

# **PROPOSED SHARED PATHWAY NEW SOUTH HEAD ROAD DOUBLE BAY TO ROSE BAY**

## **HISTORICAL ARCHAEOLOGY IMPACT ASSESSMENT**

**DRAFT**

**APRIL 2019**



View of the Rose Bay seawall and balustrade. Photo: Casey & Lowe 2019.

**REPORT TO**

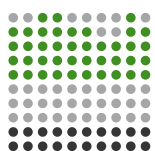
**BETTERIDGE CONSULTING PTY LTD**

**ON BEHALF OF**

**COMPLETE URBAN**

**FOR**

**WOOLLAHRA MUNICIPAL COUNCIL**



**CASEY &  
LOWE**  
ARCHAEOLOGY &  
HERITAGE

## EXECUTIVE SUMMARY

The following report is designed to provide the historical archaeological component of a Heritage Impact Statement for the proposed shared pathway along the Sydney Harbour side of New South Head Road, from Double Bay to Rose Bay, in order to assess the impact of proposed works on the potential historical archaeological resource.

The report is to accompany the S60 permit application for the proposed development.

## RESULTS

The study area is situated within the State-heritage listing for the 'Rose Bay Sea Wall, Promenade and its setting'. The 'Rose Bay seawall, balustrade and promenade, including lamp standards, concrete stairs, avenue of Hill's Weeping Figs and parking bays' is also listed as an item of local significance in the Woollahra Local Environment Plan 2014.

The historical archaeological assessment has shown that the study area has:

- a **low** potential to contain historical archaeological evidence associated with any pre-1920s (that is, prior to the construction of the seawall) land-use.
- a **moderate-high** potential to contain historical archaeological evidence associated with the construction of the seawall and promenade.

The proposed works are predominately ground level and are not expected to impact any known or potentially significant archaeological deposits.

## RECOMMENDATIONS

The following recommendations are based on the historical research and archaeological analysis provided in this report:

1. No excavation or ground disturbance of the site can be undertaken prior to the issuing of a S60 approval for the works.
2. A copy of this report should be sent to the Heritage Division, Office of Environment and Heritage as part of the S60 application.
3. All works will be subject to an **Unexpected Finds Procedure**. This protocol means that the archaeologist should be informed and they will be 'on-call' to attend site if archaeological remains or unexpected finds are encountered. If any significant, unidentified remains are uncovered, localised work stoppages will be necessary while appropriate archaeological recording is carried out.

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### Document Status

STATUS	DATE SUBMITTED	PURPOSE	AUTHOR	REVIEWED
Draft 1	18.04.2019	Internal review	Iona Kat McRae	Tony Lowe
Draft 2	23.04.19	Client review	Iona Kat McRae	Tony Lowe



# **HISTORICAL ARCHAEOLOGY IMPACT ASSESSMENT PROPOSED SHARED PATHWAY NEW SOUTH HEAD ROAD, DOUBLE BAY TO ROSE BAY**

## **1.0 INTRODUCTION**

### **1.1 BACKGROUND**

Casey & Lowe, Archaeology & Heritage, have been engaged by Betteridge Consulting Pty Ltd, on behalf of Complete Urban for Woollahra Municipal Council, to provide the historical archaeological component of a Heritage Impact Statement for the proposed shared pathway along New South Head Road from Double Bay to Rose Bay.

Part of the proposed route for the pathway, between Rose Bay Park in the west and Sydney Golf Club in the east, is situated within the State-heritage listing for the 'Rose Bay Sea Wall, Promenade and its setting'. The following report has been prepared in order to assess the impact of proposed works on any potential historical archaeological remains within the study area. The assessment is to accompany the S60 permit application for the proposed development.

### **1.2 STUDY AREA**

The study area is situated along the Sydney Harbour side of New South Head Road from Double Bay to Rose Bay within the Woollahra Local Government Area (Figure 1.1).

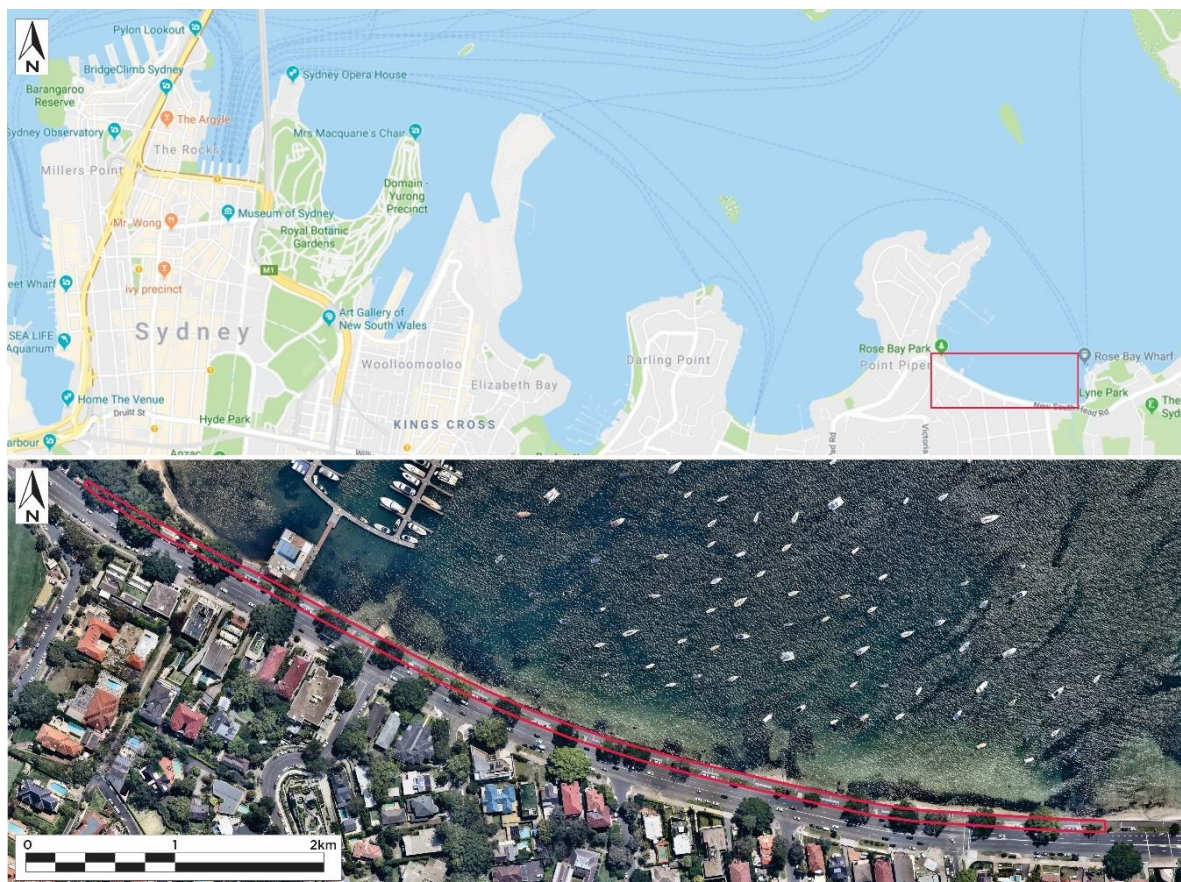


Figure 1.1: Top - location of the study area in relation to its broader context. The approximate study area is marked in red; Google Maps. Bottom - detailed satellite view showing the study area; Near Maps imagery adapted by Casey & Lowe.



### 1.3 HERITAGE LISTINGS

The Rose Bay seawall, balustrade and its setting are listed on the NSW State Heritage Register (**SHR 01932**) and is therefore protected under S57 of the *Heritage Act 1977*. The current SHR curtilage area is shown below in Figure 1.2.

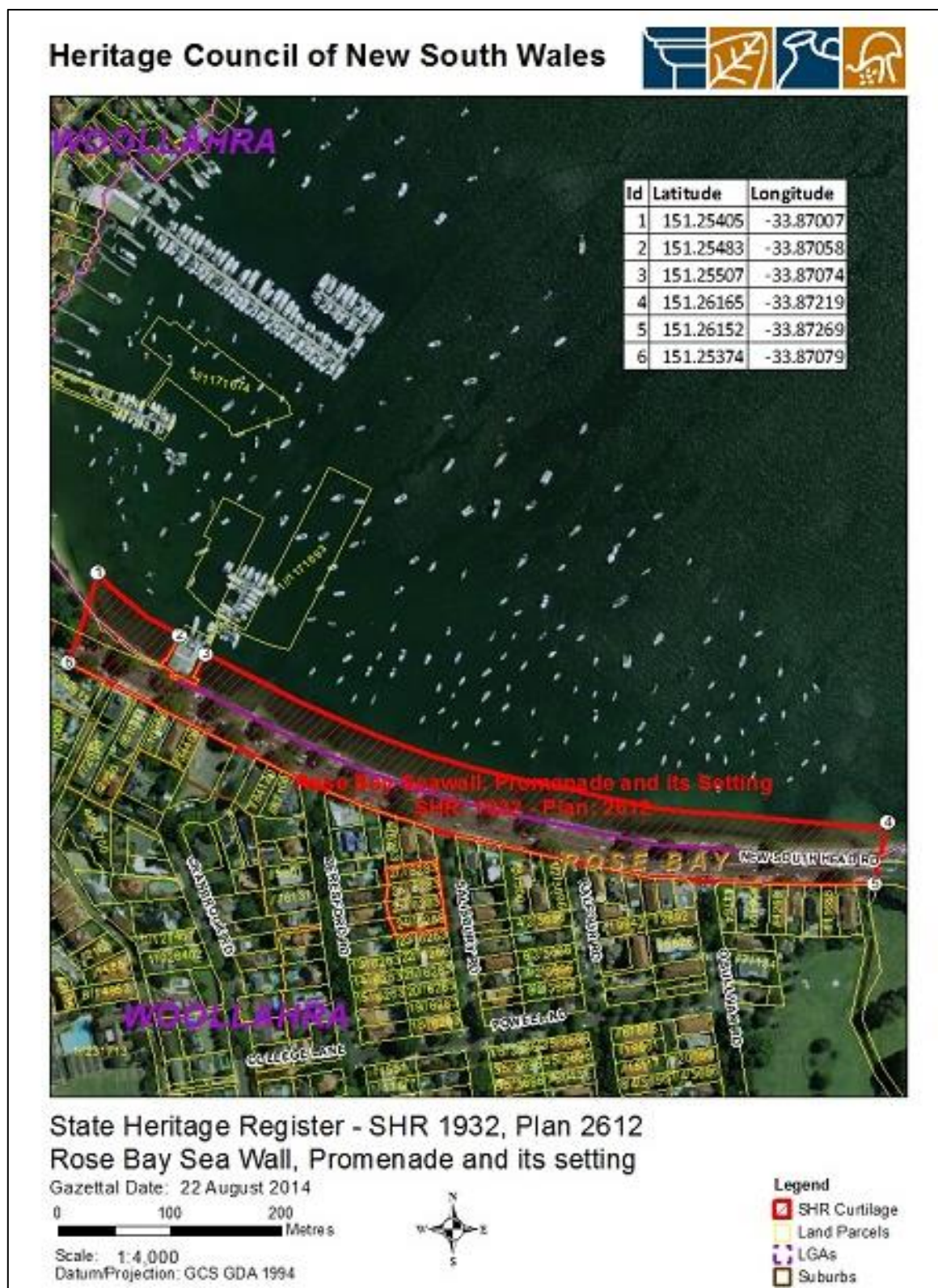


Figure 1.2: State Heritage Register Plan 2612, showing the boundaries of the Rose Bay Sea Wall, Promenade and its setting as defined by State heritage listing.

The Rose Bay seawall, balustrade and promenade ‘including lamp standards, concrete stairs, avenue of Hill’s Weeping Figs and parking bays’ is also listed as an item of local significance in the Woollahra Local Environmental Plan 2014 (**LEP 328**), shown below in Figure 1.3.



Figure 1.3: Detail of 'Heritage Map - Sheet HER\_002' Woollahra LEP 2014, showing the boundaries of the Rose Bay seawall, balustrade and promenade (LEP 328). The approximate study area is marked in red.

## 1.4 AUTHORSHIP

This report was prepared by Dr Iona Kat McRae, Senior Archaeologist, Casey & Lowe. The report was reviewed by Tony Lowe, Director, Casey & Lowe.

## 1.5 LIMITATIONS

This report is designed to assess the impact of proposed works on potential historical archaeological remains situated along the Sydney Harbour side of New South Head Road from Double Bay to Rose Bay. It does not deal with the potential of the study area to retain evidence of Aboriginal occupation.

The report is based on historical research and a site inspection. There was sufficient time and funding to complete this report to a quality standard.

## 1.6 ABBREVIATIONS

ADB	Australian Dictionary of Biography
c.	circa
ha	hectares
LEP	Local Environment Plan
MAAS	Museum of Applied Arts & Sciences
SHR	State Heritage Register
SLNSW	State Library NSW
SMH	Sydney Morning Herald



## 2.0 HISTORICAL SUMMARY

The following summary timeline provides a brief historical outline of the study area. A more comprehensive historical background is presented in Section 2.0 of the CMP.

### Point Piper Estate

Captain John Piper was originally granted 190 acres (77 ha) at Point Piper, then Eliza Point, in 1816 where he built Henrietta Villa.<sup>1</sup> In March 1826, following Piper's bankruptcy, the Point Piper Estate was conveyed to Daniel Cooper (1784-1853) and Samuel Levy (1794-1833).<sup>2</sup> The study area is situated within part of 1,130 acre (460 ha) acquired by Cooper & Levey by a consolidated Crown grant on 22 March 1830 (Figure 2.1). Apart from leasing Henrietta Villa on Point Piper, Cooper & Levey did not attempt to develop or improve their land.<sup>3</sup>

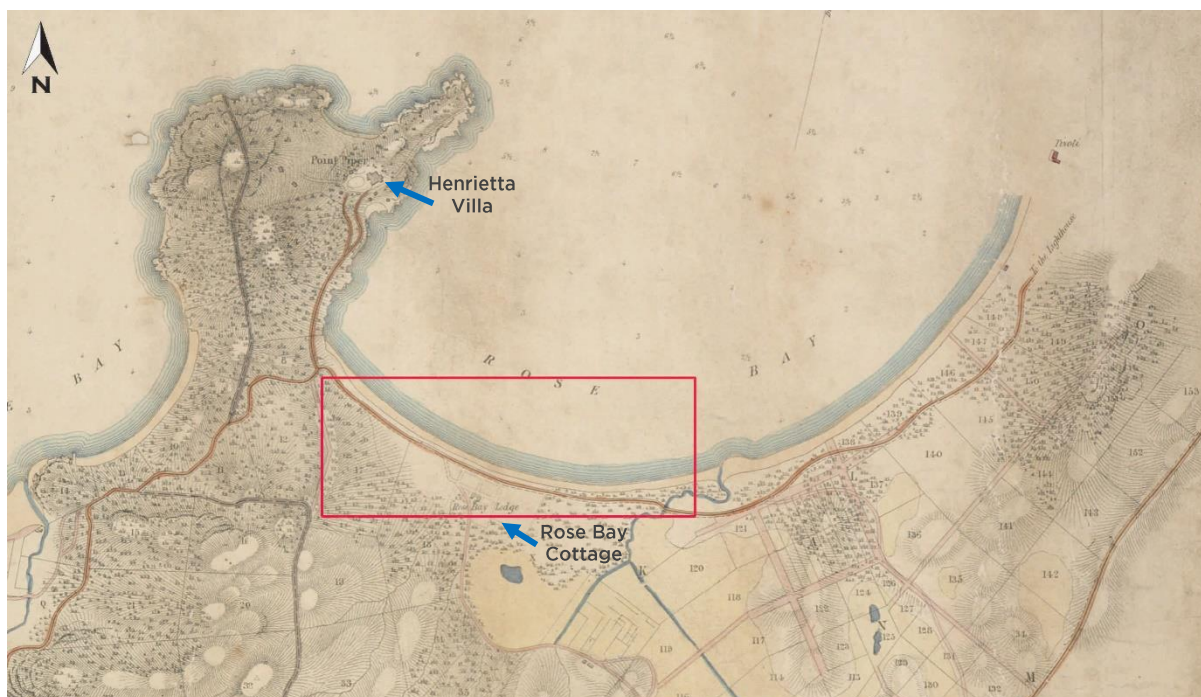


Figure 2.1: Part of the Estate of Point Piper c.1844. The study area is indicated by the red rectangle. The blue arrows show the locations of Henrietta Villa and Rose Bay Cottage, to the south of the study area. The recently completed New South Head Road is marked in red. Courtesy of SLNSW, M2 811.181/1844/2, File No. FL4472211.

### The New South Head Road

The New South Head Road was designed by Surveyor-General Thomas Mitchell as a shorter alternative route (to that of Old South Head Road) to South Head. The road ran along a pre-existing foot track to South Head and was started in 1831. The route along Rose Bay was well underway by 1834,<sup>4</sup> and was completed in 1835. Early views of the road show a dirt track close to the shoreline (Figure 2.2, Figure 2.3). The poor condition of both the Old and New South Head Roads led, in 1848, to the formation of the *Trustees of the South Head Roads*, in order to 'provide for the improvement of certain roads'.<sup>5</sup>

<sup>1</sup> *Sydney Gazette* 9 Nov 1816, p. 2; Barnard, M. 1967, 'Piper, John (1773-1851)'. *ADB* Vol. 2. Available at: <http://adb.anu.edu.au/biography/piper-john-2552>, viewed April 2019.

<sup>2</sup> Bergman, G.F.J. 1967, 'Levey, Solomon (1794-1833)'. *ADB* Vol. 2. Available at: <http://adb.anu.edu.au/biography/levey-solomon-2353>, viewed April 2019.

<sup>3</sup> 'Salisbury Court'. NSW State Heritage Register. Office of Environment and Heritage. <https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5045223>, viewed April 2019.

<sup>4</sup> *Sydney Gazette* 25 Mar 1834, p. 2.

<sup>5</sup> *NSW Government Gazette* 27 Jun 1848, Issue No. 68, p. 10.



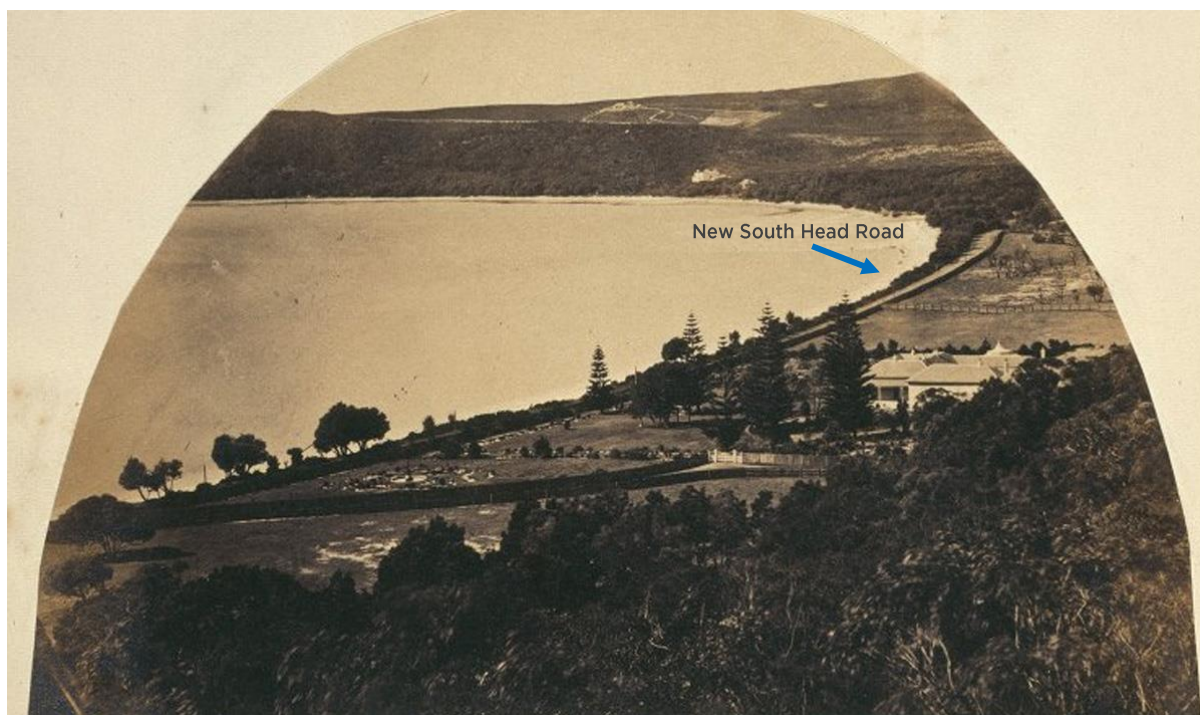


Figure 2.2: View of Rose Bay Lodge c.1850s (to the south of the study area) showing New South Head Road and the waterfront, from the photograph album of William Stanley Jevons. Courtesy of Mitchell Library, SLNSW.



Figure 2.3: View along 'New South Head Road, Rose Bay', 1870-75. American & Australasian Photographic Company. Courtesy of Mitchell Library, SLNSW, ON 4 Box 56 No. 231, File No. FL1245399.



Photographs of Rose Bay from the late 19th/early 20th centuries show a public pier with a boat shed and jetty to the east of Rose Bay beach (Figure 2.4). Although the beach was popular with day trippers, the harbour was apparently spoiled by a ‘...stretch of evil-smelling decomposed matter that is assuredly not seaweed’,<sup>6</sup> possibly on account of the HMAS Tingira moored in Rose Bay, although more likely decomposed seaweed.<sup>7</sup> Prior to the construction of the seawall, the sea:

...encroached upon the old roadway after heavy seas, leaving behind seaweed and marine rubbish, and a swamp area across the road running back to the Royal Sydney Golf Links...<sup>8</sup>



Figure 2.4: View of the Rose Bay beach, c.1887-1917, prior to the reclamation of land and construction of the seawall. Glass plate negative, Kerry and Co. Courtesy of MAAS.

### The Rose Bay reclamation scheme and seawall

Proposals for a reclamation scheme at Rose Bay had been put forward in the late 19th century,<sup>9</sup> and were initiated by the Public Works Department in 1900 with the reclamation of sand/mud flats and the construction of a seawall to provide a public reserve (Lyne Park) east of the current study area.<sup>10</sup> A later ‘beautification scheme’ for Rose Bay was proposed in 1919 to include new baths, a ferry terminus, and the widening of the New South Head Road. The scheme required the dredging of ‘one and one-third million cubic yards of material from the Harbour’ in order to construct the seawall and promenade.<sup>11</sup>

<sup>6</sup> *The Daily Telegraph* 15 Mar 1918, p. 6.

<sup>7</sup> *The Sun* 31 May 1918, p. 5.

<sup>8</sup> “Simple Narrative of Wonderful Municipal Progress” *Highways* 14 May 1928, p. 21.

<sup>9</sup> *SMH* 22 Nov 1899, p. 5.

<sup>10</sup> *The Daily Telegraph* 04 Jan 1900, p. 4.

<sup>11</sup> *Construction and Local Government Journal* 28 Jan 1920, pg. 10-11.

Construction on the concrete seawall began in 1924 (Figure 2.5), and the Rose Bay Esplanade was officially opened on the 19th February 1926. Land was reclaimed to a depth of 50ft (15m) for half a mile (800m), and a concrete parapet was erected overlying the seawall. The reclamation allowed the widening of New South Head Road to 105ft (32m).<sup>12</sup> Sewerage drains were installed to carry waste from the former swamp area under New South Head Road and through the seawall into the sea.



Figure 2.5: The Rose Bay seawall and footpath during construction, c. 1926. Courtesy Mitchell Library, SLNSW Small Pictures File PXA 2136/Box 2 No. 15.

By 1929 the Woollahra Council was 'actively engaged' in reconstructing New South Head Road from the Rose Bay seawall to Newcastle Street, and the laying of concrete commenced on 1st October 1929.<sup>13</sup>

<sup>12</sup> *Evening News* 16 Feb 1926, p. 9.

<sup>13</sup> "News of the Month: Metropolitan Division", *Main Roads* November 1929, p. 27.



## 3.0 ARCHAEOLOGICAL POTENTIAL

### 3.1 INTRODUCTION

Archaeological potential is the degree to which archaeological remains are considered likely to survive within the study area in light of modern impacts and historic activities. Archaeological potential is distinct to 'archaeological significance' which refers to the heritage values of surviving historic remains (discussed in Section).

The following section identifies the potential archaeological resource of the study area. The assessment is informed by the review of the historical development of the study area (Section 2.0) and site inspection (Section 3.3).

### 3.2 NATURE OF ARCHAEOLOGICAL POTENTIAL

Archaeological potential is the degree to which archaeological remains are considered likely to survive within the study area in light of modern impacts and historic activities. A series of assumptions and general principles underlie the analysis of archaeological potential for colonial remains. These have been based on the experience of archaeologists working in New South Wales over the last 40 plus years. They include:

- Structural remains (mainly building footings) associated with buildings and shown on plan are likely to survive but will be impacted by later phases of building.
- The greater the number of phases, the more complicated the nature of the archaeological remains.
- Certain types of remains are typically not shown on plan, although they occasionally feature on later plans. These include:
  - wells
  - cesspits
  - site drainage
  - rubbish pits
  - evidence of gardens, layout and use of the yard areas
  - pet burials
  - fencelines, assisting with the clarification of lot boundaries and internal use of lots
  - pollen and soil evidence
  - land clearing and modification of the landform, including major filling events, i.e., backfilling of ponds or the creek line and more ephemeral evidence of land use including plough, hoe and drainage channels
  - underfloor deposits associated with the occupation of the house
  - rubbish dumps
  - other types of archaeological deposits

### 3.3 PHYSICAL EVIDENCE – SITE VISIT

Dr Kat McRae, Casey & Lowe, inspected the study area on 15 April 2019. Much of the original concrete seawall is retained in its existing condition (Figure 3.1, Figure 3.2), however significant restoration and upgrade works to the balustrade, light standards (Figure 3.3) and stairs (Figure 3.4) were carried out in 2007. The footpath was also reconstructed to its original 4m width (Figure 3.5) during this restoration program. The original surface is not known. The avenue of fig trees (Hill's Weeping Fig) likely dates to the original construction of the seawall and expansion of New South Head Road in the 1920s, although a significant replanting program, specifically of native groundcover, was undertaken during the 2007 restoration works.



Figure 3.1: Detail of the eastern extent of the seawall, showing a stormwater outlet. View to southwest. Casey & Lowe 2019.



Figure 3.2: Detail of the seawall, which largely appears to be in its existing condition. View to east. Casey & Lowe 2019.





Figure 3.3: View to west along the promenade. Note the balustrade has undergone significant repairs and the original lamp standards were replaced in 2007 with exact replicas. Casey & Lowe 2019.



Figure 3.4: One of three sets of stairs along the seawall providing access to the bay. New stairs were rebuilt on top of the existing stairs in 2007. View to west. Casey & Lowe 2019.





Figure 3.5: View along the promenade, showing the footpath and landscaped verge and parking bays to the north of New South Head Road. The footpath was largely reconstructed in 2007. View to west. Casey & Lowe 2019.

### 3.4 ASSESSMENT OF ARCHAEOLOGICAL POTENTIAL

There is no known development in the study area prior to the construction of the seawall in the 1920s. The foreshores of Rose Bay were purportedly flooded after heavy seas, with swamps forming across the roadway, and a smell so potent to apparently discourage any significant building here. The construction of the seawall involved the reclamation to a depth in some areas behind the wall of more than 15m.<sup>14</sup>

As such, there is a **low potential** for any archaeological remains associated with the pre-1920s land-use of the study area. Any remains are likely ephemeral and are expected to have been disturbed during the reclamation process.

Equally, there is a **low potential** for archaeological remains of the original (1920s) surface of the footpath, which was likely disturbed during the footpath's repaving. The significant restoration and upgrade work to the balustrade, light standards and stairs carried out in 2007 mean there is also **low potential** for archaeological evidence related to the original built fabric here, although the original concrete seawall remains largely intact.

There is a **moderate-high potential** for archaeological evidence associated with the construction of the existing seawall and promenade, largely represented by reclamation/levelling fills underlying the current bitumen pavement and sections of the New South Head Road.

Although intact archaeological evidence may remain within the study area relating to the construction of the original seawall and footpath, these deposits are assessed as not meeting the threshold for local or State significance (Section 4).

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<sup>14</sup> *Construction and Local Government Journal* 28 Jan 1920, p. 10.

## 4.0 HERITAGE SIGNIFICANCE

### 4.1 INTRODUCTION

Heritage significance is distinct from archaeological potential. The assessment of archaeological potential considers the probability of physical evidence from previous human activity to still exist on a site. Assessment of heritage significance for archaeological features considers the cultural values associated with those remains. The assessment of archaeological potential in Section 3.4 indicates there is a limited potential for any significant archaeological remains within the study area. The heritage significance of these remains is discussed below.

### 4.2 DISCUSSION OF HERITAGE SIGNIFICANCE

#### HISTORICAL SIGNIFICANCE

**Criterion (a) – 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 construction of the Rose Bay seawall and promenade is associated with the large-scale reclamation scheme at Rose Bay, designed to revitalise the Rose Bay foreshore. The scheme sits within the broader formalisation of the Sydney shoreline in the early 20th century. The process of land reclamation and the construction of the seawall represents a significant piece of public works that reshaped the Rose Bay foreshore.

These historic values are considered to be significant at a local level, although archaeological remains associated with construction of the seawall, largely represented by reclamation/levelling fills, are likely to be ephemeral and unlikely to meet the threshold for local significance.

#### HISTORICAL ASSOCIATION

**Criterion (b) – 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).**

Archaeological remains within the study area are likely to be either ephemeral, or directly associated with the reclamation and construction of the seawall. The archaeological resource is therefore unlikely to be directly associated with a particular individual or group of persons.

Under this criterion the expected archaeological resource within the study area does not meet the threshold for local significance.

#### AESTHETIC VALUES

**Criterion (c) – An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local or natural history (or the cultural or natural history of the local area)).**

Although the Rose Bay seawall and promenade displays a high degree of technical achievement as an example of an early 20th-century civic improvement, any potential archaeological remains are not expected to contribute to these values.

Any below-ground archaeological remains within the study area are likely to have little potential for aesthetic significance.



## **SOCIAL VALUES**

**Criterion (d) - 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.**

No direct public consultation has been conducted for this assessment. The social value and significance attached to the Rose Bay seawall and promenade is, however, well demonstrated by the long community-led campaign to recognise the State significance of the Rose Bay seawall. The archaeological resource is therefore likely to have significance to local residents interested in the history and development of the area.

Under this criterion it is possible that the study area's archaeological remains may be of local significance but this has not been proven.

## **RESEARCH VALUES**

**Criterion (e) - 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).**

The potential archaeological resource of the study area, largely reclamation and/or levelling fills, has a limited or no research potential.

Under this criterion, any archaeological resource within the study area would not be of local significance.

## **RARITY**

**Criterion (f) - 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 seawall that is subject to this analysis is replicated in numerous parts of Sydney harbour.

Under this criterion, any archaeological resource would not be of local significance.

## **REPRESENTATIVENESS**

**Criterion (g) - 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 area's cultural or natural places; or cultural or natural environments).**

The limited archaeological remains within the study area are not considered to have any particular representative importance.

Under this criterion, any archaeological resource would not be of local significance.

## **4.3 STATEMENT OF HERITAGE SIGNIFICANCE**

The construction of the Rose Bay seawall and promenade is associated with the broader formalisation of the Sydney shoreline in the early 20th century, and was designed to revitalise the Rose Bay foreshore. The construction displays a high degree of technical achievement as an example of an early 20th-century civic improvement and represents a significant piece of public works that reshaped the Rose Bay foreshore.

Archaeological remains within the study area are likely to be either ephemeral, or directly associated with the 20th-century reclamation and construction of the seawall. Any archaeological resource, therefore, would have limited research potential and is unlikely to meet the threshold for local heritage significance.

## 5.0 ASSESSMENT OF HERITAGE IMPACT

The proposed works for the shared pedestrian / cycle pathway includes the construction of an asphalt path with a landscaped grass verge on the southern edge of the current footpath. Several additional modifications to the surrounding landscape are required. These include:

- The removal or reduction of several garden beds along the new path.
- The relocation of existing bench seats and bins, the extension of concrete pads.
- Moving the kerb in parking bays to allow car door buffers.
- Relocating existing stormwater pits.
- The removal of non-natives and re-planting of native gum tree species.

A section of the concept design plan (Sheet 11, between Salisbury Road to the east and Balfour Road to the west) is shown below in Figure 5.1, illustrating some of the intended works within the study area. The proposed works are predominately at ground level and are not expected to impact any known or potentially significant archaeological deposits.

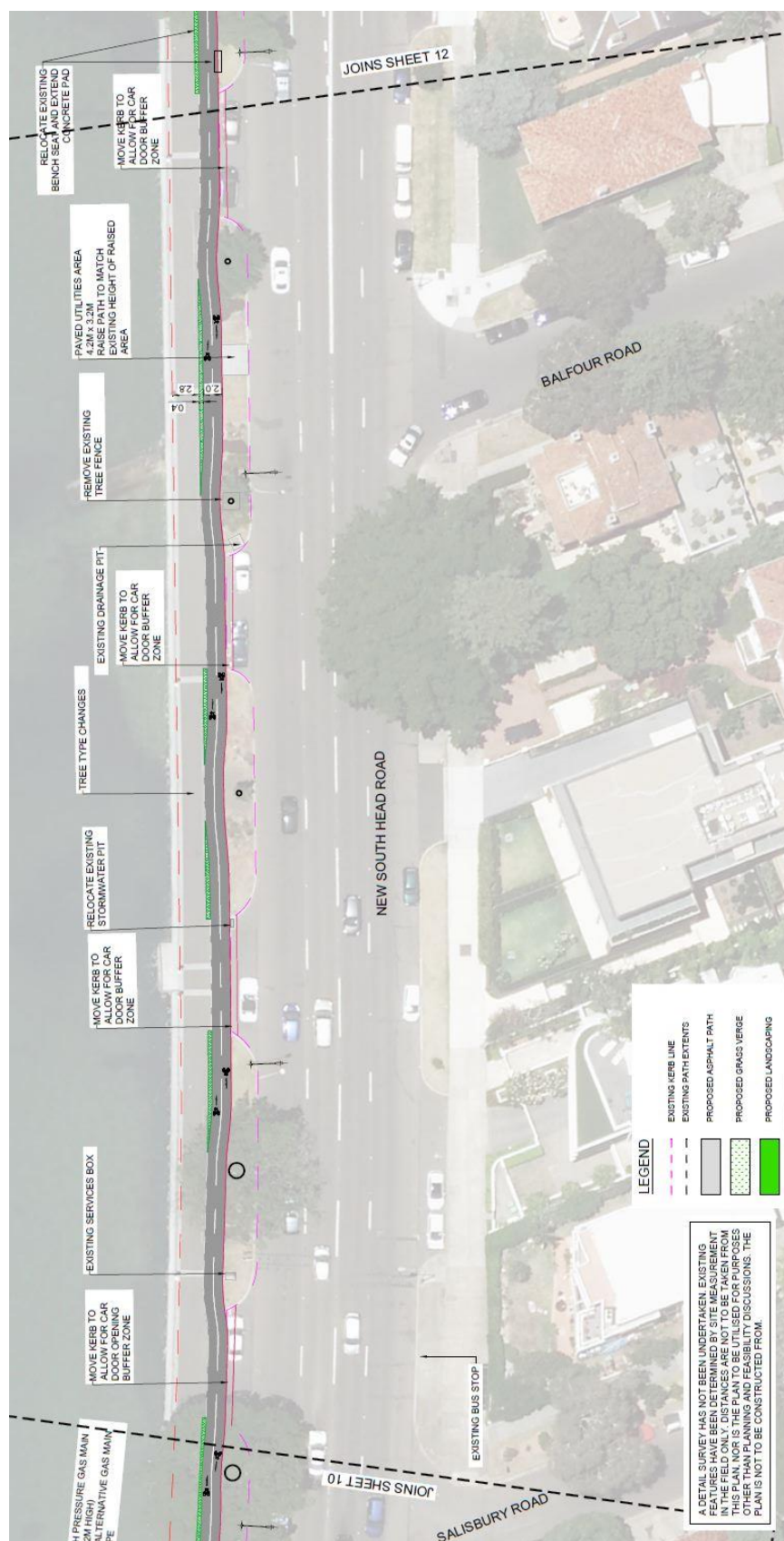


Figure 5.1: Detail from Concept Plan Sheet 11 (between Salisbury Road to the east and Balfour Road to the west). Option A, illustrating some of the intended works within the study area (courtesy of the client).



## 6.0 RESULTS AND RECOMMENDATIONS

### 6.1 RESULTS

The study area is situated within the State-heritage listed 'Rose Bay Sea Wall, Promenade and its setting'. The 'Rose Bay seawall, balustrade and promenade, including lamp standards, concrete stairs, avenue of Hill's Weeping Figs and parking bays' is also listed as an item of local significance in the Woollahra Local Environment Plan 2014.

The historical archaeological assessment has shown that the study area has:

- a **low** potential to contain historical archaeological evidence associated with any pre-1920s (that is, prior to the construction of the seawall) land-use.
- a **moderate-high** potential to contain historical archaeological evidence associated with the construction of the seawall and promenade.

The proposed works are predominately at ground level and are not expected to impact any known or potentially significant archaeological deposits.

### 6.2 RECOMMENDATIONS

The following recommendations are based on the historical research and archaeological analysis provided in this report:

1. No excavation or ground disturbance of the site can be undertaken prior to the issuing of a S60 approval for the works.
2. A copy of this report should be sent to the Heritage Division, Office of Environment and Heritage as part of the S60 application.
3. All works will be subject to an **Unexpected Finds Procedure**. This protocol means that the archaeologist should be informed and they will be 'on-call' to attend site if archaeological remains or unexpected finds are encountered. If any significant or unidentified remains are uncovered, localised work stoppages will be necessary while appropriate archaeological recording is carried out.

## 7.0 REFERENCES

### 7.1 INDEXES AND DATABASES

#### State Heritage Inventory:

'Rose Bay Sea Wall, Promenade and its setting'. Available at:

<https://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5055617>, viewed April 2019.

### 7.2 MAPS AND ILLUSTRATIONS

- 1844? 'The Estate of Point Piper, surveyed trigonometrically and divided into allotments'. SLNSW, M2 811.181/1844/2, File No. FL4472211. Available at: [http://digital.sl.nsw.gov.au/delivery/DeliveryManagerServlet?embedded=true&toolbar=false&dps\\_pid=IE4472205&ga=2.254537992.1251534235.1554867940-741679584.1504737871](http://digital.sl.nsw.gov.au/delivery/DeliveryManagerServlet?embedded=true&toolbar=false&dps_pid=IE4472205&ga=2.254537992.1251534235.1554867940-741679584.1504737871), viewed April 2019.
- 1870-1875 'New South Head Road, Rose Bay', American & Australasian Photographic Company. Mitchell Library, SLNSW, ON 4 Box 56 No. 231, File No. FL1245399. Available at: [http://digital.sl.nsw.gov.au/delivery/DeliveryManagerServlet?dps\\_pid=FL1245399&embedded=true&toolbar=false](http://digital.sl.nsw.gov.au/delivery/DeliveryManagerServlet?dps_pid=FL1245399&embedded=true&toolbar=false), viewed April 2019.
- c.1884-1917 'Rose Bay', Glass plate negative, full plate, Kerry and Co, Sydney, Australia. MAAS, Object ID: 85/1284-1667. Available at: <https://collection.maas.museum/object/28276>, viewed April 2019.
- 1857-58 [View of Rose Bay Lodge], photoprints of William Stanley Jevons photograph album. Mitchell Library, SLNSW.
- 1925 'The concrete sea wall now nearing completion', ML SLNSW Small Pictures File, PXA 2136/Box 2 No. 15.