

SECTION 170 HERITAGE AND CONSERVATION REGISTER

Cover report, May 2023



Shipping horses for the Government of India at Millers Point Wharf, Darling Harbour, c1847, by Frederick Garling, State Library of New South Wales

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1 Executive Summary

Port Authority of New South Wales (Port Authority) has prepared an update of its Heritage and Conservation Register under Section 170 of the *Heritage Act 1977* (the S170 Register). This document provides a summary of both the S170 Register and history of the Port Authority. This report is accompanied by the Heritage Asset Management Strategy (HAMS), which outlines the legislative and best practice heritage frameworks relevant to the management of Port Authority's heritage assets.

This report for the S170 Register provides a concise list of the Port Authority's heritage assets, locations and levels of significance. The full details of each asset are contained within the NSW State Heritage Inventory (SHI) forms attached as an appendix to this report.

The 2023 update to the Port Authority's S170 Register SHI forms featured additions and changes to:

- Asset names which more accurately reflect the purpose of the item;
- Item locations (including coordinates and survey plans) and any updates to current uses;
- Physical descriptions and modifications since the previous updates to the S170 Register;
- Historical notes which provide additional contextual information and informs assessments of significance and management recommendations;
- References and studies used in the update to the SHI forms; and
- Additional historical and current images.

Other updates incorporated the following changes to levels of assessed significance:

Item name	Previous level of significance	Revised level of significance	Summary
Blues Point Light Structure	State	Local	Additional historical research resulted in the revision of the original location to Millers Point. The item is also confirmed to be imminently decommissioned from use.
Chance Brothers Lens	State	Local	Additional historical research resulted in the revision of the date of manufacture and the historical use of the item. It is also not considered a rare example of its type.
Dawes Point Fog Signal and Navigational Light	State	Local	Additional assessment has concluded that due to its later date of construction and aesthetic characteristics, the item is incongruent with the existing grouping of State Significant Sydney Harbour Aids to Navigation.
Glebe Island Bridge Approach	Local	State	Revision of the noted level of significance of the item has been undertaken to bring it in line with State Heritage Register listing for the site 'Glebe Island Bridge' (SHR no. 01914)
Stone Boat Harbour (Relic)	Local	State	Revision of the noted level of significance of the item has been undertaken to bring it in line with State Heritage Register listing for the site 'Coal River Precinct' (SHR no. 01674)
Hornby Lighthouse	Local	State	Listed on the State Heritage Register in January 2023

A Heritage Assessment or Conservation Management Plan was recommended for the following items and item groups, to assist with long-term management and to provide a comprehensive understanding of the significance of each item, and whether some select items could meet the threshold for listing as an item of State heritage significance:

- Glebe Island Silos
- Moore's Wharf Building
- Automatic Tide Gauge
- Glebe Island Dyke Exposures
- Chance Brothers Lens
- Overseas Passenger Terminal – Mural
- Timber Cabinet 1 & 2, Enfield
- Sydney Harbour Aids to Navigation
- Macquarie Pier (Coal River Precinct)
- Nobbys Headland (Coal River Precinct)
- Stone Boat Harbour (Relic) (Coal River Precinct)

This report was prepared by Zach Nix, Senior Heritage Consultant and Nicole Cama, Senior Historian, with assistance from Samantha Polkinghorne, Director, (all of **NBR**) for Port Authority. Previous updates to the S170 Register were conducted by Susan McIntyre of Tamwoy Heritage in 20704 and to the former Newcastle Ports Corporation register by EJE Heritage in 2014.

2 Introduction

2.1 Acknowledgement of Country

Port Authority acknowledge and pay our respects to the traditional custodians of the lands and waters of New South Wales and all Aboriginal and Torres Strait Elders, past, present and emerging.

2.2 Background

On 1 July 2014 the assets, rights and liabilities of the former State-owned corporations, Sydney Ports Corporation and Port Kembla Port Corporation, were transferred to Newcastle Port Corporation, now known as Port Authority of New South Wales (Port Authority) established under Section 6 of the *Ports and Administration Act 1995*. Port Authority manages the navigation, security and operational safety needs of commercial shipping in Sydney Harbour, Port Botany, Newcastle Harbour, Port Kembla, Eden and Yamba.

Port Authority maintains a Heritage and Conversation Register under Section 170 of the *Heritage Act 1977* (the S170 Register). This Register lists Port Authority assets which have been identified as having State or local heritage significance. The S170 Register comprises heritage listed assets from the former Sydney Ports Corporation and Newcastle Port Corporation that remained under the ownership and/or management of the State-owned corporation following the long-term lease of the ports at Botany, Kembla and Newcastle by the NSW Government.

The former Sydney Ports Corporation register was endorsed by the Heritage Council of NSW on 4 March 2009, prior to the privatisation of Port Botany, Enfield Intermodal Facility and other assets of the former Sydney Ports Corporation. The former Newcastle Port Corporation register was endorsed by the Heritage Council of NSW 1 April 2015, prior to the privatisation of the port of Newcastle.

At present, the S170 Register contains 38 items, including items of State and local heritage significance.¹ This update to Port Authority's Heritage and Conservation Register was completed in March 2023.

2.3 Methodology

This report to Port Authority's Section 170 Heritage and Conservation Register has been prepared in accordance with the standard guidelines of the NSW Heritage Division (now Heritage NSW) including the 'Management of Heritage Assets by NSW Government Agencies' principles and guidelines, published by the Heritage Council of NSW and Heritage Office in January 2005.

Assessments of significance have also been conducted in accordance with the guidelines set out in the Australia ICOMOS Charter for Places of Cultural Significance, 2013, known as *The Burra Charter*, and the New South Wales Heritage Office (now Heritage NSW) publication, 'Assessing Heritage Significance, a NSW Heritage Manual update', 2001.

The Burra Charter provides definitions for terms used in heritage conservation and proposes conservation processes and principles for the conservation of an item. The terminology used, particularly the words place, cultural significance, fabric, and conservation, is as defined in Article 1 of *The Burra Charter*. The NSW Heritage publications explain and promote the standardisation of heritage investigation, assessment, and management practices in NSW.

2.4 Heritage Management Framework

Port Authority is required to 'establish and keep' a Heritage and Conversation Register under Section 170 of the *Heritage Act 1977* (the S170 Register).

¹ 'Heritage', Port Authority of New South Wales, accessed 26 October 2022, <https://www.portauthoritynsw.com.au/projects-planning/heritage/>.

3 Section 170 Heritage and Conservation Register

Item name	SHI ² Number	Location	Assessed Significance
Automatic Tide Gauge	4560010	Brotherson House, Port Botany	State
Bay Class Bronze Propeller	4560061	White Bay Cruise Terminal, Robert Street, Balmain	Local
Blues Point Light Structure	4560034	Blues Point Reserve, McMahons Point	Local
Bradleys Head Lighthouse	4560001	Bradleys Head, Mosman	State
Dawes Point Fog Signal and Navigation Light	4560029	Hickson Road, Dawes Point	Local
Eastern Channel Lighthouse	4560031	South End Eastern Channel, Sydney Harbour	State
Eastern Channel Front Lead	4560003	80 Wentworth Road (corner Fitzwilliam Rd), Vaucluse	State
Eastern Channel Rear Lead	4560007	12A Wentworth Avenue, Vaucluse	State
Eden Harbour Master's Telescope and Barometer	4560063	Harbour Masters Office, Eden Welcome Centre, Snug Cove	Local
Glebe Island Bridge Approach	4560015	Glebe Island, Rozelle	State
Glebe Island Dyke Exposures	4560056	Solomons Way, Glebe Island, Rozelle	Local
Glebe Island Plaque – Opening of Container Terminal	4560013	Monument Lookout, Glebe Island, Rozelle	Local
Glebe Island Sandstone Quarry Sample	4560014	Monument Lookout, Glebe Island, Rozelle	Local
Glebe Island Silos	4560016	Glebe Island, Rozelle	State
Glebe Island World War II Monument	4560012	Monument Lookout, Glebe Island, Rozelle	Local
Grotto Point Lighthouse – Front Lead	4560006	Lighthouse Track, Balgowlah Heights	State
Henry Head Lighthouse	4560009	Henry Head, Botany Bay National Park	State
Hornby Lighthouse	4560002	Inner South Head, Watsons Bay	State
Chance Brothers Lens	4560032	Port Authority of NSW Corporate Office	Local
Macquarie Pier (including sandstone retaining wall and steps)	3930015	Nobbys Road, Newcastle East	State
Maritime Services Board Autograph Book	4560059	Port Authority of NSW Corporate Office	Local
Moore's Wharf Building	4560018	4 Towns Place, Millers Point	Local

² State Heritage Inventory.

Nobbys Headland	2170241	Nobbys Road, Newcastle East	State
Obelisk Bay Obelisks (Front and Rear Leads)	4560028	Middle Head, Mosman	State
Overseas Passenger Terminal	4560023	Circular Quay, Sydney	Local
Overseas Passenger Terminal – Mural	4560024	Circular Quay, Sydney	Local
Port Botany Old Government Wharf Remains	4560021	Port Botany, Banksmeadow	Local
Robertsons Point Lighthouse	4560004	Cremorne Reserve, Cremorne Point	State
Shark Island Lighthouse	4560008	Off Northern End of Shark Island, Shark Island, Port Jackson	State
Stone Boat Harbour (Relic)	2170258	100 Wharf Rd, Newcastle East	State
Sydney Cove West Archaeological Precinct	4560025	112-156 George Street, The Rocks	State
The Spit Lighthouse – Rear Lead	4560030	53B Parriwi Road, The Spit	State
Timber Cabinet 1, Enfield	4560058	Glebe Island Storage Shed	Local
Timber Cabinet 2, Enfield	4560057	Glebe Island Storage Shed	Local
Two Mooring Anchors	5063342	4 Towns Place, Millers Point (Moores Wharf)	Local
Western Channel Lighthouse	4560005	Southwest End Western Channel, Sydney Harbour	State
White Bay Power Station (Inlet) Canal	4560062	Robert Street, Rozelle	State
White Bay Power Station (Outlet) Canal	4560026	Victoria Road, Rozelle	State



Figure 1: Bradleys Head Lighthouse with the HMAS Sydney memorial mast, 1934, NSW State Archives, NRS-9856-2-31-4352



Figure 2: Bradleys Head Lighthouse with the HMAS Sydney memorial mast, Nicole Cama – NBRIS, 2022



Figure 3: Hornby Lighthouse, Kerry and Co, Sydney, 1884-1900s, Museum of Applied Arts and Sciences, 85/1284-2292



Figure 4: Glebe Island Plaque, Zach Nix – NBRIS, 2022



Figure 5: Glebe Island Silos, Zach Nix – NBRIS, 2022



Figure 6: Obelisk Bay Obelisk (Front Lead), Zach Nix – NBRS, 2022



Figure 7: Robertson's Point Lighthouse, Zach Nix – NBRIS, 2022



Figure 8: Robertson's Point Lighthouse, c1910, NSW State Archives, NRS-9856-3-18-MSBL526

4 History of Port Authority of NSW

The following history is a summary. For a detailed history see Edna Carew, *First Port Future Port: Celebrating 100 Years* (Sydney, NSW: Sydney Ports Corporation, 2002) and other historical source material identified in the Bibliography.



...the harbour plays so prominent a part in the life of the community. Not merely is it the highway of the country's commerce, in which connection close upon 10,000 vessels enter and leave it in the course of a year, but it is also the main thoroughfare of greater Sydney itself.

Sydney Harbour Trust, *The Port of Sydney, NSW: Official Handbook, 1913*

4.1 Sydney Harbour Trust (1901-36)

In January 1900 bubonic plague arrived in Sydney, eventually spreading from its waterfront throughout the city. Within eight months, 303 cases were reported including 103 deaths. Quarantine efforts were focussed on areas in The Rocks, Millers Point and Darling Harbour, and cleansing and disinfecting operations commenced in March.

The outbreak refocussed attention on the state of Sydney's wharves and waterfront facilities. The New South Wales Government began an extensive land resumption scheme of the wharves and adjoining lands under the *Darling*

Harbour Wharves Resumption Act 1900 (Act No.10), which was assented to on 4 September 1900.

Sydney Harbour Trust was formed in 1901, transferring management of the city's port into government hands. The Harbour Trust Bill was passed on 5 December 1900, and the *Sydney Harbour Trust Act* was assented to on 11 February 1901 (effective from 1 November 1900). The purpose of the legislation was:

*...to make better provision for and in connection with the management of the port of Sydney; to establish and appoint the Sydney Harbour Trust Commissioners; to confer on such Commissioners certain powers in relation to such port, including, among other powers, the power to levy and collect certain tolls, dues, rates, rents and charges, and to purchase and resume lands; to vest certain property in the said Commissioners...*³

Many saw these measures as a strategic political move by the government to legislate 'sweeping powers' to acquire and demolish areas it deemed unsightly or 'slums', instigate an array of public infrastructure projects and create a 'new Sydney'.⁴ As one writer critiqued:

*...the readiness of the Government to take advantage of the favourable circumstances brought into operation by the alarm occasioned by the plague, remains in the form of the trio of measures known as the Darling Harbour Wharves Resumption, the Sydney Harbour Trust, and the Sydney Corporation Amendment Acts.*⁵

The work of the Trust served both a functional and aesthetic purpose for 'Sydney's Venetian Highway', as it was described in its official handbook of 1913:

The bays in which the shipping trade of the port is transacted have an interest of their own. They are in intimate touch with the heart of the metropolis; the main streets of the city begin at the waterfront.

³ 'Act of Parliament Assented To', *Government Gazette of the State of New South Wales*, 15 February 1901, 1153, <http://nla.gov.au/nla.news-article226375366>.

⁴ 'Review of the Session', *Sydney Morning Herald*, 6 December 1900, 5, <http://nla.gov.au/nla.news-article14339380>; 'The Close of the Session', *Sydney Morning Herald*, 6 December 1900, 6, <http://nla.gov.au/nla.news-article14339466>.

⁵ 'No Title', *Goulburn Evening Penny Post*, 8 December 1900, 2, <http://nla.gov.au/nla.news-article98703590>.

*Hence it is that the harbour plays so prominent a part in the life of the community. Not merely is it the highway of the country's commerce, in which connection close upon 10,000 vessels enter and leave it in the course of a year, but it is also the main thoroughfare of Greater Sydney itself.*⁶

The Trust's 'comprehensive scheme of water-front reconstruction' conducted from its inception up until 1912 included the replacement of old wharves, the deepening of Woolloomooloo, Blackwattle and Rozelle Bays via government resumptions, the installation of several navigational aids, and the construction of berthing accommodation at Circular Quay for mail steamers and ferries'.⁷ In its official handbook of 1913, it reported the cost of improvements including the wharfage resumptions up to 1901 amounted to £4,700,000, and between 1901 and 1913 £2,000,000 more had been spent.⁸ By 1919, the total expenditure was £9,000,000.⁹



Figure 9: Children outside a cluster of tenements at 12 Millers Road, Millers Point, demolished by the Sydney Harbour Trust, 1901 (City of Sydney Archives, A-00036206)

⁶ Sydney Harbour Trust, *The Port of Sydney, NSW: Official Handbook* (Sydney, NSW: Sydney Harbour Trust Commissioners, 1913), 14.

⁷ Sydney Harbour Trust, 21.

⁸ Sydney Harbour Trust, 25.

⁹ Sydney Harbour Trust, *The Port of Sydney, NSW: Official Handbook* (Sydney, NSW: Sydney Harbour Trust Commissioners, 1919), 27.



Figure 11: Detail from 'Birds Eye View of the Port of Sydney' showing navigational aids, Sydney Harbour Trust, 1918 (Source: National Library of Australia, MAP RM 2757/1)

4.2 Maritime Services Board of New South Wales (1936-95)



Figure 12: Maritime Services Board meeting, photograph by Sam Hood, 24 March 1948 (Source: State Library of NSW, Home and Away – 11581)

The first meeting of the Maritime Services Coordination Board took place at the NSW Government's Treasury office on 3 January 1933. The committee was to advise the NSW Government on the coordination of maritime services, including the Sydney Harbour Trust, Department of Navigation, Department of Fisheries and Dredges Branch.¹⁰

The committee's findings led to the merging of the Sydney Harbour Trust and Department of Navigation, and establishment of the Maritime Services Board (MSB) on 1 February 1936¹¹ under the *Maritime Services Act 1935 (No 47)*, which received assent on 10 December 1935.¹² The Commissioners of the MSB were appointed on 5 February.¹³ The MSB assumed control and management of all ports in New South Wales, except Port Kembla (which was transferred into MSB control in 1948), and general powers over navigation, pilotage, and conservation in all navigable waters.¹⁴

¹⁰ 'To Advise Govt', *Sun*, 3 January 1933, 10, <http://nla.gov.au/nla.news-article228905914>.

¹¹ 'Maritime Services Act, 1935', *Government Gazette of the State of New South Wales*, 31 January 1936, 547, <http://nla.gov.au/nla.news-article224753514>.

¹² *Maritime Services Act 1935 No 47*, NSW Legislation, <https://legislation.nsw.gov.au/view/html/repealed/current/act-1935-047/lh>.

¹³ 'Maritime Services Act, 1935', *Government Gazette of the State of New South Wales*, 7 February 1936, 692, <http://nla.gov.au/nla.news-article224753796>.

¹⁴ Edna Carew, *First Port Future Port: Celebrating 100 Years* (Sydney, NSW: Sydney Ports Corporation, 2002), 47.

In 1946 the MSB instituted a 10-year plan to extend port facilities to accommodate overseas shipping. These works included new wharfage at Balmain and Pyrmont, modernised harbour facilities at Darling Harbour, and reclamation at Homebush Bay. The Overseas Passenger Terminal was also constructed in 1958-60 on the western side of Circular Quay, and other works included reconstruction of wharves at Darling Harbour and construction of a rapid coal-loader at Balmain.¹⁵ As part of the NSW Government's vision for redevelopment of Circular Quay, a new building was constructed on its western side as the offices of the MSB in 1946-52. The building now houses the Museum of Contemporary Art Australia.

Other developments included the extension of the MSB's authority to encompass the ports of Newcastle and Botany Bay in 1961, the arrival of the first container ship in 1969, the commencement of the first stage of the Botany Bay port development in 1971, and the expansion of the ports of Newcastle and Port Kembla.¹⁶

4.3 Maritime Services Board Sydney Ports Authority (1989-95)

The Maritime Services Board Sydney Ports Authority was established under the *Marine Administration Act 1989* (Act No.93) which reconstituted the Maritime Services Board of New South Wales and made 'other provision with respect to marine administration'.¹⁷ The act was assented to on 13 June 1989. Within two years, MSB had halved its staff from 3,000 to 1,500 and refocussed its operations on customer service and efficiency objectives.¹⁸ The MSB was dissolved on 30 June 1995.

4.4 The Ports Corporations of Sydney, Newcastle and Port Kembla (1995-2014)

The *Ports Corporatisation and Waterways Management Act 1995* (Act No.13), which received assent on 15 June 1995, dissolved the Maritime Services Board and its subsidiaries. The purpose of the legislation was also to 'establish statutory State owned corporations to operate the State's port facilities in the major ports; to transfer waterways management and other marine safety functions to the Minister; to establish the Waterways Authority to exercise those waterways management functions; to provide for port charges, pilotage and other marine matters.'¹⁹

These corporations were three standalone entities for Sydney, Newcastle and Port Kembla under the *State Owned Corporations Act 1989*, and were established as the successor to the MSB on 1 July 1995.²⁰ MSB Sydney Ports Authority became Sydney Ports Corporation, MSB Hunter Ports Authority became Newcastle Port Corporation, and MSB Illawarra Ports Authority became Port Kembla Port Corporation. MSB Waterways Authority became Waterways Authority, with responsibility for recreational and commercial boating and wetland property issues.²¹

The management of the ports of Eden and Yamba were transferred to Sydney Ports Corporation in December 2011. In 2013 Port Botany, Port Kembla, Enfield intermodal facility and other assets were leased to the private NSW Ports consortium under a 99-year lease, and in 2014, the port at Newcastle was leased to the private consortium known as Port of Newcastle under a 98-year lease, by the NSW Government (port privatisations). Following the port privatisations, the NSW Treasurer signed orders transferring certain assets, rights and liabilities of Sydney Ports Corporation and Port Kembla Port Corporation to Newcastle Port Corporation, effective from 1 July 2014. An additional ministerial order transferred all staff to Newcastle Port Corporation.²²

¹⁵ Carew, 50–51.

¹⁶ Carew, 9.

¹⁷ *Marine Administration Act 1989* (Act No.93), 1.

¹⁸ Carew, *First Port Future Port: Celebrating 100 Years*, 62.

¹⁹ *Ports Corporatisation and Waterways Management Act 1995* (Act No.13), 1.

²⁰ Sydney Ports Corporation, Annual Report, 1996, 2.

²¹ Carew, *First Port Future Port: Celebrating 100 Years*, 65.

²² 'Annual Report 2014/15' (Port Authority of New South Wales, 2015), 133, <https://nla.gov.au/nla.obj-2616201336>.

4.5 Port Authority of New South Wales (2014-present)

Port Authority of New South Wales was established on 1 July 2014 after the amalgamation of the Sydney, Newcastle and Port Kembla port corporations, under the *State Owned Corporations Act 1989* and *Ports and Maritime Administration Act 1995*.²³ Its jurisdiction covers the ports of Sydney Harbour, Port Botany, Port Kembla, Newcastle, Yamba and Eden, and includes responsibility for:

- The role of harbour master
- Management of harbour/port approaches and channels
- Safety of navigation and shipping movements
- Pilotage
- Port security
- Safety of operations
- Management of dangerous goods regulations for port areas
- Contingency planning for emergency response to marine-based incidents and emergencies
- The clean-up of spills in the marine environment.²⁴

Sydney Ports Corporation was formally dissolved in August 2016.

Port Authority retains ownership of certain heritage assets of the former Sydney Ports Corporation and Newcastle Port Corporation, which were not transferred to the private entities as part of the long-term lease arrangements. The S170 Register represents an amalgamation of those heritage assets.

4.6 Summary of the development of Port Authority of NSW

Year	Description of event
1901	Sydney Harbour Trust formed
1925	Construction of new finger wharf piers completed at Darling Harbour
1936	Sydney Harbour Trust merged with Department of Navigation and Maritime Services Board formed
1948	Port Kembla transferred to Maritime Services Board
1952	Maritime Services Board office moves to new premises on western side of Circular Quay, now the Museum of Contemporary Art Australia
1960	Overseas Passenger Terminal opened at Circular Quay
1961	Wharves and harbour facilities at Newcastle and Botany Bay transferred to Maritime Services Board
1979	Australia's first 'modern container port' opened at Port Botany ²⁵
1988	Maritime Services Board relocated premises to Kent Street, Sydney
1989	Maritime Services Board Sydney Ports Authority
1995	Dissolution of the Maritime Services Board and its subsidiaries including the Sydney Ports Authority and establishment of the Sydney Ports Corporation and the Newcastle Port Corporation
2013	Sydney and Port Kembla Port Corporations amalgamated into the Newcastle Port Corporation
2014	Establishment of Port Authority of NSW
2016	Sydney Ports Corporation formally dissolved

²³ 'Annual Report 2014/15', 133.

²⁴ 'Annual Report 2014/15', 9.

²⁵ Carew, *First Port Future Port: Celebrating 100 Years*, 81.

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