** shows the LEP mapped heritage curtilages.

**Figure 1-4: LEP listed heritage curtilages (QPRC on-line mapping).**



### 1.1.4 The proposed works area

The proposed works (demolition) will take place within the study area demarcated in **Figure 1-2**.

## 1.2 SITE SUMMARY HISTORY

A comprehensive history Lake George Mine & Captains Flat 1858–1963 is presented in the Lake George Mine: Assessment of Cultural Heritage Values (Grinbergs 2006) and ‘Riches beneath the Flat – A history of the Lake George Mine (LGM) at Captains Flat’ (Mainwaring 2011). A summary of these documents is provided below and the documents listed above should be consulted for a more comprehensive account.

### 1.2.1 Documented history

The Captains Flat area had two brief periods of prosperity relating to mining. The town was one of the many gold mining prospects that had a moment of glory in the 1880s and more substantial base metal mines were established there in the 1880s. Prior to 1881 mining was intermittent and largely confined to alluvial mining along the Molonglo River. There was no town or village at the ‘Flat’, lonely miner’s camps, and these would have been located along the Molonglo from the falls to Foxlow Station (Grinbergs 2006: 2). During the mid to late 1880s more substantial base metal mine were established there and an injection of English capital in 1896 raised hopes of prosperity and large processing facilities and a steam operated tramway were established. Unfortunately, the processing technology of the time could not handle the silver-lead-zinc sulphide ores and the mine closed in 1899 (Mainwaring 2011). The township of Captains Flat prospered during the 1880s, however the downturn in mining activities saw business prospects deteriorate. There were reports of a ‘great exodus to other mining fields, in particular the West Wyalong goldfield. By 1911, Captains Flat was described as ‘becoming less and less. One house after another was pulled down and taken away to Queanbeyan or elsewhere for erection’ (Grinbergs 2006: 30).

The development of the ‘selective flotation’ process during the early twentieth century, particularly at Broken Hill, brought new hope for development of the ore bodies at Captains Flat. English capital came to the fore again and the company Lake George Mines Limited was floated in 1927 to develop the field. The onset of the Depression and negotiations over the construction of the branch railway line from Bungendore to Captains Flat delayed the start of production until 1939. The ore body of the Lake George Mine was highly complex and consisted of an admixture of lead zinc, copper and iron sulphides. During the 1940s the workforce numbers ranged between 439 to 456 people and the pollution of the Molonglo River was substantial (Grinbergs 2006: 13).

In 1948 mining operations were seriously curtailed by an industrial dispute over the lead bonus. The silver-lead-zinc mines of Broken Hill had paid the bonus to their men since 1925, but LGM had tried to distance itself from the practice. The industrial disputes continued to seriously disrupt production during 1949. By 1951 the main shaft was extended, a further shaft sunk and the number of employees increased to 595, with many new workers cottages completed. However, conditions in the township of Captains Flat were not considered ideal. Rev. Fr. M.J. Crow of St. Brigid’s church made the following complaint:



*We live in a village which offers few amenities, a place of small houses, which will shortly prove inadequate to accommodate four children, a filthy water supply, no dance hall, a picture theatre which sits 300 of a 2000 town population, unsealed streets, no sewerage and roads which make owning a car a dire liability (Queanbeyan Age, 14 July 1953).*

The importance of mining activities at Captains Flat during the post 1937 phase was significant. Grinbergs notes that 'it was one of the largest base metal mining fields in NSW, if not in Australia. Due to the exhaustion of the ore reserves mining ceased in 1962 and the mining operations ceased. Grinbergs observes that:

*'While mining may have ceased, a negative aspect of its legacy continued for many years in the form of pollution and contamination. During the life of the mines four million tons of ore were milled to produce zinc, pyrites, lead, copper and gold, and 2.5 million tons of mine waste were stockpiled in evaporation dams and slime dumps, which covered an area of 15 hectares. The dumps contained significant quantities of heavy metal and were extremely acidic, with very high levels of salinity. Over the years, the evaporation dams were continually built up with fresh material until the slime dumps reached considerable height. There were six slime dams, three of which were collectively called the northern dumps and three the southern dumps.... The level of pollution was aggravated by the collapse of mine waste dams in 1939, 1942 and 1945.*

To export goods from the mine, a railway line was surveyed on 15 December 1937 and construction commenced in February 1938, with 600 men employed. An article in the Sydney Mail (8 December 1937) notes the following:

*The heavy motor traffic hauling the machinery and equipment necessitates reconditioning of the existing road, and a new railway line about twenty-two miles long is to be built by the Railway Commissioners, under an agreement with the company [Lake George Mines], early in the new year. This line will branch from the existing line at Bungendore and will enable the concentrates to be hauled direct to Port Kembla for further treatment.*

**Figure 1-5: Goods train at Captains Flat station (n.d.) Source: Canberra & District Historical Society Inc.**



The line opened for general traffic on 17 June 1940, and as noted in the article above, the main purpose of the railway had always been to serve the mine (**Figure 1-5**). Despite this, passengers were still carried and a separate station and platform was built to cater for the towns needs as distinct from the mine traffic and freight (**Table 1-2**). A rail motor took residents into Queanbeyan on Saturdays. Railway records for 1945 indicate that revenue for the line was primarily connected to the transportation of goods (Mainwaring 2011: 63).

**Table 1-2: Revenue derived at Captains Flat railway station, 1945.**

	Number	Revenue
Tickets sold	4,163	
Coaching		£3,244
Goods		£71,355
Livestock		£55
Mixed		£110
Total		£74,764

The company made use of the railway for the removal of mine tailings until the end of June 1963 and in November 1964 steps were taken to close the line as the remaining goods traffic was negligible. In January 1964 the Monday rail motor connection with the down Cooma Mail which also connected with the down Canberra Monaro and the up morning train from Canberra to Goulburn ceased. The goods service was reduced to once a week from 12 April 1964. During

1966-67 there was only a small amount of traffic handled, and the last train ran on 28 August 1968 (Grinbergs 2006: 46).

Sunday, 10 August 1969 saw the temporary re-opening of the line as the location for the railway scenes in the feature film, Ned Kelly, starring Mick Jagger. The special train scheduled for the film was hauled by Locomotive 1243. It was renumbered 176 for the film and fitted with a kerosene headlamp.

### 1.2.2 Previous physical changes

Parish maps dating back to 1892 have been consulted to determine if land allocations provided evidence that the Station Masters residence (former) was preceded by earlier buildings.



These maps show that in the late nineteenth century the area where the station master's residence would be built was an undeveloped mining lease (**Figure 1-6**). By the twentieth century, following the boom in building at Captains Flat between 1881 and 1899, the area around the Station Masters residence (former) was divided into many lots for future housing development. This lot layout did not consider a future railway corridor through this area. By 1928, a railway corridor had been proposed despite this being nine years prior to the resurveying of the railway line in 1937. The 1928 map shows that the rail corridor did not respect the earlier lot layout (that had not been developed at this stage) and a location where the Station Masters residence (former) would be built has been identified in the lot allocation. In 1942, following the railway opening two years previously, the cadastral layout of the area around the Station Masters residence (former) was formalised, although the remaining building lots were never developed.

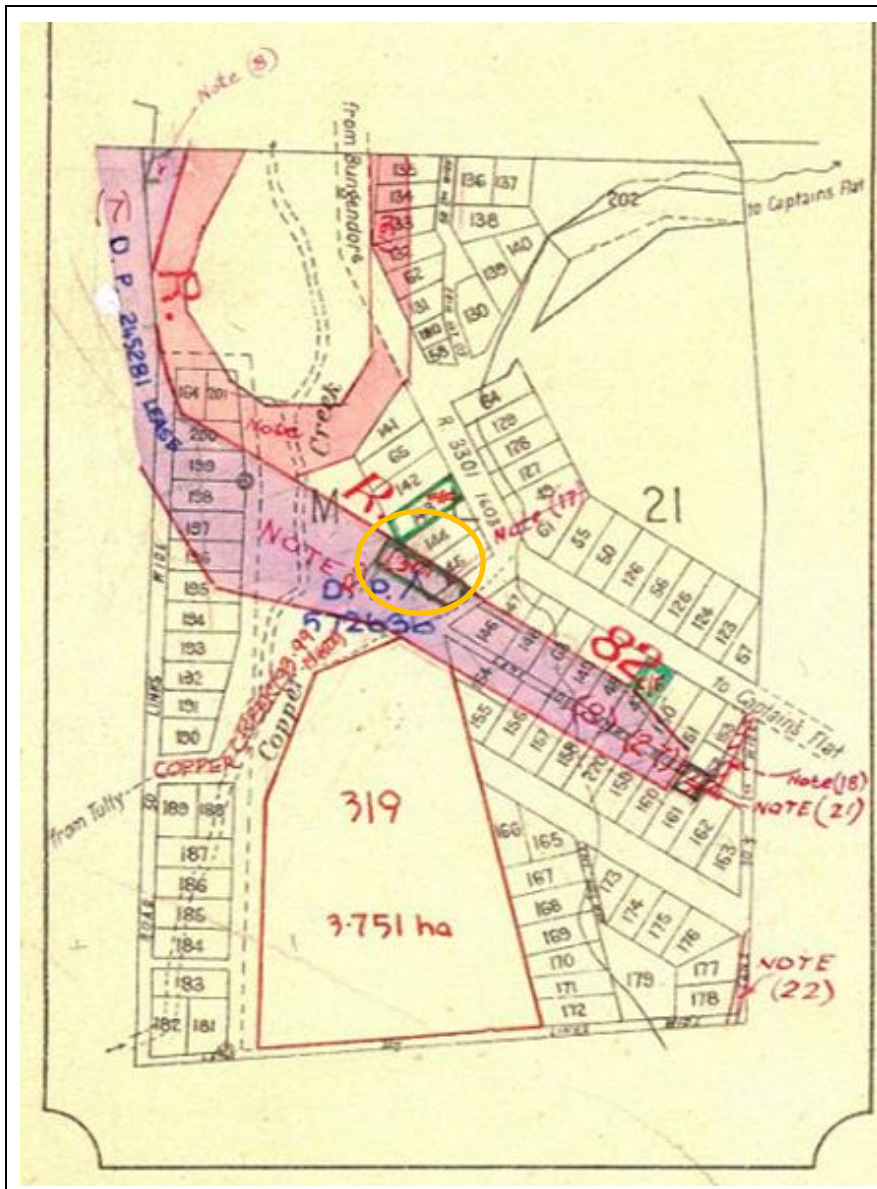
Based on available evidence, it does not appear to have been any structures on the lot now occupied by the Station Masters residence (former) before the construction of the current fibro and weatherboard cottage in 1939/1940. The Braidwood Dispatch and Mining Journal (23 June 1939) records the following notice:

*Tenders have been called for the erection of railway buildings at Captains Flat, marking another step towards the completion of the Bungendore-Captain Flat railway line. The specifications call for the construction of station buildings of weatherboard, goods shed of galvanised iron and asbestos, and a station master's residence of weatherboard and asbestos cement.*



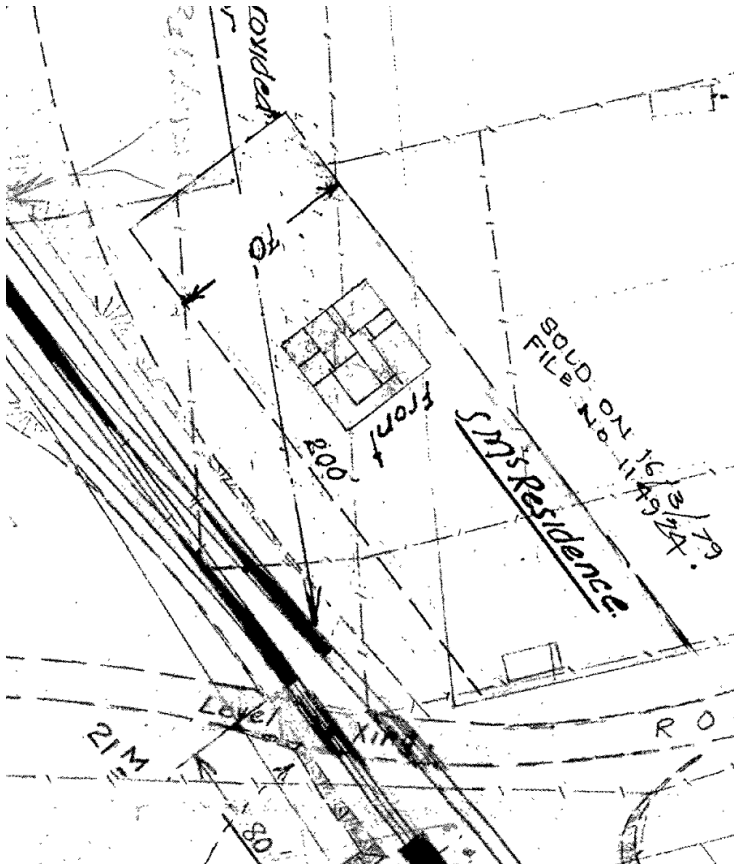
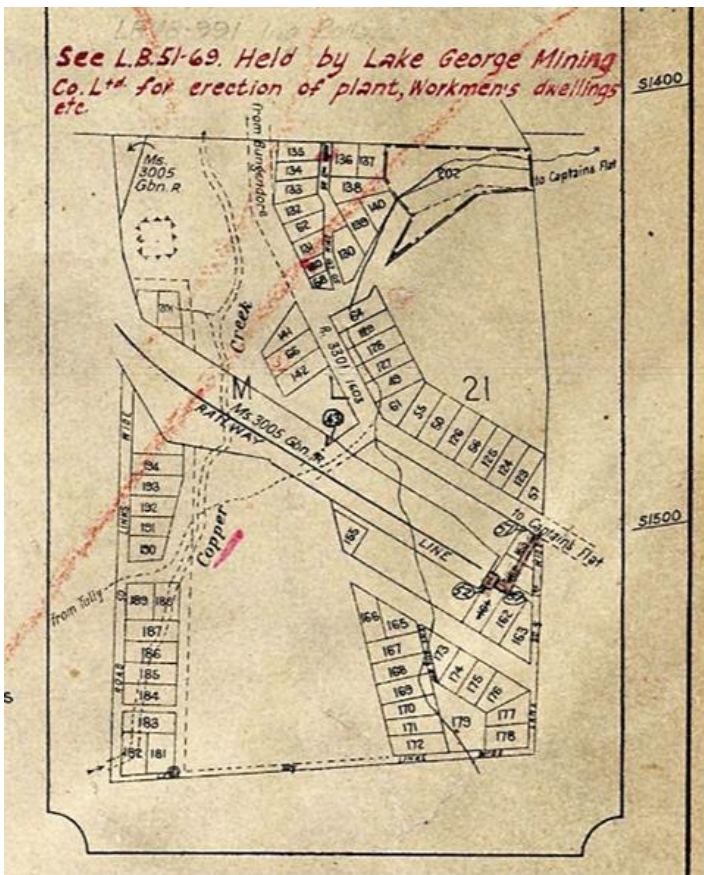
**Figure 1-6: Parish maps showing the area around the Station Masters residence (former) (source NSW Land Registry Services).**

	<p>1. 1892 parish map of the area around the Station Masters residence (former) (circled) showing the land to be part of mining lease 86.</p>
	<p>2. 1911 parish map of the lot layout around the Station Masters residence (former). At this time the future railway corridor was not considered in the layout of the lots. No building allocation is shown where the Station Masters residence is now located (circled).</p>



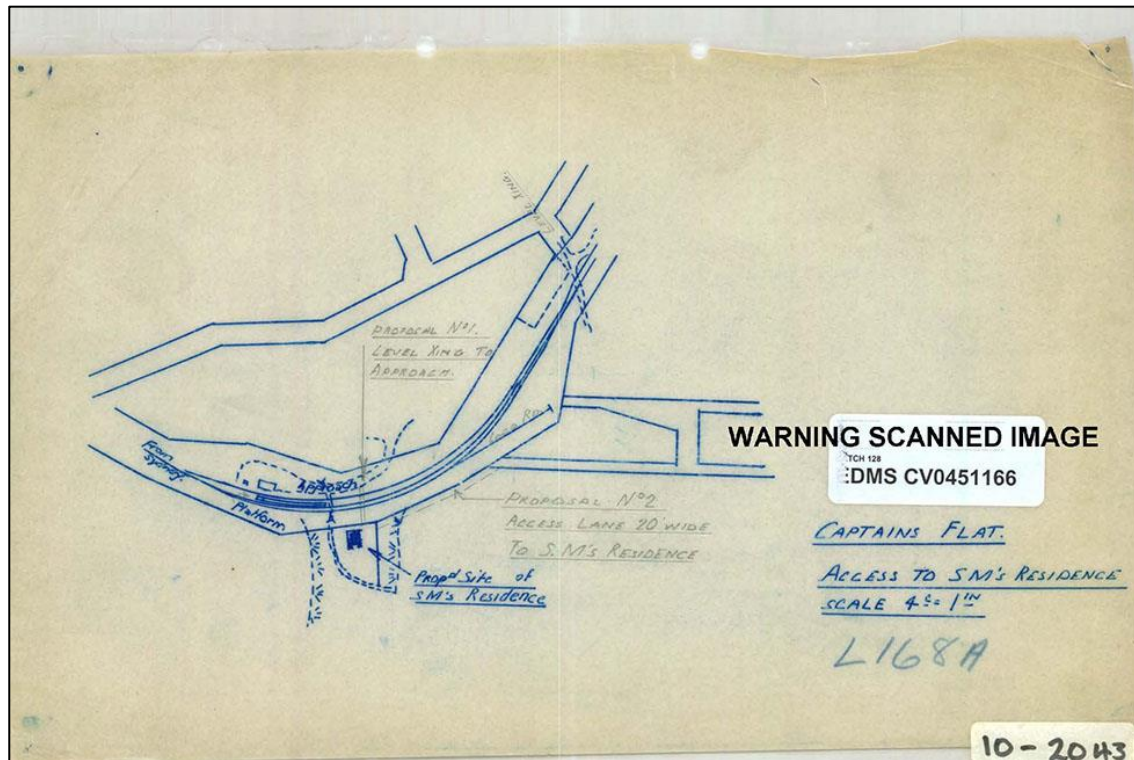
3. 1928 parish map of the lot layout around the Station Masters residence (former) showing the formalisation of the railway corridor. The map also shows the site for the Station Masters residence selected (circled).



	<p>4. An excerpt from 1939 survey plan provided by TfNSW shows the Station Masters Residence including some indication that the original building excluded the rear covered deck now present (Department of Railways NSW 1939).</p>
	<p>5. 1942 parish map of the lot layout around the Station Masters residence (former) showing the formalisation of the railway corridor and the remaining building lots. The Station Masters residence is marked as #43.</p>

An undated plan supplied by TfNSW shows a proposed location for the station master's residence on the western side of the railway line and to the southwest of the railway platform (**Figure 1-7**).

**Figure 1-7: Undated plan showing the proposed site of the station master's residence (source TfNSW).**



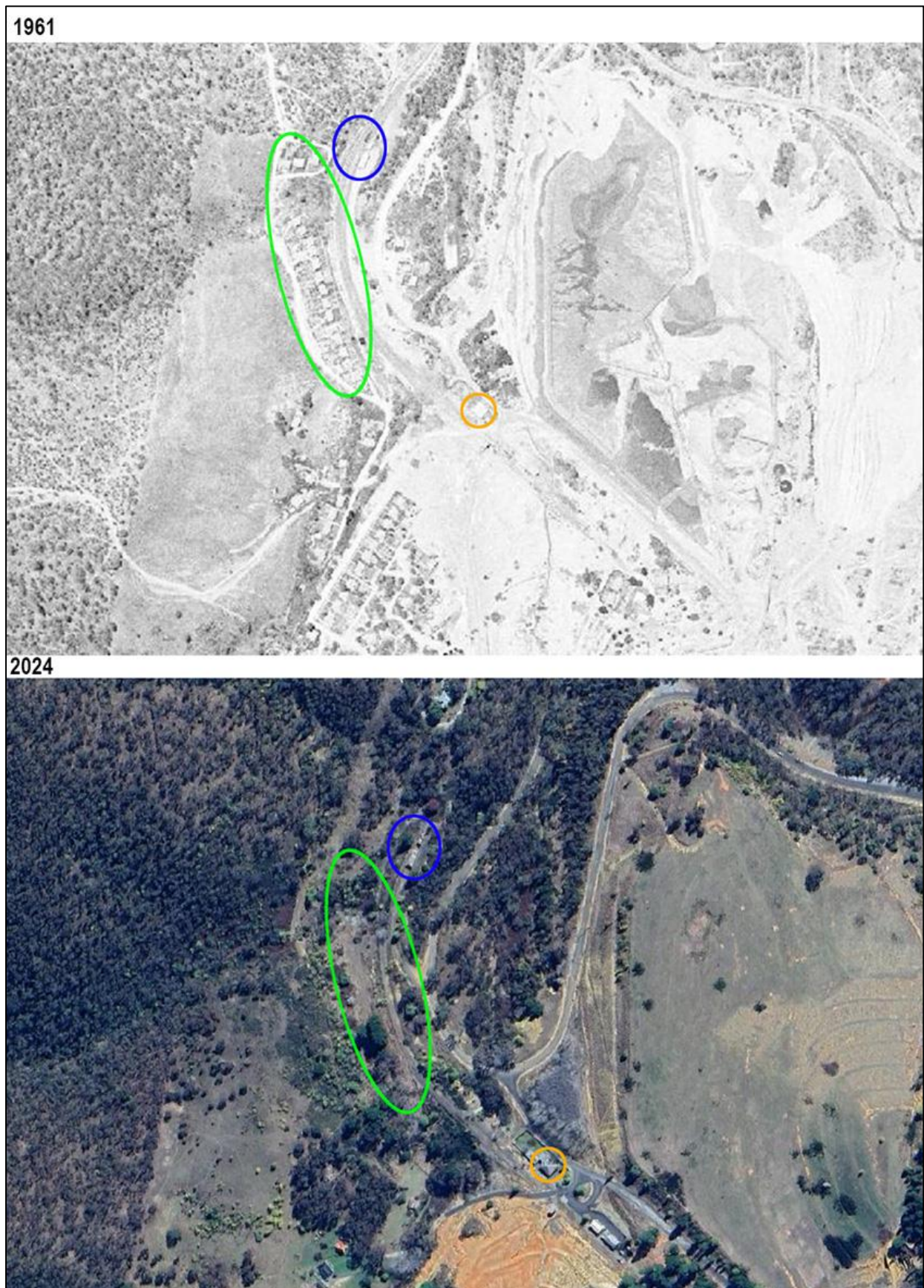
As the Station Masters residence (former) is not at this location today, the assumption is that at some point after the undated plan was drafted, the proposed location was changed and the current site selected, or that the structure has been moved. All evidence, however, suggests that the first option is the most plausible; the Station Masters residence (former) has not moved, and the current location is where the structure has always been located.

The Station Master's residence, into the 1960s, retained its original plan and existed in an industrial landscape of railways, mines, and roads. In more recent years, an extension and verandah has been added to the north of the house and a large shed has been constructed in the back yard (**Figure 1-3**).

A 1961 aerial (**Figure 1-8**) shows a structure identical in size and orientation to the Station Masters residence (former) within the study area (orange ellipse). There has also been no decrease in the number of structures associated with the railway platform (blue ellipse) between 1961 and 2024. However, a number of structures that were present on the western side of the railway line in 1961 are no longer present (green ellipse). This includes structures at the location indicated in **Figure 1-7** as the proposed site for the station master's residence and a row of what appear to be railway worker's cottages.



**Figure 1-8: Composite showing the study area in 1961 and currently (source NSW Spatial Services and Google).**





The Braidwood Dispatch and Mining Journal (3 June 1938) records the construction of these cottages, noting:

It is understood that extensive building operations are still being carried on at Captain's Flat, where 60 cottages are being erected for the workmen. As the 1961 aerial is taken 21 years after the construction of the Station Masters residence (former), it is implied that the Station Masters residence (former) has been at its current location since construction.

The location of the Station Masters residence and the close relationship it held with the surrounding rail paraphernalia is also confirmed by other photographs taken in the 1960s, which demonstrate that few changes have been made to the original residence. **Figure 1-9** shows the simple, square house with surrounding water tanks at rear, white walls and a light-toned tin roof. **Figure 1-10** shows the Station Masters residence with brown coloured walls and the light-toned tin roof. **Figure 1-11** shows the Station Masters residence with two-toned walls (brown on the weatherboards and cream fibro cement sheeting with a brown, possibly rusty, tin roof.

**Figure 1-9: Photograph taken in 1962 showing the Station Masters residence in association with the rail yard with visitors in attendance for a touring train. Source: The Railway Archives.**



**Figure 1-10: Photograph taken in the 1960s showing the Station Masters residence with the light toned tin roof and walls painted brown. Source: The Railway Archives.**



**Figure 1-11: Photograph from 1960s showing the Station Masters residence and rail paraphernalia. Source: Dunedoo (Flicker).**



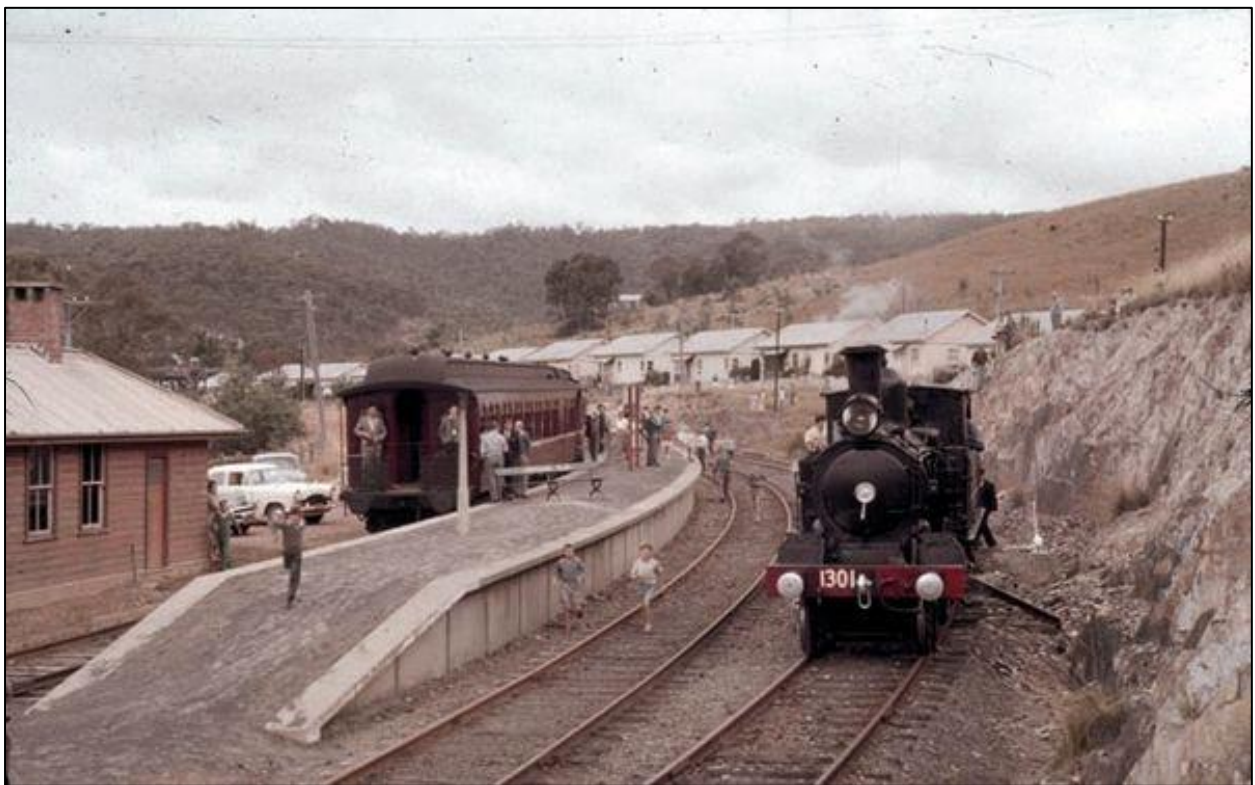
The items near the Station Masters residence (former) relating to the railway and listed as part of the Captains Flat Railway Goods Shed, Weighbridge, Gantry and Turntable (Item I266) are an interpretable remnant of the former railway activity that took place in the area (**Figure 1-4**). The



Station Masters Residence (former) is part of this railway group and assists in interpreting the overall values of the railway precinct.

The Station Masters Residence (former), being constructed in 1939/1940, was built to facilitate the second mining phase at Captains Flat when a branch line was constructed to service the recently re-opened mine. As World War II had begun, the need to secure mineral supplies became paramount, and the new branch line assisted with the movement of raw materials. The industrial nature of the branch line is shown in the items that constitute the railway group at Captains Flat, the island platform, station building, turntable, station master's residence, and the weighbridge. These items were built to be purely functional and without adornment. The platform was without shelter, there was a simple weatherboard railway station building on the downside of the platform, and the station master's residence was a simple fibro and weatherboard cottage. As discussed above (**Section 1.2.1**), this was in keeping with rural rail developments of that time.

**Figure 1-12: An enthusiast's special at Captain's Flat, January 1962. This view shows the island platform, station building, and a row of now-demolished workers cottages in the background.**



### 1.2.3 Physical analysis

The Station Masters residence consists of a single storey square dwelling. The external walls feature weatherboards around the lower portion and fibrous cement sheets (fibro) feature in the upper portion. The residence has a centrally pitched hip roof and verandah under the main roofline at the front.

### 1.2.3.1 Comparative analysis

A brief review of other station master's residences documented within the Conservation Guide (Futurepast Heritage 2014) shows that the Station Masters residence (former) does not fit clearly into any of the predetermined categories for Heritage Railway Residences. The Conservation Guide reviews the dominant typology of station master residences, providing 11 recognised types within NSW. None of the Types match the architecture of the Captains Flat Station Masters residence (former), unless it is included in Type 11: 'one-off' buildings and pre-existing residential buildings').

As comparisons cannot be drawn with similar Station Masters residences, a wider review of station buildings is helpful. In Sharp's Masters' Thesis (1982) on 'The Railway Stations of New South Wales 1855 – 1980' he observes that during the 'Early Modern Period (1930–1944), engineers:

*... employed materials in what appears to be a random pattern. After the cessation of the use of pre-cast concrete units in 1932, engineers used brick, timber and fibro sheeting in rural areas with much the same pattern occurring in metropolitan areas.*




*The end of rail construction occurred in 1932. After that, the only lines opened until 1978 were those starting in 1939 between Sutherland and Cronulla, Bungendore and Captains Flat, St. Marys and Ropes Creek and Rutherford Racecourse and Rutherford, all within the Early modern period.... Not only did engineers use materials in a somewhat random pattern, they also treated floor plans in an inconsistent manner.*

Sharp notes that the use of island platforms for branch line termini and an off-platform house like structure for the station at Captains Flat were considered 'bizarre' (Sharp 1982: Section 4.2: 60). He also makes the following observation, 'It was in the period from about 1939 that Beaver, as Acting Chief Civil Engineer, approved the erection of a number of structures in other than brick. The first example was in timber at Quakers Hill in early 1939. The next was the off-platform timber building at Captains Flat in 1940, followed by Dunheved, Ropes Creek, Leightonfield, Rutherford and Menindee in 1941. The final non brick structure was at Illabo in 1942... Beaver used weatherboards below the window sills and fibro sheeting above sills' (Sharp 1982: Section 4.2: 72).

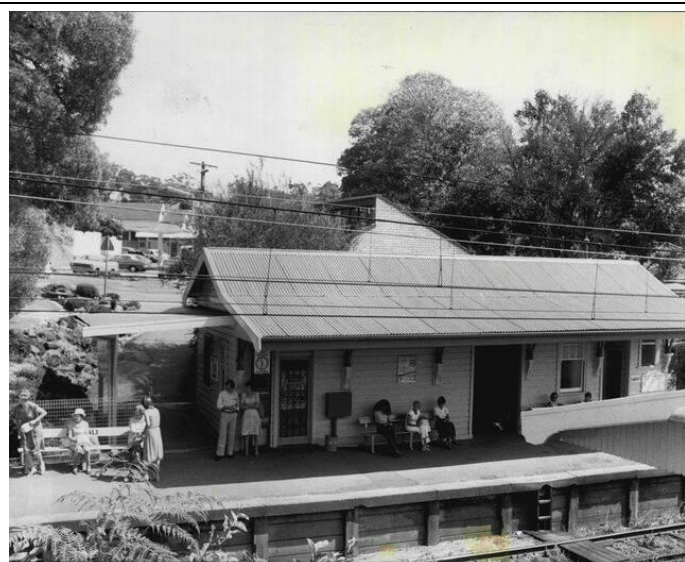
Sharp proposes that the choice of materials may reflect the non-availability of manpower and materials during the second World War (Sharp 1982: Section 4.2: 72).

As the construction of that Station Masters residences reflected the same architectural trends of the other station buildings, it is possible to assess rareness through comparative analysis of the railway stations built in the same era, as listed by Sharp (**Figure 1-13**).

**Figure 1-13: Comparative analysis of railway station buildings constructed during the Early Modern Period in NSW.**

	<p>Menindee railway station was also constructed in the Early Modern Period. It features similar weatherboard and fibro sheeting on walls, brick piers and a hipped roofline.</p>
	<p>Leightonfield Railway Station features weatherboards and the distinctive Early Modern Period railway building architectural features.</p>
	<p>Illabo railway station features a combination of weatherboards and fibro sheeting and a hipped roofline.</p>





Jannali Station showing the simple weatherboard construction of the Early Modern Period.



Quakers Hill Station showing the architectural features of the Early Modern Period.

Comparative analysis shows that the Railway structures at Captains Flat are like those constructed elsewhere in NSW at that time. However, examples are limited reflecting the limited expansion of the railway lines at that time. While some station buildings were constructed out of brick, most were built from weatherboard and fibro sheeting and the architectural plans emphasised function rather than decorative features.

As noted above, the Captains Flat branch line came at the end of the NSW railway building program and most station master's residences date to earlier periods, principally the mid to late nineteenth century (**Figure 1-13**). This makes the 1939/1940 residence at Captains Flat a late example of a station master's residence. While most station master's residences were functional houses, those dating from earlier periods of rail development were often substantial buildings constructed of masonry with decorative features. While all are examples of the dominant building style of their day, the simple, utilitarian construction style of the Station Masters residence (former) at Captains Flat is notable and it is reflective of the Early Modern Period of railway architecture. As a limited number of railway buildings were constructed during this period (1939 – 1944), and fewer station master's residences, it makes the Station Masters residence (former) of Captains Flat an unusual example, however the architectural style itself is very common in the region.

## 2 SIGNIFICANCE ASSESSMENT

Heritage significance is the sum of the heritage values that a place or object has, as assessed against the NSW Heritage Council assessment criteria (DPE 2023b) and can represent, as set out in the Burra Charter (Article 1.2), the aesthetic, historic, scientific, social, or spiritual value for past, present or future generations.

Items of state heritage significance have values for the people of NSW, while items of local heritage significance have values important primarily to the local community.

A local heritage listing is included in a LEP or SEPP made under the *Environmental Planning and Assessment Act 1979* (EP&A Act).

For the significance of heritage elements near Station Masters residence (former), see Grinbergs 2006. These elements include the weigh station, turntable, railway lines, platform, and gantry that are part of the listing for the Captains Flat Railway Goods Shed, Weighbridge, Gantry and Turntable (Item I263). Grinbergs 2006 assigns exceptional significance (Criterion[a]) to the weigh station and turntable and moderate level of significance (Criterion[a]) for the railway lines, platform, and gantry. The weigh station is assessed as having exceptional significance under Criterion(c), while the turntable, railway lines, platform, and gantry are assessed as having low significance under Criterion(c). The weigh bridge is assessed as having an exceptional level of significance against Criterion(d) and Criterion(e).

Grinbergs 2006 does not assess the significance of Station Masters residence (former), and the residence is not mentioned in association with the railway elements noted above.

### 2.1 STATEMENT OF SIGNIFICANCE

The Station Masters residence (former) is a representative example of a building style frequently used in the post WWII era. Constructed on a timber frame, the fibro (upper register) and weatherboard (lower register) house is utilitarian and without embellishments. The original fabric is largely intact, although the rear of the house has been altered by the addition of an extension. There is no evidence of former structures around the Station Masters residence (former) that precede the current structure. A large Colourbond shed has been recently constructed in the back yard and a reasonably sympathetic addition with a large, covered verandah has been constructed at the rear of the house.

The Station Masters residence (former) has been assessed as having significance at a local level. The State Heritage Inventory (SHI) notes:

*Captains Flat is a good example of a terminus station from the last period of country railway construction before the system started to contract around WWII. The station*

*master's residence is a representative example from that era. Historic (a), aesthetic (c), social (d) and representative (g) heritage significance.*

The item has been re-assessed (**Table 2-1**) using current assessment thresholds established by the NSW Heritage Council. This updated assessment shows that the Station Masters residence (former) has local heritage significance due to its historic values and representative heritage values, however, the item no longer meets the assessment criteria for aesthetic or social heritage values.

**Table 2-1: Assessment of significance. The Station Masters residence (former).**

NSW Heritage Council Criteria	Description	Comment
a) Historic	An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area).	The Station Masters residence (former) is of historical significance as a component of the extant railway items that illustrate the building of the Captains Flat line in the late 1930s. The style of the Station Masters residence (former) illustrates the industrial nature of the line and railway structures built during the Early Modern Period, where infrastructure was functional but without embellishment. The building is an integral part of the extant railway features at Captains Flat. The Station Masters residence (former) satisfies this criterion for local heritage significance.
b) Associative	An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area).	The item does not have known historical association and the Station Masters residence (former) does not meet this criterion.
c) Aesthetic/Technical	An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area).	While representative of its period, the Station Masters residence (former) does not have aesthetic or technical significance. The Station Masters residence (former) does not meet this criterion.
d) Social	An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural, or spiritual reasons.	The railway of which the Station Masters residence (former) was part of the social fabric of Captains Flat until the 1960s. However, since that time, the social value of the railway items has diminished. As it has a minor continuing social value to the local community, the Station Masters residence (former) does not satisfy this criterion.
e) Scientific	An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area).	While representative of vernacular 1940's architecture, the Station Masters residence (former) does not contain features that would provide further information about architecture or lifestyles during this period. There are no known or suspected archaeological deposits that could provide further information. As it has a very limited ability to provide further information, the Station Masters residence (former) does not satisfy this criterion.
f) Rarity	An item possesses uncommon, rare, or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area).	The Station Masters residence (former) is not a rare feature in the local area or region. As a simple, practical building style, similar buildings remain extant in nearby villages and towns. Given that the Station Masters residence (former) is not a rare feature in the landscape, the item does not satisfy this criterion.
g) Representativeness	An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places; or cultural or natural environments (or a class of the local	The Station Masters residence (former) features an architectural style common to the 1940s in the Captains Flat and surrounding regions.



NSW Heritage Council Criteria	Description	Comment
	area's cultural or natural places; or cultural or natural environments).	However, it is also a representative of railway infrastructure of the Early Modern Period and demonstrates the emphasis on functional rather than decorative buildings built during WWII. Few station masters' residences were constructed at that time and few of the station buildings remain extant.  As such, the Station Masters residence (former) does satisfy this criterion.

As shown in **Table 2-1**, a reassessment the Station Masters residence (former) demonstrates that the item meets the heritage criteria for (a) historical and (g) representativeness heritage values at a local level. The significance indicators implicit in the historic heritage value are detailed in **Table 2-2**. **Table 2-3** assesses the significance indicators associated with criterion (g), representativeness.

**Table 2-2: Assessment of significance indicators for criterion (a) historic.**

Significance indicator for criterion (a) historic	Local significance threshold
Association with an event, or series of events, of historical, cultural or natural significance	The item does not have historical associations.
Demonstration of important periods or phases in history	At a local level, the item represents the resurgence of the town of Captains Flat as an important mining town in NSW. The railway, which was completed in 1939/1940, serviced this growing town, not only for mining products, but for community transport and mail as well. At a local level, the elements of this railway including the Station Masters residence (former), turntable, tracks, weighbridge, platform, and goods shed, are a tangible link to an important phase of the Captains Flat's history.  The item demonstrates an important period or phase in the history of the local area.
Association with important cultural phases or movements	On a local level, the linking of Captains Flat to the wider rail network places the railway at the end of a sustained period of railway expansion that began in the late nineteenth century. Within two decades of the Captains Flat line being opened, Lake George Mine closed, motor transport had replaced railway traffic and railways went into a decline.  The operation of the Captains Flat railway served a social function for the residents and its role in goods transport, movement of people, and mail delivery would have been an intrinsic part of the social fabric of the community. The presence of only two stations on the 34 km Captains Flat to Bungendore line is a supporting factor for the priority for freight rather than passenger transport. This is also confirmed by the transport data of the time.  The item, therefore, has association with an important phase of social development in the local area, as well as being part of the wider story of rail in NSW.
Demonstration of important historical, natural or cultural processes or activities	The Captains Flat railway was built to service the Lake George Mine at the start of WWII. The construction of the railway both demonstrates the need to secure mineral supplies for the war effort, as well as demonstrating, in its austerity, the requirement to be purely functional during the war years. The railway group consisting of a shelter-less platform, a wooden station building, a fibro and timber stationmaster's residence, and a wooden goods shed, all demonstrate that passenger services were of a lower priority on this line, compared to mineral extraction.  The Station Masters residence (former) is an interpretable feature of the railway group and is an example of industrialisation associated with the key local historic processes and activities of the area and an example of civil infrastructure, transport and communications associated with the key local historical themes of the area.
Symbolism and influence of place for its association with an important historical, natural or cultural event, period, phase or movement	The Station Masters residence (former) does not possess symbolic meaning to the local community and had no notable influence on the physical or social outcomes in the local area

**Table 2-3: Assessment of significance indicators for criterion (g) representativeness.**

Significance indicator for criterion (g) representativeness	Local significance threshold
A class of places or objects that demonstrate an aesthetic composition, design, architectural style, applied finish or decoration of historical importance	The Station Masters residence (former) demonstrates a range of characteristics that are typical of the Early Modern Period of railway architecture
Representative of a class of places that demonstrate a construction method, engineering design, technology, or use of materials, of historical importance	The item clearly demonstrates the construction method and materials used for railway infrastructure during the Early Modern Period. The item retains the majority of its original features, however, there have been several modifications made to the dwelling since construction.
Representative of a class of places that demonstrate an historical land use, environment, function, or process, of historical importance	The item is an intact example of purely functional railway buildings associated with the limitations of building materials and labour during WWII and railway lines constructed in partnership with mining activities.
Representative of a class of places that demonstrate an historical land use, environment, function, or process, of historical importance	The item is a variation of Station Masters residences, Type 11 and features a utilitarian architectural design.
Representative of a class of places that demonstrate an ideology, custom or way of life of historical importance	The item demonstrates in its fabric and functional design an ideology of frugalism that reflects the sentiments of the WWII period.

The Station Masters residence (former) (Item I251) is identified as locally significant. The primary values of this significance are the item's historic association to the town of Captains Flat and its railway and the items representativeness of railway infrastructure of the Early Modern Period.

The railway items, such as the Station Masters residence (former), turntable, station structure, and weighbridge, have significance to the residents of Captains Flat as a tangible link to the town's past mining activities and its role during WWII in securing needed raw materials. The simplicity of the items' designs speak to an austere period where functionality superseded design rendering the railway items as simple, cost-effective pieces of infrastructure without any embellishments.

The railway group remains intact and interpretable, and this enhances the heritage significance of the Station Masters Residence (former) due to its historical and visual association to the broader railway precinct.

The Station Masters residence (former) has limited heritage values in itself. The residence is without aesthetic or social values and its value lies in the building's association with the railway group and its ability to assist in the interpretation of how the Captains Flat railway group looked and functioned as a group.

The updated statement of significance completed for the Station Masters residence (former) identifies that historic values and representativeness are the significant heritage elements of the item. As part of the railway group, the item can inform the public about the second phase of mining at Captains Flat and the final stages in the growth of railways in NSW. It was noted that, in terms of station master's residences, that the Station Masters residence (former) is a representative

example of this function of building due to its more recent construction and the frugality of its construction, however, the architectural style for a residence is not rare regionally.

The item has local heritage values. In terms of grading the heritage significance, the Station Masters residence (former) has a moderate level of significance as there are modified elements. However, there is a high degree of original fabric, and the item is readily interpretable allowing the item to demonstrate the place's heritage significance.

### 3 PROPOSED WORKS

#### 3.1 THE PROPOSAL

OzArk has been engaged by Ramboll on behalf of TfNSW to complete a SOHI for the Station Masters residence (former). The proposal is within the Queanbeyan Palerang Regional LGA at Lot 1 DP572636 (**Figure 1-1**). The SOHI is necessitated by the proposed impact to a locally listed item, the Station Masters residence (former), Item I251.

As part of a larger remediation program, the Legacy Mines Program propose to undertake remediation works at the legacy Lake George Mine, located immediately west of the township of Captains Flat, New South Wales. The Review of Environmental Factors (REF) prepared by GHD (2022) on behalf of the Department of Regional NSW, notes that the site is heavily contaminated with metals and metalloids (including lead, arsenic, copper, and zinc) and sulphur. The purpose of the proposed remediation works is to reduce the risk of offsite contamination through airborne dust and surface erosion generating contaminated runoff from the continued oxidation of sulfidic mineral waste at Lake George Mine. The proposed remediation works are required to prevent potential environmental and human health risks to people accessing the site, to residents in the vicinity of the site and in the township of Captains Flat, and to aquatic ecosystems and downstream users of the Molonglo River. The proposed remediation works include site preparatory early works, fencing historic mining structures, strategic structural works, remediation earthworks, augmentation of surface water drainage, and revegetation across several key domains in the northern portion of LGM. Notably, the remediation program relates specifically to the mining infrastructure and surrounding environment and does not include any of the residential buildings previously associated with the mine, which are now under private ownership.

Similarly, Ramboll prepared a 'Lead Abatement Plan – Captains Flat Lead Management Plan – Former Preschool' on behalf of the Department of Regional NSW in 2023. The plan was prepared to address exposure risks from lead at the former preschool at 27 Foxlow Street, Captains Flat. It was identified that the potential for human health risks from exposure to lead in the soil was moderate to high in seven areas of Captains Flat. Risks were generally limited to the southern part of Captains Flat and public land near the northern bank of the Molonglo River and Foxlow Parklet. The plan recommended the removal of existing trees and fences and the excavation of the upper 0.1 m of soil and recapping of the surface.

TfNSW also identified lead contamination in surface soils in the Captains Flat Railway Precinct, including within the grounds of the Station Masters residence (former). TfNSW is planning to align remediation of the Captain's Flat Railway Precinct with those at the Lake George Mine.

Following consideration of several options, the preferred option of TfNSW (Option 8; **Table 3-1**) will involve the demolition of the Station Masters residence (former) (Item I251) and the removal of approximately 0.5 metres of contaminated soil from across the site (Lot 1 DP572636).

The proposed remediation works are subject to the Environmental Impact Assessment and planning approval requirements of Division 5.1 of the EP&A Act.

### 3.2 PROPOSED WORKS OPTIONS

In May 2023, TfNSW submitted a draft Voluntary Management Proposal (VMP) outlining how TfNSW intend to manage the contamination at the study area. The study area was declared significantly contaminated by the NSW Environmental Protection Authority (EPA) under the *Contaminated Land Management Act 1997* on the 20 September 2022 and this declaration requires the study area to be remediated to residential land use and the objective of the VMP is to achieve this requirement.

In July 2022, TfNSW commenced a Remediation Options Assessment (ROA) to identify and assess potential remediation methodologies which address the objectives and requirements of the VMP. During this process several constraints were identified which would impact on the ability to remediate to residential criteria and to retain the buildings.

Due to the constraints, TfNSW has conducted a future land use assessment (FLU) to identify and evaluate potential land use options and to recommend a preferred option. The assessment has determined the most suitable FLU for the study area is to demolish the assets, remediate the land to residential criteria, and to resume the vacant land into the rail corridor and form part of the *Captains Flat Heritage Trail – Pathway to Gold*. **Table 3-1** discusses the eight options that were considered in the FLU with the preferred option highlighted in blue.

**Table 3-1: Evaluation of the options to remediate the study area.**

Option	Discussion
1. Remediate to residential criteria and divest	This option was not evaluated as the property is not suitable for divestment under current procedures
2. Remediate to residential criteria and lease	This option would include the remediation of soils across the study area, including under the house, garage and sheds and removal of dust from inside the buildings. This option is considered high risk and will be the most expensive to remediate.
3. Remediate to commercial criteria and utilise for community lease (e.g. Men's Shed; Community Garden)	This option would include the remediation of soils across the study area and removal of dust from inside the buildings. Under this option, the contaminated soil under the buildings would remain in-situ. A Long-Term Environmental Management Plan (LTEMP) would be implemented to manage the residual risk to human health and the environment. This option would require a change to the permissible land use and or zoning along with the EPA amending the remediation criteria to commercial. As outlined above, this process will be time consuming and there are also risks that the land use / zoning change is not approved, and the EPA does not approve the change in remediation criteria.
4. Remediate to commercial criteria and utilise for commercial lease (e.g. café retail)	This option would include the remediation of soils across the study area and removal of dust from inside the buildings. Under this option, the contaminated soil under the buildings would remain in-situ. A LTEMP would be implemented to manage the residual risk to human health and the environment. This option would require a change to the permissible land use and or zoning along with the EPA amending the remediation criteria to commercial. As outlined above, this process will be time consuming and there are also risks that the land use / zoning change is not approved, and the EPA does not approve the change in remediation criteria.

Option	Discussion
5. Remediate to public open space criteria and utilise for recreational purposes (e.g. parks and gardens)	<p>This option would include the remediation of soils across the study area and removal of dust from inside the buildings. Under this option, the contaminated soil under the buildings would remain in-situ. A LTEMP would be implemented to manage the residual risk to human health and the environment.</p> <p>This option would require a change to the permissible land use and or zoning along with the EPA amending the remediation criteria to public open space. This process will be time consuming and there are also risks that the land use / zoning change is not approved, and the EPA does not approve the change in remediation criteria.</p>
6. Demolish the buildings and remediate to commercial / industrial criteria and resume into the rail corridor and form part of the Heritage Trail	<p>This option was not evaluated as the commercial/industrial criteria is not suitable for the proposed land use of Heritage Trail.</p>
7. Demolish the buildings and remediate to public open space criteria and resume into the rail corridor and form part of the Heritage Trail	<p>This option would include the demolition of all buildings and infrastructure and remediation of soils across the study area.</p> <p>This option would require a change to the permissible land use and or zoning along with the EPA amending the remediation criteria to public open space. This process will be time consuming and there are also risks that the land use / zoning change is not approved, and the EPA does not approve the change in remediation criteria.</p> <p>It is noted that the criteria of public open space is in line with the remediation criteria for the rail corridor and will enable the study area to be included in the Heritage Trail.</p> <p>The study area would be established with parks and gardens including heritage interpretation to communicate the significance of the rail corridor and former residence to the community of Captains Flat.</p>
8. Demolish the buildings and remediate to residential criteria and resume into the rail corridor and form part of the Heritage Trail	<p>This option would include the demolition of all buildings and infrastructure and remediation of soils across the study area.</p> <p>No land use or zoning changes would be required for this option.</p> <p>It is noted that the criteria of residential is more stringent than the remediation criteria for the rail corridor and will enable the study area to be included in the Heritage Trail.</p> <p>The study area would be established with parks and gardens including heritage interpretation to communicate the significance of the rail corridor and former residence to the community of Captains Flat.</p> <p>As this option will achieve the remediation objectives in a timely manner and provide the asset back to the community with major social benefits, this option is regarded as the preferred option.</p>

### 3.3 ASSESSMENT APPROACH

The SOHI will apply the *Guidelines for preparing a statement of heritage impact* (DPE 2023a). The International Council on Monuments and Sites' *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance* (Burra Charter), and the guide for *Assessing heritage significance. Guidelines for assessing places and objects against the Heritage Council of NSW criteria* (DPE 2023b).

### 3.4 LEGISLATIVE REQUIREMENTS

#### 3.4.1 Applicable Legislation

##### 3.4.1.1 *Heritage Act 1977*

The *Heritage Act 1977* (Heritage Act) is applicable to the current assessment. This Act established the Heritage Council of NSW (the Heritage Council). The Heritage Council's role is to advise the government on the protection of heritage assets, make listing recommendations to the Minister in relation to the State Heritage Register (SHR), and assess/approve/decline

proposals involving modification to heritage items or places listed on the SHR. Most proposals involving modification are assessed under Section 60 of the Heritage Act.

Automatic protection is afforded to 'items' of state significance, where items mean a place, building, work, relic, moveable object, or precinct. 'Relics' are defined as 'any deposit or material evidence relating to the settlement of the area that comprised New South Wales, not being Aboriginal settlement, and which holds state or local significance'. Excavation of land on which it is known or where there is reasonable cause to suspect that 'items' will be exposed, moved, destroyed, discovered, or damaged is prohibited unless approved under an excavation permit.

### **3.4.1.2 Environmental Planning and Assessment Act 1979**

The primary law regulating land use in NSW is the EP&A Act. The Act is administered by the NSW Department of Planning, Housing and Infrastructure (DPHI). The Minister for Planning and Public Spaces is responsible for the Act.

The EP&A Act allows plans to be made to guide the process of development and to regulate competing land uses.

These are known as environmental planning instruments (EPIs).

The EP&A Act allows two types of EPIs to be made:

- LEPs
- State environment planning policies (SEPPs).

### **3.4.1.3 Queanbeyan Palerang Regional Local Environmental Plan 2022**

All land, whether privately owned, leased, or publicly owned, is subject to the controls set out in the LEP. LEPs determine the form and location of new development and provide for the protection of open space and environmentally sensitive areas.

The heritage conservation objectives of the Queanbeyan Palerang LEP (Section 5:10) are as follows:

- (a) to conserve the environmental heritage of the Queanbeyan-Palerang Regional local government area,*
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,*
- (c) to conserve archaeological sites,*
- (d) to conserve Aboriginal objects and Aboriginal places of heritage significance.*



### 3.4.1.4 Palerang Development Control Plan 2015

A Development Control Plan (DCP) is a document prepared by council which provides detailed guidelines for the design and assessment of proposed developments within an LGA. A DCP supports the LEP and must be consistent with the provisions and objectives of the prevailing LEP.

Unlike the LEP process, the DCP process is undertaken wholly by the council, and while the LEP remains the statutory document, the DCP contains guidelines that council will consult when considering a development application.

The Palerang DCP complements the Queanbeyan Palerang LEP. Section B10 of the Palerang DCP notes that: *'The former Palerang local government areas heritage is diverse and includes buildings, objects, monuments, Aboriginal places, gardens, bridges, landscapes, archaeological sites, relics, streets, industrial structures, routes of human movement, cultural landscapes and a conservation precinct'.*

Section B10 1.4 of the Palerang DCP notes that the proposed works require approval as *'alterations and additions to a heritage listed item require the lodgement of a development application and an assessment of the impact of the proposal on the heritage significance of the place, including historic, architectural, aesthetic, cultural, social, technological, landscape, archaeological or other features of the place including its setting.'*

Section B10 1.5 of the Palerang DCP notes the requirements associated with the demolition of a heritage listed place:

#### Objective

#### a) To retain heritage items

#### Control

#### 1) Typically demolition will only be permitted where:

- *the building is so structurally unsound as to be beyond reasonable economic repair. The development application must include a professional structural assessment in support of demolition or*
- *the existing condition poses a significant health or safety risk that is beyond reasonable economic repair. The development application must include a professional structural or health assessment demonstrating that conservation is not a practical option or*
- *in the opinion of Council, the integrity of the built form and street elevations of an original building has been extensively and irreversibly diminished by unsympathetic alterations and additions.*



*2) Except where a building presents an immediate threat to public safety, the total demolition of an identified dwelling shall not be permitted unless a development application for a replacement dwelling has been approved.*

*3) The partial demolition of original external building fabric of identified dwellings shall only be permitted in the context of permitted alteration or additions.*

*4) Alteration to, or demolition of, internal building fabric of identified dwellings may be permitted provided the external building fabric of the dwelling is not adversely affected.*

### **3.4.2 Applicability to the proposal**

- The Heritage Act protects items of state heritage value Listed on the SHR. There are no items listed on the SHR within the study area.
- The proposal will be assessed under Division 5.1 of the EP&A Act. In the case of the proposal, TfNSW will self-determine informed by a Review of Environmental Factors.
- The Station Masters residence (former) is listed as Item I248 in Schedule 5 of the Queanbeyan Palerang LEP.
- Consultation with council is required for any proposed harm to a listed building that has more than a minor or inconsequential impact to its heritage values.
- An objective of the Palerang DCP is to retain listed heritage buildings, although demolition may be considered if public safety is at risk.
- Applicable SEPPs (Transport and Infrastructure 2021, Resilience and Hazards 2021, and *Resources and Energy 2021*) do not permit major impacts to locally listed items, including demolition, without consultation with council.

## 4 HERITAGE IMPACT ASSESSMENT

An inspection of the study area was completed by OzArk Principal Archaeologist, Ben Churcher, on 24 June 2024. The inspection took place from publicly assessable locations and included an external view of the item only.

### 4.1 MATTERS FOR CONSIDERATION

Based on the options assessments undertaken by TfNSW (**Section 3.2**) the preferred option is to demolish the buildings and remediate the land to residential criteria and resume into the rail corridor and form part of the Heritage Trail (Option 8, **Table 3-1**). Table 2 in the *Guidelines for preparing a statement of heritage impact* (DPE 2023a: 8) lists considerations for specific types of work. Of the examples listed, 'demolition of a heritage item' is most applicable and will be addressed below. Other matters for consideration have been included as subheadings as per the recommendation of the DPE guidelines (DPE 2023a: 18)

**Fabric and spatial arrangements:** Impacts do not apply to this specific heritage value.

**Setting, views and vistas:** Impacts do not apply to this specific heritage value.

**Landscape:** Impacts do not apply to this specific heritage value.

**Use:** Impacts do not apply to this specific heritage value.

**Demolition:** Addressed in **Section 4.1.1.1**.

**Curtilage:** Impacts do not apply to this specific heritage value.

**Moveable Heritage:** Impacts do not apply to this specific heritage value.

**Aboriginal cultural heritage:** Impacts do not apply to this specific heritage value.

**Historical archaeology:** The assessment has demonstrated that there were no structures within the lot containing the Station Masters residence (former) (Item I251) prior to the current building (see **Section 1.2**). Therefore, it is unlikely that the lot will contain built archaeological remains. There remains the possibility of vernacular archaeological items associated with the use of the residence to be present, however, these items are unlikely to have heritage significance.

It is therefore assessed that archaeological deposits with local or state heritage significance will not be present in the study area.

**Natural heritage:** Impacts do not apply to this specific heritage value.

**Conservation areas:** Not applicable.

**Cumulative impacts:** The Station Masters residence (former) (Item I251) has an association with the Captains Flat Railway Goods Shed, Weighbridge, Gantry and Turntable (Item I266) both in function and history. The Station Masters residence (former) (Item I251) has a contributory

association with the heritage values of the Captains Flat Railway Goods Shed, Weighbridge, Gantry and Turntable (Item I266) and its removal will diminish the heritage values of the adjacent item in an indirect manner. The Station Masters residence (former) (Item I251) is not visually important, but as part of the railway group, it contributes to the interpretation of the functions and workings of the terminus railway station and the loss of any individual element diminishes the heritage landscape illustrating this mid-twentieth century railway group.

#### **4.1.1.1 Considerations for specific works – demolition of a heritage item**

*If demolition is proposed, why is it necessary?*

TfNSW propose to demolish the Station Masters residence (former) (Item I251) as it has been identified that the soil around the building poses a public health risk. To remediate this risk, it is proposed that 0.5 m of soil from across the lot in which the Station Masters residence (former) is located be removed.

The item is in good condition and could be retained, however, specialist advice indicates that without demolition and soil remediation, the site could not be used by the public due to soil contamination.

*Have options for retention and adaptive re-use been explored? If yes, set out why these options have been discarded?*

Yes. See **Section 3.2**. Options for the retention of the buildings has been explored but these options are considered to be high risk (i.e. the difficulty of removing all contamination) and very expensive.

*Has technical advice for demolition been obtained?*

The demolition will be of the entire building and as there is no significant fabric to conserve. As such, technical advice beyond this heritage assessment is not required.

*Identify and include advice about how significant elements, if removed by the proposal, will be salvaged and reused.*

The Station Masters residence (former) does not include significant elements that require conservation.

## 5 SUMMARY AND RECOMMENDATIONS

This SOHI presents the eight options that were considered regarding the remediation of the study area and notes that Option 8 (demolish the assets, remediate the land to residential criteria, and to resume the vacant land into the rail corridor and form part of the *Captains Flat Heritage Trail – Pathway to Gold*) is the preferred option.

This option will result in major harm to one item of local heritage significance: the Station Masters residence (former), Item I251.

The item has a historical association with a group of railway features that remain an interpretable feature at the town of Captains Flat in southern NSW. The item also represents an element of a terminus railway station constructed in the late 1930s primarily for the shipment of ore from the Lake George Mine. As a result, and likely due to the restrictions of material and labour during WWII, the item is functional and without embellishment. The Station Masters residence (former) (Item I251) is a utilitarian fibro and weatherboard cottage. This item illustrates both the industrial use of the Captains Flat railway, as well as the period of construction.

Because of the item's association with the history of the second phase of mining at Captains Flat, the item has local heritage significance.

An ideal heritage outcome is that the Station Masters residence (former) (Item I251) is retained and re-used (Options 2–5; **Table 3-1**). However, OzArk understands that demolition is the preferred option based on a series of analyses (see Option 8, **Section 3.2**). While this is understandable, it is also regretful as the Station Masters residence (former) (Item I251) is an integral part of the railway group, and the heritage landscape as a whole will be diminished by the removal of this structure.

It is acknowledged that TfNSW preferred Option 8 will result in major harm to one item of local heritage significance: the Station Masters residence (former), Item I251. The demolition of a locally listed item will require mitigation measures to compensate for the loss of heritage values.

In addition, it is assessed that the proposal will have a minor, indirect impact on the heritage values of the locally listed item 'the Captains Flat Railway Goods Shed, Weighbridge, Gantry and Turntable' listed as Item I266 as the historic association and current visual association between the two items will be lost. However, as the proposal will not harm significant fabric associated with Item I266, the indirect impact that the demolition of Item I251 will have on Item I266 is assessed as inconsequential.

### 5.1 INTERPRETATION

Interpretation of the cultural significance of the Station Masters residence (former) should be present at the site following its demolition and site remediation.



A brief heritage interpretation plan will be prepared to guide the interpretation, including its audience, the position and form of the interpretation, materials that may be used, and any text and/or historical sources that will be used.

## 5.2 RECOMMENDATIONS

The following recommendations are made in relation to the Station Masters residence (former) (Item I251) following Option 8 in **Table 3-1**:

1. TfNSW must consult with the Queanbeyan Palerang Regional Council before the demolition of the Station Masters residence (former) (Item I251) can proceed. TfNSW must take into consideration any response to the notice that is received from the council within 21 days after the notice is given. The consultation with the Queanbeyan Palerang Regional Council must demonstrate evidence that the demolition is required on public health grounds.
2. The following mitigation against the loss of heritage values associated with the Station Masters residence (former) will be followed:
  - a. TfNSW will ensure that the Station Masters residence (former) is archivally recorded prior to demolition and an archival report provided to the Queanbeyan Palerang Regional Council for their records.
  - b. TfNSW will commission a brief heritage interpretation plan to guide the heritage interpretation at the site following the structure's demolition.
3. No ground disturbing impacts or the storage of materials will occur within the heritage curtilage of the adjacent listed item: the Captains Flat Railway Goods Shed, Weighbridge, Gantry and Turntable (Item I266) (see **Figure 1-4** for the location of this curtilage).
4. It is assessed that there is a low potential for archaeological deposits or further unknown historic items with local or state heritage significance within the study area. However, if during the carrying out of the proposal, suspected significant historic items are encountered, the work at that location must cease and the TfNSW *Unexpected heritage items procedure* (July 2022) must be followed.

## REFERENCES

- Braidwood Dispatch 1938 The Braidwood Dispatch and Mining Journal. 3 June 1938. *Captain's Flat Railway Work Progress*. Accessed via Trove, 19/5/2025. <https://trove.nla.gov.au/newspaper/article/120704273?searchTerm=captains%20flat%20rail>
- Braidwood Dispatch 1939 The Braidwood Dispatch and Mining Journal. 23 June 1939. *Notes and News – Captain's Flat Railway*. Accessed via Trove, 19/5/2025. <https://trove.nla.gov.au/newspaper/article/120706637?searchTerm=captains%20flat%20station%20masters%20residence>
- Burra Charter *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*. International Council on Monuments and Sites. 2013.
- DPE 2023a *Guidelines for preparing a statement of heritage impact*. Department of Planning and Environment. 2023.
- DPE 2023b *Assessing heritage significance. Guidelines for assessing places and objects against the Heritage Council of NSW criteria*. Department of Planning and Environment. 2023.
- Department of Railways 1939 *Bungendore to Captains Flat Proposed Terminal Layout with Loading Point at 21 M 1 ½ CH (ABT)*.
- Futurepast Heritage 2014 Futurepast Heritage. 2014. *Conservation Guide: Heritage Railway Residences*. Prepared for Sydney Trains.
- Grinbergs 2006 Alistair Grinbergs Heritage Solutions. Lake George Mine. *Assessment of Cultural Heritage Values*.
- Mainwaring 2011 Mainwaring, R. 2011. *Riches beneath the Flat – A history of the Lake George Mine at Captains Flat*. Light Railway Research Society of Australia Inc. Melbourne.
- Plowman 2009 Plowman, S. 2009. *Heritage Inventory – Lake George, Molonglo Valley & Burra*. Prepared for Palerang Council.
- Ramboll 2022a *Conceptual Site Model Captains Flat Lead Management Plan*
- Ramboll 2022b *Captains Flat Station Masters Cottage Detailed Site Investigation*
- Ramboll 2023 Captains Flat Lead Management Plan - Former Preschool.