

Heritage (Decision about Provisional Registration of the John Fowler Road Locomotive 16161) Notice 2016

Notifiable Instrument NI2016–274

made under the

Heritage Act 2004, s32 (Decision about provisional registration) s34 (Notice of decision about provisional registration) and s37 (Public consultation about registration of place or object)

1 Name of instrument

This instrument is the *Heritage (Decision about Provisional Registration of the John Fowler Road Locomotive 16161) Notice 2016*.

2 Decision about provisional registration

On 2 June 2016, the ACT Heritage Council (the **Heritage Council**) decided to provisionally register the John Fowler Road Locomotive 16161 (the **Object**).

3 Registration details of the Object

The registration details of the Object are in the schedule.

4 Reasons for the decision

The Heritage Council decided to provisionally register the Object because it has heritage significance as it meets one or more of the heritage significance criteria in section 10 of the *Heritage Act 2004* (the **Act**), as set out in the schedule.

5 Date of provisional registration

The date of provisional registration is 3 June 2016 (being the day after the Heritage Council entered into the heritage register the registration details for the Object together with an indication that the registration is provisional).

6 Indication of the Heritage Council's intention

The Council intends to decide whether to register the Object under Division 6.2 of the Act during the period of provisional registration.

7 Invitation to make written comments during public consultation period

The Council invites written comments about the registration of the Object. Any written comments must be made within 4 weeks after the day this notice is notified and are to be provided to:

The Secretary
ACT Heritage Council
GPO Box 158
CANBERRA ACT 2601

Email: heritage@act.gov.au

Fiona Moore
A/g Secretary (as delegate for)
ACT Heritage Council
2 June 2016

Schedule
(See Section 3 and 4)



ACT Heritage Council

AUSTRALIAN CAPITAL TERRITORY
HERITAGE REGISTER
(Provisional Registration)

For the purposes of s. 33 of the *Heritage Act 2004*, a provisional entry to the heritage register has been prepared by the ACT Heritage Council for the following object:

John Fowler Road Locomotive 16161

Lanyon Homestead, (part) Block 1669 Tuggeranong

DATE OF PROVISIONAL REGISTRATION

2 June 2016 Notifiable Instrument: 2016–

PERIOD OF EFFECT OF PROVISIONAL REGISTRATION

Start Date 2 June 2016 End Date 1 November 2016

Extended Period (if applicable) Start Date _____ End Date _____

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

The Secretary
ACT Heritage Council
GPO Box 158
CANBERRA ACT 2601
Telephone 13 22 81

This statement refers to the location of the object as required in s. 12 (b) of the *Heritage Act 2004*.

LOCATION OF THE OBJECT

John Fowler Road Locomotive 16161 is located in the Lanyon Homestead complex, part Block 1669 Tuggeranong, at the time of Registration. As it is a movable object, the current location of the John Fowler Road Locomotive 16161 should be confirmed with ACT Heritage.

This section refers to the description of the object as required in s.12(c) of the *Heritage Act 2004*. The attributes described in this section form part of the heritage significance of the object.

DESCRIPTION OF THE OBJECT

John Fowler & Co (Leeds) Ltd three-speed road locomotive, with steam powered traction engine, consisting of:

- Class 'B6' boiler with long box design, steel plate construction;
 - front axle leaf spring;
 - rear axle leaf spring;
 - high pressure cylinder with original cover;
 - low pressure cylinder with original cover;
 - flywheel with centre cap;
 - builder's serial number name plate with number '16161.'
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This statement refers to the heritage significance of the object as required in s.12(d) of the *Heritage Act 2004*.

STATEMENT OF HERITAGE SIGNIFICANCE

John Fowler Locomotive 16161 has a special association with the development of Canberra between the years 1925 and 1927. It is one of only two 'B6' class road locomotives custom-built for the Federal Capital Territory (FCT) to facilitate civil construction of the burgeoning city. John Fowler Locomotive 16161 belonged to a class of the most powerful road locomotives ever built. It was capable of immense haulage, more so than any plant in possession of the FCT. The engine has survived largely unaltered, is an excellent example of its type, and with minor servicing has been brought up to operational standards [*criteria (a) (b) (d)*].

CONSERVATION OBJECTIVE

The guiding conservation objective is that John Fowler Road Locomotive 16161 shall be conserved and appropriately managed in a manner respecting its heritage significance.

The ACT Heritage Council may adopt heritage guidelines applicable to the object under s25 of the *Heritage Act 2004*.

For further information on guidelines applicable to the place, or for advice on proposed works or development, please contact ACT Heritage on 13 22 81.

REASON FOR PROVISIONAL REGISTRATION

John Fowler Road Locomotive 16161 has been assessed against the heritage significance criteria and been found to have heritage significance when assessed against criteria [a, b, d] under s.10 of the *Heritage Act 2004*.

ASSESSMENT AGAINST THE HERITAGE SIGNIFICANCE CRITERIA

The Council's assessment against the criteria specified in s.10 of the *Heritage Act 2004* is as follows.

In assessing the heritage significance of John Fowler Road Locomotive 16161 the Council considered:

- the original nomination and documentary evidence supplied by the nominator;
- the Council's *Heritage Assessment Policy* (February 2015);
- information provided by a site inspection on 22 April 2016 by ACT Heritage; and
- the report by ACT Heritage titled, *Background Information John Fowler Road Locomotive 16161* June 2016 containing photographs and information on history, description, condition and integrity.

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. Future research may alter the findings of this assessment.

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

John Fowler Road Locomotive 16161, meets this criterion.

John Fowler Road Locomotive 16161 is important to the course of the cultural history of the ACT owing to its association with the development and construction period of the Federal Capital Territory (FCT). Between 1925 and 1927 the locomotive was responsible for towing machinery, parts, and quarried material to early infrastructure sites of the FCT, aiding in the development of roads and suburbs. Where internal combustion engines and steam plant owned by the Department of Works & Railways proved not up to the task of intense haulage, John Fowler Locomotive 16161 created construction efficiencies and was more than capable of fulfilling its assigned duties as one of a class of the most powerful road locomotives ever built.

The makeup of John Fowler Road Locomotive 16161 demonstrates its association with the development of the ACT, as it was custom built to suit local conditions. For example, it has spring mounts which were installed to aid with travelling the long distances separating sites in the FCT, and a 'B6' boiler engine, reinforced with steel plate construction, capable of producing additional power required for immense haulage. It also features wider driving gears and larger wheels than standard John Fowler & Co road locomotives, again to account for haulage and distance, and a rear axle of nickel steel which offered more strength than standard models.

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

John Fowler Road Locomotive 16161, meets this criterion.

John Fowler Road Locomotive 16161 represents a rare aspect of the ACT's cultural history. It is one of only two B6 class road locomotives purchased new by the Commonwealth Government

during the construction phase of the FCT, thus bearing a direct association with the development of Canberra. In addition to John Fowler Road Locomotive 16161, there is one locomotive on the ACT Heritage Register, which is Locomotive No. 1210. However this is not a comparable example, as it is a passenger rail locomotive of different engine design and brand.

Further, as noted in criterion (a), the John Fowler Locomotive 16161 was custom made for the conditions in the ACT. As such, it is not a typical model, and for this reason can also be considered rare.

There are only three other John Fowler & Co road locomotives of the B6 (and its variant, B7) class in Australia, two of these are privately owned, with one in poor condition. The third is engine 16162, which is held by the National Museum of Australia, which is in poor condition, not operational, and requires significant repairs to the boiler. Therefore, John Fowler Road Locomotive 16161, which is largely in its original condition and is in full working order, can also be considered as an endangered aspect of the ACT's cultural history.

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

John Fowler Road Locomotive 16161, does not meet this criterion.

As the locomotive is in good condition, with most of its original heritage fabric in-tact and evident, there is unlikely to be any physical evidence pertaining to a particular research topic that is not currently visible on the locomotive. The object has already yielded all the information it is likely to and as such, it does not meet this criterion.

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

John Fowler Road Locomotive 16161, meets this criterion.

The object demonstrates the principal characteristics of a 'B6' Class John Fowler & Co road locomotive, which was one of the most powerful engines available amongst road locomotives. John Fowler Road Locomotive 16161 has survived mostly intact as built by the manufacturer, subject only to minor modifications while in private ownership from the late 1940s, most of which were repairs to original parts or replacement of deteriorated minor elements. Restoration works completed in 2014 were needed only to bring the engine up to safety and operational standards, and remove asbestos parts. The engine is still drivable and is able to take on haulage. The object retains characteristic external elements such as its flywheel, front tank, and larger road wheels, as well as its engine, consisting of a high pressure and low pressure cylinder mounted on top of a characteristic 'B6' long box design with barrel and firebox.

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

John Fowler Road Locomotive 16161, does not meet this criterion.

While the Council acknowledges the aesthetic qualities demonstrated by John Fowler Locomotive 16161, there is no evidence to suggest these qualities are valued by the ACT Community or a cultural group within the ACT. Steam engine interest groups may take an interest in the locomotive, however, as these groups do not encompass the broad community of the ACT, they

do not constitute the ACT Community under this criterion. Further, interest groups do not constitute a cultural group, as they do not share an ethnic or cultural background, or represent a group of people connected through the same way of living.

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

John Fowler Road Locomotive 16161, does not meet this criterion.

While John Fowler Road Locomotive 16161 is an example of one of the most powerful road locomotives available at the time, it represents the evolution of steam and locomotive technology, as opposed to the invention of these forms of technology, which were already well established by the late 1920s. There is no evidence before the Council indicating John Fowler Road Locomotive is regarded as exceptionally important for its creative or technical achievement.

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

John Fowler Road Locomotive 16161, does not meet this criterion.

There is no evidence before the Council suggesting a strong or special association between John Fowler Locomotive 16161 and the ACT Community or a cultural group in the ACT. Steam engine interest groups may take an interest in the locomotive, however, as these groups do not encompass the broad community of the ACT, they do not constitute the ACT Community under this criterion. Further, interest groups do not constitute a cultural group, as they do not share an ethnic or cultural background, or represent a group of people connected through the same way of living

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

John Fowler Road Locomotive 16161, does not meet this criterion.

There is no evidence before the Council suggesting an association, above the ordinary, between John Fowler Locomotive and a person, or people, instrumental to the history of the ACT. While it could be argued the engine has an association with the Federal Capital Commission who commissioned its construction, there is no evidence before the Council suggesting the association is special or above the ordinary, as the commissioning of John Fowler Locomotive 16161 can be viewed as a decision made in the normal course of business.