



Planning Proposal

To heritage list Moveable Heritage Item – Fowler Steam
Engine No: 16163

Application Number:

01/2016

Proposal:

Addition of Heritage Item to schedule 5 of the Narromine Local Environmental Plan

June 2016

Applicant:

Narromine Shire Council

Introduction

The purpose of this planning proposal is to list a steam powered road engine known locally as the 'Fowler Steam Engine' as a heritage item. The engine has been identified as a valuable piece of engineering history, and listing will assist in providing for the on-going protection of the engine as well as recognise its heritage significance.

Background

The Fowler Steam Engine is a steam powered road engine which weighs 20 tonnes and contains 7' diameter rear wheels. The engine has been associated with the Narromine Community since the 1920s when it was imported from England for use by Council. The engine was manufactured at the Steam Plough Works in Leeds England and delivered to Austral Engineering (Australia) on the 1st August 1925. It is likely to be one of the last Fowler Steam Locomotives to be imported into Australia when the firm ceased steam construction (Council Report, Feb 2016).

It believed to have been used primarily for road construction and haulage around the shire until it was retired from Council in February, 1939. Following its retirement the engine was sold to Mr Neil Hamblin of 'Avoca', Tottenham, where it was used for land clearing, driving a chaff-cutter and sinking a large dam until it was made dormant in 1951. The engine was donated back to Council in 1974 by Mr Hamblin. The engine remains substantially intact (see images). There are two badges attached to the engine. One reads the name of its manufacturer and engine number. The other has inscribed the name of its purchaser, which reads TIMBREBONGIE SHIRE COUNCIL, NARROMINE NSW.

A Conservation Management Plan (CMP) was prepared for the engine in 2008. Council resolved to put the plan on public exhibition for 28 days in its April 2008 meeting. Council received considerable feedback from steam enthusiasts in relation to the method, and extent of restoration (Council Minutes, June 2008, p. 9). These submissions were sent to Council's CMP consultant John Gibson for consideration.

As a result of this it was decided that the scope of works in the CMP would be amended to clarify the intent of the proposed restoration works. The recommended restoration works were not to drastically restore the engine and remove the last traces of original paint finished, but rather retain as much of the original finishes as possible whilst returning to some working order deemed most appropriate by Council (Council Report, Oct 2008). Council resolved to adopt the amended conservation management plan and scope of works for the Fowler B6 Steam Locomotive and Traction Wagon, and investigate whether the boiler could be repaired in its October 2008 meeting.

Council resolved to at its meeting on the 10th, February 2016 to undertake the restoration works on the Fowler engine and *That Council list the Fowler Steam Engine as a movable Heritage Item in the Local Environmental Plan* (Council Minutes, Feb 2016).



Images: Fowler Steam Engine No: 16163

Part 1

A statement of the objectives or intended outcomes of the proposed instrument.

The objective of this planning proposal is to amend schedule 5 of the Narromine Local Environmental Plan 2011, by adding the Fowler Road Locomotive No. 16163 to protect the local heritage and significance of the item.

Part 2

An explanation of the provisions that are to be included in the proposed instrument.

To achieve the intended outcomes, the planning proposal seeks to amend schedule 5 of Narromine LEP 2011, to include the following under part 1, Heritage Items:

Locality	Item Name	Address	Property Description	Significance	Item Number
	Fowler Road Locomotive No. 16163			Local	TBA

As the engine is an item of movable heritage it is proposed that a listing be placed into the LEP without a fixed location. Council has previously resolved that the engine be transported to the G&C Foundry at Yarrowyck for restoration works. Completing the works may take up to 4 years. Following the restoration Council is to organise a secure facility in which to house and display the engine within the shire. The engine is presently stored at the Narromine Aerodrome. If the engine is restored to operating condition it is proposed that on special occasions the engine be moved to an event location and steamed where it will move under its own power.

Part 3

The justification for those objectives, outcomes and the process for their implementation.

Section A : The Need for the Planning Proposal

1. Is the planning proposal a result of any strategic study or report?

Yes. The item was recommended for local heritage listing by independent heritage adviser to Council, Mr Christo Aitken. A conservation management plan was prepared by independent heritage consultant Heritech Consulting for the restoration and maintenance of the engine. This has been attached to this report. The plan strongly recommended that the engine be listed as an item of local heritage significance.

2. Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Yes. The item satisfies the NSW Heritage Council's Criteria for local heritage significance and listing the engine as a heritage item through the Planning Proposal is the best means of ensuring the conservation of the item.

Section B: Relationship to Strategic Framework

3. Is the planning proposal consistent with the objectives and actions of the applicable sub-regional strategy?

Yes. The amendment is consistent with the Western Regions Sub-Regional land use strategy. Clause 13.3(c) of this strategy states Narromine Actions should include – *Implement the recommendations from the Narromine heritage study through the new LEP by the creation of a heritage schedule that lists heritage items.*

4. Is the proposal consistent with a Councils local strategy or other local strategic plan?

There are no other relevant local strategies.

5. Is the planning proposal consistent with applicable State Environmental Planning Policies?

The following table provides justification of the planning proposal against the relevant and applicable State Environmental Planning Policies.

Relevant SEPPs	Relevant Standard/s	Is the Proposal Consistent?	Comments
14 – Coastal Wetlands	Nil	N/A	This SEPP does not apply in the Narromine Shire.
15 – Rural Landsharing Communities	Nil	N/A	This policy does not apply to this proposal.
19 – Bushland in Urban Areas	Nil	N/A	This SEPP does not apply in the Narromine Shire.
21 – Caravan Parks	Nil	N/A	This policy does not apply to this proposal.
26 – Littoral Rainforests	Nil	N/A	This SEPP does not apply in the Narromine Shire.
29 – Western Sydney Recreation Area	Nil	N/A	This SEPP does not apply in the Narromine Shire.
30 – Intensive Agriculture	Nil	N/A	This SEPP does not apply to this proposal.
32 – Urban Consolidation	Nil	N/A	This policy does not apply to this proposal.
33 – Hazardous and Offensive Development	Nil	N/A	This policy does not apply to this proposal.
36 – Manufactured home estates	Nil	N/A	This policy does not apply to this proposal.
39 – Spit Island Bird Habitat	Nil	N/A	This SEPP does not apply in the Narromine Shire.

44 - Koala Habitat Protection	Nil	N/A	This policy does not apply to this proposal.
47- Moore Park Showground	Nil	N/A	This SEPP does not apply in the Narromine Shire.
50 – Canal Estate Development	Nil	N/A	This policy does not apply to this proposal.
52 – Farm Dams and other works in Land and Water Management Plan areas	Nil	N/A	This policy does not apply to this proposal.
55 - Remediation of Land	Nil	N/A	This policy does not apply to this proposal.
59 – Central Western Sydney Regional Open Space and Residential	Nil	N/A	This SEPP does not apply in the Narromine Shire.
62 – Sustainable Aquaculture	Nil	N/A	This policy does not apply to this proposal.
64 – Advertising and Signage	Nil	N/A	This policy does not apply to this proposal.
65 – Design Quality of Residential Flat Development	Nil	N/A	This policy does not apply to this proposal.
70 – Affordable Housing (Revised Schemes)	Nil	N/A	This policy does not apply to this proposal.
71 – Coastal Protection	Nil	N/A	This SEPP does not apply in the Narromine Shire.

Affordable Rental Housing 2008	Nil	N/A	This policy does not apply to this proposal.
Building Sustainability Index: BASIX 2004	Nil	N/A	This policy does not apply to this proposal.
Exempt and Complying Codes 2008	Nil	N/A	This policy does not apply to this proposal.
Housing for Seniors or People with a Disability 2004	Nil	N/A	This policy does not apply to this proposal.
Infrastructure 2007	Nil	N/A	This policy does not apply to this proposal.
Kosciuszko National Park – Alpine Resorts 2007	Nil	N/A	This SEPP does not apply in the Narromine Shire.
Kurnell Peninsula 1989	Nil	N/A	This SEPP does not apply in the Narromine Shire.
Major Development 2005	Nil	N/A	This policy does not apply to this proposal.
Mining, Petroleum Production and Extractive Industries 2007	Nil	N/A	This policy does not apply to this proposal.
Miscellaneous Consent Provisions	Nil	N/A	This policy does not apply to this proposal.
Penrith Lakes Scheme	Nil	N/A	This SEPP does not apply in the Narromine Shire.
SEPP (Rural Lands) 2008	Nil	N/A	This policy does not apply to this proposal.

SEPP 53 Transitional Provisions 2011	Nil	N/A	This policy does not apply to this proposal.
State and Regional Development 2011	Nil	N/A	This policy does not apply to this proposal.
Sydney Drinking Water Catchment 2011	Nil	N/A	This SEPP does not apply in the Narromine Shire.
Sydney Region Growth Centres 2006	Nil	N/A	This SEPP does not apply in the Narromine Shire.
Three Ports 2013	Nil	N/A	This SEPP does not apply in the Narromine Shire.
Urban Renewal 2010	Nil	N/A	This policy does not apply to this proposal
Western Sydney Employment Area 2009	Nil	N/A	This SEPP does not apply in the Narromine Shire.
Western Sydney Parklands 2009	Nil	N/A	This SEPP does not apply in the Narromine Shire.

6. Is the planning proposal consistent with applicable Ministerial Directions?

The following table provides justification of the planning proposal against the relevant and applicable Section 117(2) Ministerial Directions.

Relevant Ministerial Directions	Relevant Standard/s	Is the Proposal Consistent?	Comments
1.1 Business & Industrial Zones	Nil	NA	NA
1.2 Rural Zones	Nil	NA	NA
1.3 Mining, Petroleum and Extractive Industries	Nil	NA	NA
1.4 Oyster Aquaculture	Nil	NA	NA
1.5 Rural Lands	Nil	NA	NA
2.1 Environment Protection Zones	Nil	NA	NA
2.2 Coastal Protection	Nil	NA	NA
2.3 Heritage Conservation	(1)(2)(3)(4)(a)	Yes	The planning proposal contains a provision which facilitates the conservation of a moveable object.
2.4 Recreation Vehicle Areas	Nil	NA	NA
2.5 Application of E2 and E3 Zones and Environmental Overlays in Far North Coast LEPs	Nil	NA	NA

3.1 Residential Zones	Nil	NA	NA
3.2 Caravan Parks and Manufactured Home Estates	Nil	NA	NA
3.3 Home Occupations	Nil	NA	NA
3.4 Integrating Land Use and Transport	Nil	NA	NA
3.5 Development Near Licensed Aerodromes	Nil	NA	NA
3.6 Shooting Ranges	Nil	NA	NA
4.1 Acid Sulfate Soils	Nil	NA	NA
4.2 Mine Subsidence and Unstable Land	Nil	NA	NA
4.3 Flood Prone Land	Nil	NA	NA
4.4 Planning for Bushfire Protection	Nil	NA	NA
5.1 Implementation of Regional Strategies	Nil	NA	NA
5.2 Sydney Drinking Water Catchments	Nil	NA	NA

5.3 Farmland of State and Regional Significance on the NSW Far North Coast	Nil	NA	NA
5.4 Commercial and Retail Development along the Pacific Highway, North Coast	Nil	NA	NA
5.8 Second Sydney Airport: Badgerys Creek	Nil	NA	NA
5.9 North West Rail Link Corridor Strategy	Nil	NA	NA
5.10 Implementation of Regional Plans	Nil	NA	NA
6.1 Approval and Referral Requirements	Nil	NA	NA
6.2 Reserving Land for Public Purposes	Nil	NA	NA
6.3 Site Specific Provisions	Nil	NA	NA

Section C: Environmental, Social and Economic Impact

7. Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

There are no adverse effects on critical habitats or threatened species as a result of this proposal.

8. Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

No adverse environmental effects are envisioned as a result of this proposal.

9. Has the planning proposal adequately addressed any social and economic effects?

The Planning Proposal has positive social and economic effects as it recognises and protects an item of local heritage significance. The Narromine community is supportive of the traction engine. Its further restoration for display will increase the involvement of the local community plus other steam engine enthusiasts. No adverse economic effects are envisaged.

Section D: State and Commonwealth Interests

10. Is there adequate public infrastructure for the planning proposal?

The proposal will not result in an increase in lots or dwellings. The engine will not place additional demand on Council's infrastructure. The engine has and can be temporarily housed in a secure facility until ready for display.

11. What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway determination?

If necessary, relevant State and Commonwealth government authorities will be consulted as directed by the Gateway determination.

Part 4

Maps, where relevant, to identify the intent of the planning proposal and the area to which it applies.

12. Mapping

As this is a movable heritage item there are no proposed changes to mapping in relation to this proposal.

Part 5

Details of the community consultation that is to be undertaken on the planning proposal.

13. Community Consultation

The proposal would be required to be placed on public exhibition under direction from the Minister for Planning & Environment. This is considered a low impact proposal and as such, is recommended to be publicly exhibited for 14 days or for such time as indicated by the Gateway in accordance with section 57 of the EP&A Act 1979.

This exhibition will be notified in the local newspapers and on Councils website. Hard copies of the proposal will be available for viewing at Councils Administration office at 124 Dandaloo St in Narromine. The content of the notice will be in accordance with the Department of Planning's Guide to preparing LEPs.

Part 6

Details of the proposed timeframes in the progression of the proposal.

14. Project Timeline

The following is the anticipated time frame for the completion of the proposal.

Milestone	Anticipated Time
Commencement date	Aug 2016
Timeframe for government agency consultation	20 Aug – 3 Sept 2016 14 days
Commencement and completion dates for public exhibition period	20 Aug – 3 Sept 2016 14 days
Consideration of submissions	4 Sept – October 2016
Post exhibition consideration	October 2016
Finalisation of LEP	November 2016
Making of Plan	December 2016
Forwarded to Dept for Notification	December 2016

References

Heritech Consulting, 2008, *Conservation Management Plan for the Fowler Steam Road Locomotive and Clyde Traction Wagon – Volume 1 Heritage Assessment and Conservation*, Narromine NSW

Narromine Shire Council, February 2016, *Minutes of Ordinary Meeting of Council held on Wednesday, 10 February 2016*, Narromine NSW

Narromine Shire Council, February 2016, *Ordinary Meeting - Corporate, Community & Regulatory Services Report – Fowler Stream Engine*, Narromine NSW

Narromine Shire Council, June 2008, *Narromine Council Ordinary Meeting - Ordinary Meeting Minutes – 17 June 2008*, Narromine NSW

Narromine Shire Council, October 2008, *Narromine Council Ordinary Meeting - Health, Planning & Building Report*, Narromine NSW