

PLANNING PROPOSAL

Amendment to Willoughby Local Environmental Plan 2012

Part no

- 1. Objectives and Intended Outcomes**
- 2. Explanation of Provisions**
- 3. Justification**
- 4. Mapping**
- 5. Community Consultation**
- 6. Project Timeline**

Annexure 1

Report to Council of 11 November 2013 – inclusion of Castle Cove Golf Course as an heritage item of local significance.

Annexure 2

Planning Advice Note PN 09-003

PART 1. objectives or intended outcomes

This planning proposal seeks to amend Willoughby Local Environmental Plan 2012, to:

Correct anomalies, discrepancies and provide clarity

The majority of the planning proposal comprises corrections and addresses anomalies which were created in error during the preparation of Willoughby Local Environmental Plan 2012 (WLEP 2012).

The corrections to the written instrument are intended to provide clarification of the intent of certain clauses in instances where uncertainty has arisen ie in the Height (Clause 4.3A), subdivision (Clause 4.1) and Affordable Housing (Clause 6.8). An update of property descriptions in Schedule 1 is also included.

The corrections to the Maps include:

- the removal of properties which were incorrectly included in the Special Provisions Area Map,
- provision of error corrections for the Lot Size, Height of Buildings and Floor Space Ratio Maps.
- An additional area to the Lot Size Map to provide clarity regarding subdivision in B3 Commercial Core land in Chatswood CBD

Proposed heritage item

The planning proposal also includes a proposed heritage item of local significance.

Reclassification of land at 7-13 Herbert Street, St Leonards.

The planning proposal also seeks to reclassify to operational the Council owned 10 affordable housing units at 7-13 Herbert Street, St Leonards.

28 Archer Street

Provide a height limit and proposed additional permitted uses for the property at 28 Archer Street, Chatswood

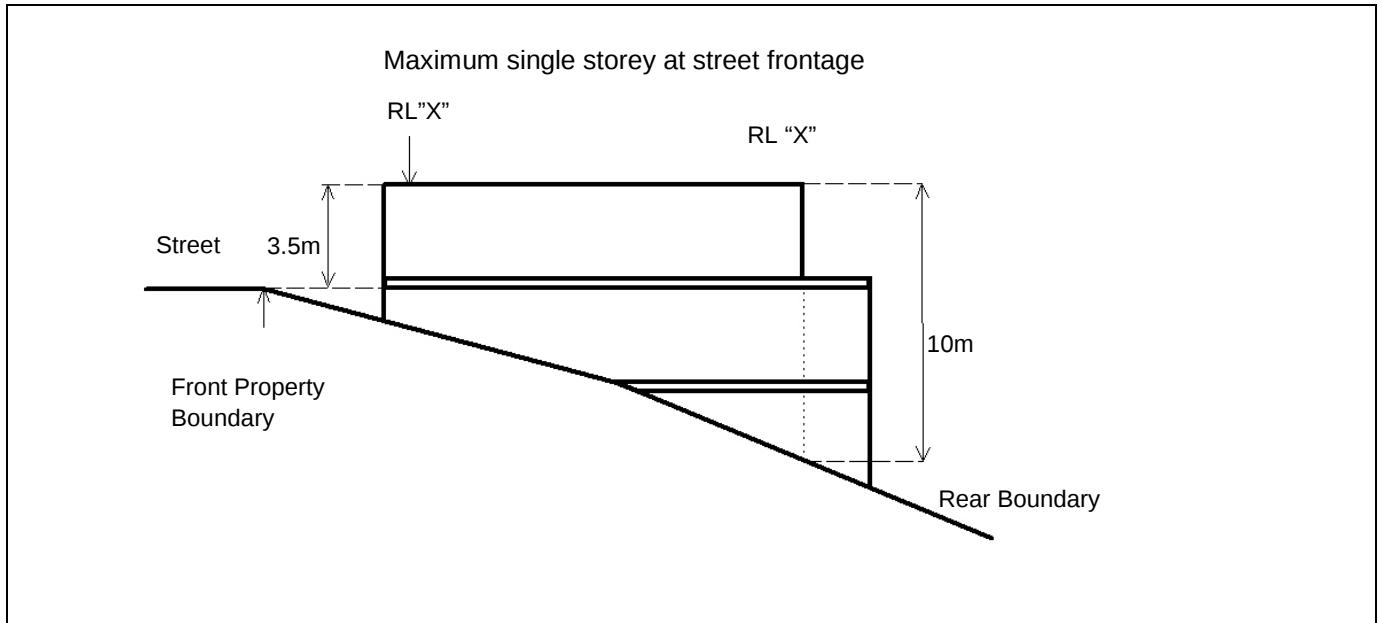
Rezoning of public schools to SP2 (Educational Establishment)

The planning proposal seeks to rezone public schools from the adjoining residential zone back to SP2 Educational Establishment (as per what the zoning was under Willoughby Local Environmental Plan 1995).

PART 2. explanation of provisions

The table below provides an explanation of the changes proposed to WLEP 2012.

Description and Item No.	Proposed Change
1. Clause 4.3A Exceptions to height of buildings	Wording amendment to subclause (1): The intention of this clause as originally written, is to provide a height restriction which protects views and limits the impact on streetscape on certain foreshore land at Northbridge. The intent of this clause is also to provide a dwelling height across the site which is no higher than the height of a single storey at the street frontage, but allows within that height limit, up to 10 metres height at the rear of sites which drop away from the street frontage. This reflects the character of dwellings on the Northbridge foreshore. In the final preparation of WLEP 2012, Parliamentary Counsel (PC) changed the wording of this clause. However the wording changes the intent and needs to be corrected. PC added the words “...where the <u>building</u> adjoins the street boundary...” The dwellings in the street to which this clause applies are set back from the street and there are no instances “...where the building adjoins the street boundary...” This should be amended to refer to where the <u>land</u> adjoins the street boundary The inclusion of the words by PC changed the intent of the exhibited clause and subclause (a) should be reworded as follows: 4.3A Exceptions to height of buildings (1) The height of a building on land in Zone E4 Environmental Living in Northbridge that is identified as “Area 1” on the Height of Buildings Map must not exceed: (a) a height that is equal to 3.5 metres above ground level (existing) at the highest point of the land where the <u>building land</u> adjoins the street <u>frontage</u> boundary of the land, and (b) 10 metres above ground level (existing) at any other point of the land. This reflects the clause as was publicly exhibited. The diagram below is currently in WDCP and clarifies the intent of this clause:



The extent of Area 1 of the Height of Building Maps is as follows:



Extract from Height of Building Map 7.

2. Schedule 1 - Item 34

Item 34 is headed, “ Use of certain land in East Chatswood in Zone IN2.” This item allows bulky goods retailing in the IN2 zone.

PC mistakenly removed the words “...and Roseville..” from the exhibited draft WLEP 2012 and that which was adopted by Council, in the final stages of the making of WLEP 2012. For clarification purposes, the reference to Roseville should be reinstated in the heading and in subclause (1) as the IN2 zone applies to land in both East Chatswood and Roseville and in keeping with Council’s intentions. The clause should read:

34 Use of certain land at East Chatswood and Roseville in Zone IN2

- (1) This clause applies to land in East Chatswood and Roseville that is in Zone IN2 Light Industrial, unless the land has direct frontage to or adjoins any residential area (other than land along Eastern Valley Way).

	(2) Development for the purposes of bulky goods premises, garden centres, hardware and building supplies, and landscaping material supplies is permitted with development consent. (3) Development consent under subclause (2) must not be granted unless the consent authority is satisfied that: (a) suitable land is not available for the development in any nearby business centre, and (b) the development will not detrimentally affect the range of services offered by existing shops located in any nearby business centre, and (c) giving consent would not, because of the number of retail outlets that exist or are proposed in Zone IN1 General Industrial or Zone IN2 Light Industrial, change the predominantly industrial nature of the area or detrimentally affect existing or future industrial development in the zone.
3. Schedule 1 – Item 12	The lots and DPs of this item needs to be updated to reflect the correct property information for the site. The land to which the Schedule applies remains unchanged. The items should be reworded as follows: 12 Use of certain land at Albert Avenue, Chatswood (1) This clause applies to land at Albert Avenue, Chatswood, being Lot 1, DP 741948, Lot 24, DP 618973, Lot 1, DP 69505, Lot 8, DP 620843, <u>Lot 11 DP 1171717</u>, Lot 6, DP 69530 and Lot 5, DP 69530. (2) Development for the purpose of a car park is permitted with development consent. Item 12 previously referred to Lot 8 DP 620843 which was subject to a boundary adjustment between the Council car park and Lot 11 DP 1119753 (38 Albert Avenue) which is to be developed
4. Clause 6.10 Minimum lot sizes for attached dwellings, dual occupancies, multi dwelling housing, residential flat buildings and secondary dwellings	Subclause (4) (e) heading states the minimum lot size for land bounded by Julian, Street, Edward Street and Borlaise Street, Willoughby. This heading should also have included “Penkivil Street.” The lots and DPs for Penkivil Street are included in the subclause (e) but not in the title. This error should be corrected as follows:

	6.10 Minimum lot sizes for attached dwellings, dual occupancies, multi-dwelling housing, residential flat buildings and secondary dwellings (4) (e) (e) 2,500 square metres for land bounded by Julian Street, Edward Street, <u>Penkivil Street</u> and Borlaise Street, Willoughby, being Lots 2–4, DP 170500, Lot 1, DP 170956, Lots 1 and 2, DP 215758, Lots A and B, DP 443111, Lot 1, DP 195017, Lots A and B, DP 337800, Lots 3–5, Section 1, DP 975943, Lot 678, DP 815928, Lots 10 and 11, DP 1005258, Lot 20, DP 1105368, Lot C, DP 337800, Lot 1, DP 782473, Lots A and B, DP 443285, Lot F, DP 382354, Lots 1 and 2, DP 511145, Lots 1 and 2, DP 204240, Lots 1 and 2, DP 1052333, Lot 2, DP 597098, Lot A, DP 410182, Lot 22, DP 85344, Lots 241 and 242, DP 603255, Lot 25, Section 2, DP 975943, Lots A and B, DP 401143, Lots 211 and 212, DP 879375, Lot D, DP 374740, Lot C, DP 401143, Lot 1, DP 597098 and Lot B, DP 410182,
5A Clause 4.1A Minimum subdivision lot sizes for dual occupancies	The wording of this clause has resulted in confusion as to what the FSR of the 2 resulting dwellings will be after subdivision takes place. The subclause currently states that the floor space of each dwelling should not exceed either 0.4:1 or whatever is stated in Floor Space Area Map – whichever is the lesser. The intention of the clause is that for dual occupancy development, the maximum floor space ratio permitted equals the floor space ratio of dwelling 1 and the floor space ratio of dwelling 2. In the case of subsequent Torrens subdivision, the FSR of each dwelling relative to its proposed lot must not be greater than the FSR permitted for the dual occupancy development on the original lot prior to the subdivision. A wording change is recommended to clarify this as indicated in 5B below.
5B 5 Year period for subdivision of dual occupancies	In addition, the requirement for subdivision after 5 years also requires clarification that this can only take place after a “final” occupation certificate has been granted (rather than an interim construction certificate). Residents can occupy a dwelling with an interim occupation certificate and never apply for a final certificate. This means the entitlement to subdivision would be with an interim certificate but still have outstanding matters required by the consent (landscaping, privacy treatments etc. It is recommended that Clause 4.1A be amended to clarify points 5A and 5B as follows: 4.1A Minimum subdivision lot sizes for dual occupancies (1) Development consent may be granted to the subdivision of a lot on which there is a dual occupancy if: (a) the lot is not a lot in the area identified as

	“Area 1” on the Dual Occupancy Restriction Map, and (b) the area of each lot resulting from the subdivision is at least 350 square metres, and (c) each of the resulting lots will have one of the dwellings on it, and (d) the floor space ratio of each dwelling <u>relative to its newly created lot</u> does not exceed: (i) 0.4:1, or (ii) any floor space ratio specified under clause 4.4A for a buildings on the <u>existing</u> lot <u>prior to subdivision</u>, whichever is the lesser, and (e) an <u>final</u> occupation certificate was issued for the dual occupancy at least 5 years before the development consent is granted. (2) To avoid doubt, this clause does not affect the right to subdivide a dual occupancy under clause 4.1.
Clause 6.8 Affordable Housing 6A Dwelling consistency	There are 5 parts to the amendment to Clause 6.8 Affordable Housing, as outlined in 6A to 6E below. 6.8 (1) (d) relates to the building standard of an affordable housing dwelling which is being dedicated to Council and uses the words, “.... is consistent with other dwellings in Willoughby..” The building standard of the dedicated dwelling should be consistent with the other dwellings in the development proposal. The wording should be amended to reflect this (see below at the end of 6D).
6B ABS Terminology	Replacement of reference in Clause 6.8 (1) (b) from the “Sydney Statistical Division” to the “Greater Sydney Greater Capital City Statistical Area” in accordance with recent Australian Bureau of Statistics terminology.
6C Use of Funds	Word changes to allow for and clarify that any funds received from the disposal of Council owned affordable housing dwellings will be used for the purpose of improving or replacing affordable housing dwellings in Willoughby.
6D Dedication of Land and clause order	Clarification of the intent of the clause which has arisen through development application queries with appropriate rewording, eg removal of words “of the applicant” when referring to the dedication of land as the applicant may not be the owner. Change of words “not more than” when referring to the gross floor area of a complete dwelling for dedication – words should read “not less than”. The current wording could

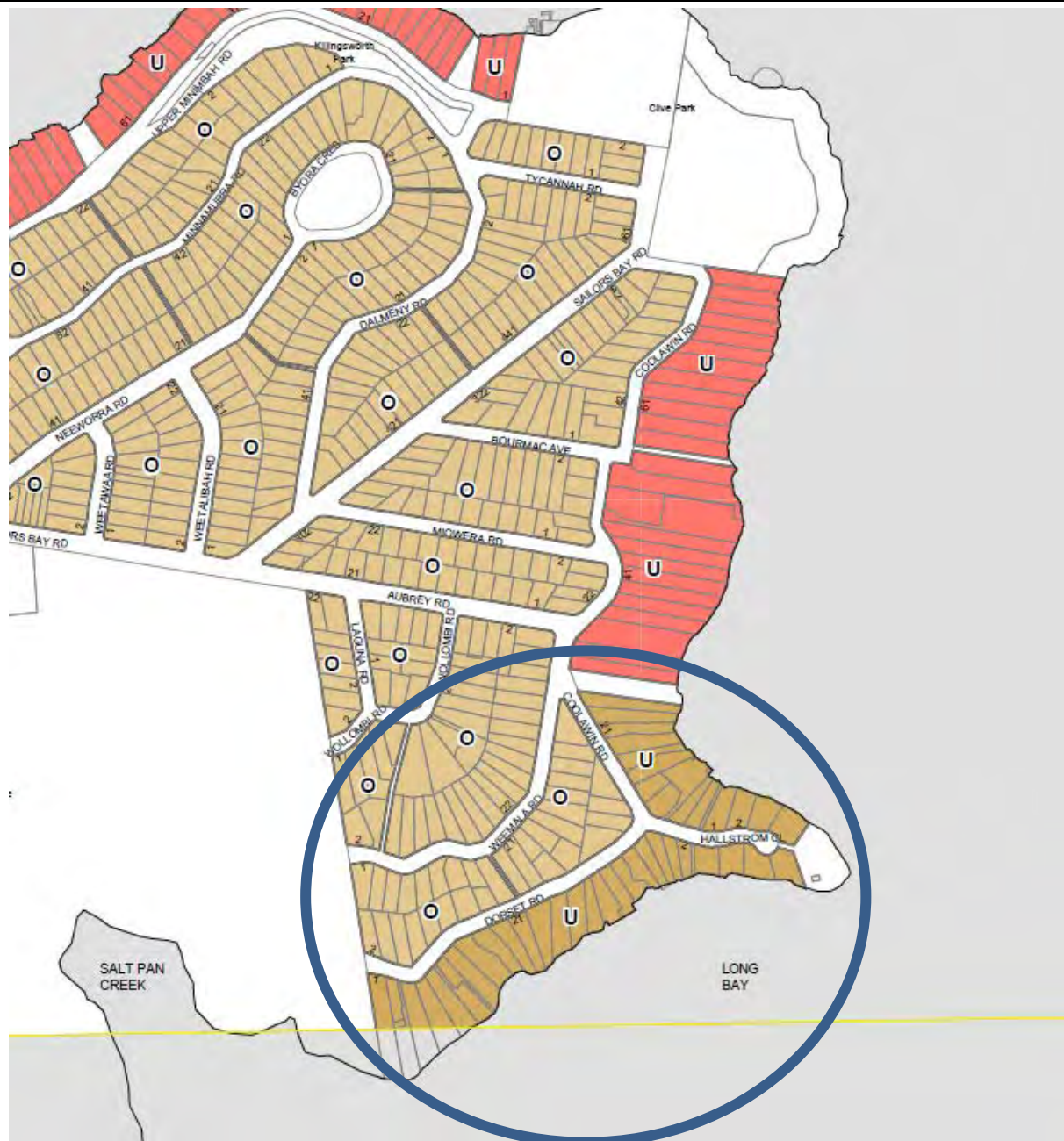
	mean an applicant dedicated only a fraction of what they are required to dedicate. Rearrangement of order of clause in (3)(a) and (b) in order to improve the sense of the clause and highlight that the dedication of units is Council's preferred choice.						
6E Monetary Contributions	It is also intended to clarify that it is Council's preference to provide the affordable units on site. In certain circumstances, a monetary contribution may be an alternative and this option is required to be agreed by Council. Further, regarding the monetary contribution, the clause refers to market value with a reference to the Rent and Sales Report NSW published by the Department of Family and Community Services. In certain development applications it may be difficult to compare with a category in the Rent and Sales Report and therefore, it may be appropriate to utilise another method of valuation. In these circumstances, an alternative method needs to be agreed by Council.						
	With regard to points 6A to 6E above, Clause 6.8 is proposed to be amended as follows: Clause 6.8 Affordable housing (1) For the purposes of this clause, the <i>Willoughby Affordable Housing Principles</i> are as follows: (a) affordable housing must be provided and managed in Willoughby so that accommodation for a diverse residential population representative of all income groups is available in Willoughby, and (b) affordable housing must be rented to tenants whose gross household incomes fall within the following ranges of percentages of the median household income for the time being for the <u>Sydney Statistical Division Greater Sydney Greater Capital City Statistical Area</u> according to the Australian Bureau of Statistics: <table border="0"> <tr> <td>Very low income household</td><td>less than 50%</td></tr> <tr> <td>Low income household</td><td>50% or more, but less than 80%</td></tr> <tr> <td>Moderate income household</td><td>80–120%</td></tr> </table> and at rents that do not exceed a benchmark of 30% of their actual household income, and (c) dwellings provided for affordable housing must be managed so as to maintain their continued use for affordable housing, and (d) rental from affordable housing received by or on behalf of the Council, after deduction of normal landlord's expenses (including management and maintenance costs and all rates and taxes payable in connection with the dwellings), <u>and money received from the disposal of</u>	Very low income household	less than 50%	Low income household	50% or more, but less than 80%	Moderate income household	80–120%
Very low income household	less than 50%						
Low income household	50% or more, but less than 80%						
Moderate income household	80–120%						

	<u>affordable housing</u>, must be used for the purpose of improving or replacing affordable housing or for providing additional affordable housing in Willoughby, and (e) affordable housing must consist of dwellings constructed to a standard that, in the opinion of the consent authority, is consistent with other <u>equivalent dwellings in Willoughby within the development</u>, especially in terms of internal fittings and finishes, solar access and privacy. (2) Development consent must not be granted to the erection of residential accommodation on land identified as “Area 3” on the Special Provisions Area Map unless the consent authority has taken the following into consideration: (a) the Willoughby Affordable Housing Principles, (b) the impact the development would have on the existing mix and likely future mix of residential housing stock in Willoughby, (c) whether an affordable housing condition should be imposed on the consent. Note. The affordable housing principles set out in Schedule 2 to <i>State Environmental Planning Policy No 70—Affordable Housing (Revised Schemes)</i> may also apply to the development. (3) The following are <i>affordable housing conditions</i>: (a) if 4% of that accountable total floor space provides a sufficient amount of gross floor area, a condition requiring: (i) the dedication in favour of the <u>Council consent authority</u>, free of cost, of land <u>of the applicant</u> comprised of one or more complete dwellings with a gross floor area of not more <u>less</u> than the amount equivalent to that percentage, each dwelling having a gross floor area of not less than 50 square metres, and (ii) if the total amount of gross floor area of the complete dwelling or dwellings is less than the amount equivalent to that percentage, the payment of a monetary contribution to the consent authority by the applicant that is the value, calculated in accordance with subclause (4), of the gross floor area equivalent to the difference between those amounts, to be used for the purpose of providing affordable housing in accordance with the Willoughby Affordable Housing Principles. (b) <u>where, at the agreement of the Council,</u> a condition requiring the payment of a monetary contribution to the consent authority by the applicant to be used for the purpose of providing affordable housing in accordance with the Willoughby Affordable Housing Principles that is the value, calculated in accordance with subclause (4), of 4% of the accountable total floor space to which the development application relates, or (4) The amount of the contribution to be paid under a condition imposed under subclause (2) (c) is the value of the gross floor area concerned calculated by reference to the market value of dwellings of a similar size to those proposed by the development application <u>or by other means determined by</u>
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	<u>Council.</u> Note.Section 94F of the Act permits the imposition of such a condition and specifies the circumstances under which such a condition may be imposed. Any condition imposed is subject to section 94G of the Act. (5) This clause does not apply to development for the purpose of any of the following: (a) boarding houses, (b) community housing (as defined in section 3 of the <i>Housing Act 2001</i>), (c) group homes, (d) hostels, (e) public housing (as defined in section 3 of the <i>Housing Act 2001</i>). (6) An affordable housing condition must not be imposed in relation to an amount of accountable total floor space if the consent authority is satisfied that such a condition has previously been imposed under this clause in relation to the same or an equivalent amount of accountable total floor space on the site. (7) In this clause: accountable total floor space means the gross floor area of the residential component of the development to which the development application relates. market value means the most current median sales price of such dwellings for Willoughby as documented in the Rent and Sales Report NSW published by the Department of Family and Community Services or, if another document has been approved for that purpose by the Director-General, that document.
6F Clause 1.2 Aims of Plan	Currently, the aims of the plan do not include any reference to affordable or adaptable housing. It is intended to correct this omission: Replace 2(f) with the following clause: (f) for housing- (i) to provide opportunities for a range of housing choice in Willoughby to cater for changing population needs in accessible locations, and (ii) <u>to facilitate the provision of adaptable and affordable housing.</u>
7. Schedule 4 : Reclassification of 7-13 Herbert Street, St Leonards from community to operational land.	It was assumed that the correct classification of the 10 affordable units at 7-13 Herbert Street, St Leonards as operational land under the Local Government Act 1993, took place at the time that the units were dedicated to Council, in order to enable the long term lease of the units to tenants.

	Council resolved on 10 June 2003 that the units be classified as operational land. However, a recent search of Council property records provided no confirmation that the correct public advertisements for the classification were made. This means that the units' classification as operational land is uncertain and that they may be community land. Classification as operational would also enable the option of the future sale of any of these units in order to fund alternative affordable housing in Willoughby City. This would be a long term process undertaken in conjunction with the community housing provider and the potential sale of any of the units would be gradual as leases expired or tenants vacated and alternative accommodation would be offered to tenants. This possibility has been discussed with Council in Artarmon property workshops held in 2014. Further information on the proposed reclassification of the units at 7-13 Herbert Street can be viewed at Attachment 8 under the heading "LEP Practice Note PN 09-003 –Written Statement." Reclassification of lots at 7-13 Herbert Street St Leonards from community to operational. WLEP 2012 Schedule 4 amended as follows: Insert the following into Part 2 Land classified, or reclassified, as operational land – interests changed. <table><tr><th>Column 1</th><th>Column 2</th><th>Column 3</th></tr><tr><th>Locality</th><th>Description</th><th>Any trusts etc not discharged</th></tr><tr><td><u>St Leonards, 7-13 Herbert Street</u></td><td><u>Lot 98, 99, 174, 178, 179 and 184, DP69609</u> <u>Lot 25, 30, 32 and 33, DP67931</u></td><td><u>Nil</u></td></tr></table>	Column 1	Column 2	Column 3	Locality	Description	Any trusts etc not discharged	<u>St Leonards, 7-13 Herbert Street</u>	<u>Lot 98, 99, 174, 178, 179 and 184, DP69609</u> <u>Lot 25, 30, 32 and 33, DP67931</u>	<u>Nil</u>
Column 1	Column 2	Column 3								
Locality	Description	Any trusts etc not discharged								
<u>St Leonards, 7-13 Herbert Street</u>	<u>Lot 98, 99, 174, 178, 179 and 184, DP69609</u> <u>Lot 25, 30, 32 and 33, DP67931</u>	<u>Nil</u>								
8. Lot Size Map	There is a drafting error in the Lot Size Map with a label and colour not matching. Map 7 of the Lot Size Map shows a section of Coolawin Road, Hallstrom Close and Dorset Road, Northbridge with a Label of "U" but are coloured as per "Q". This is an error with the "U" Label minimum lot size of 1500m² being correct. The colour needs to be amended to reflect this. (This correction also relates to a small section of Map 8 where the properties overlap). The original exhibition of the draft WLEP 2012 was correct.									

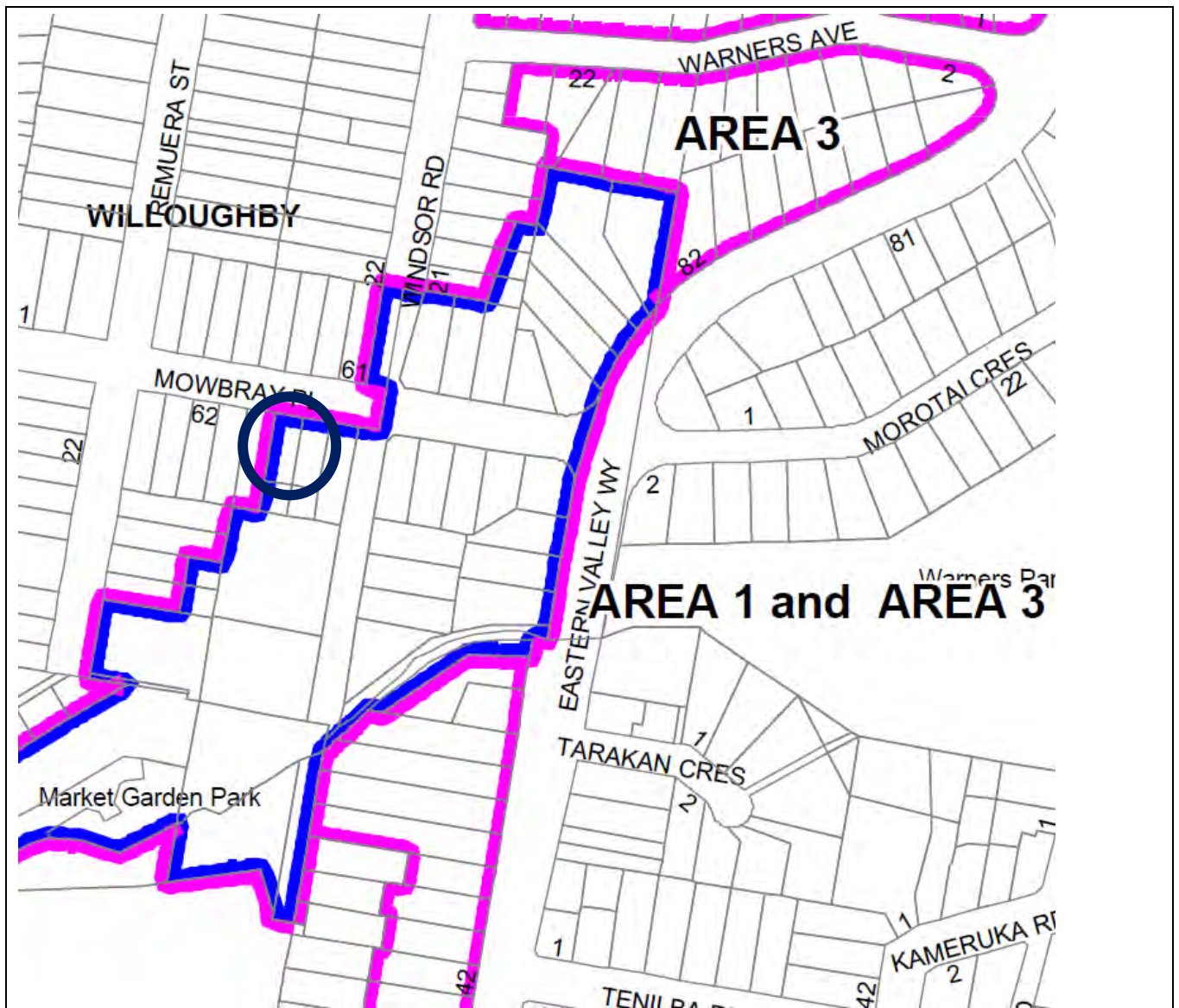
The area to be corrected is highlighted as follows:



9. Special Provisions Area Map

Map 7 of the Special Provisions Area Map incorrectly includes properties at 54 and 56 Mowbray Place within Areas 1 and 3.

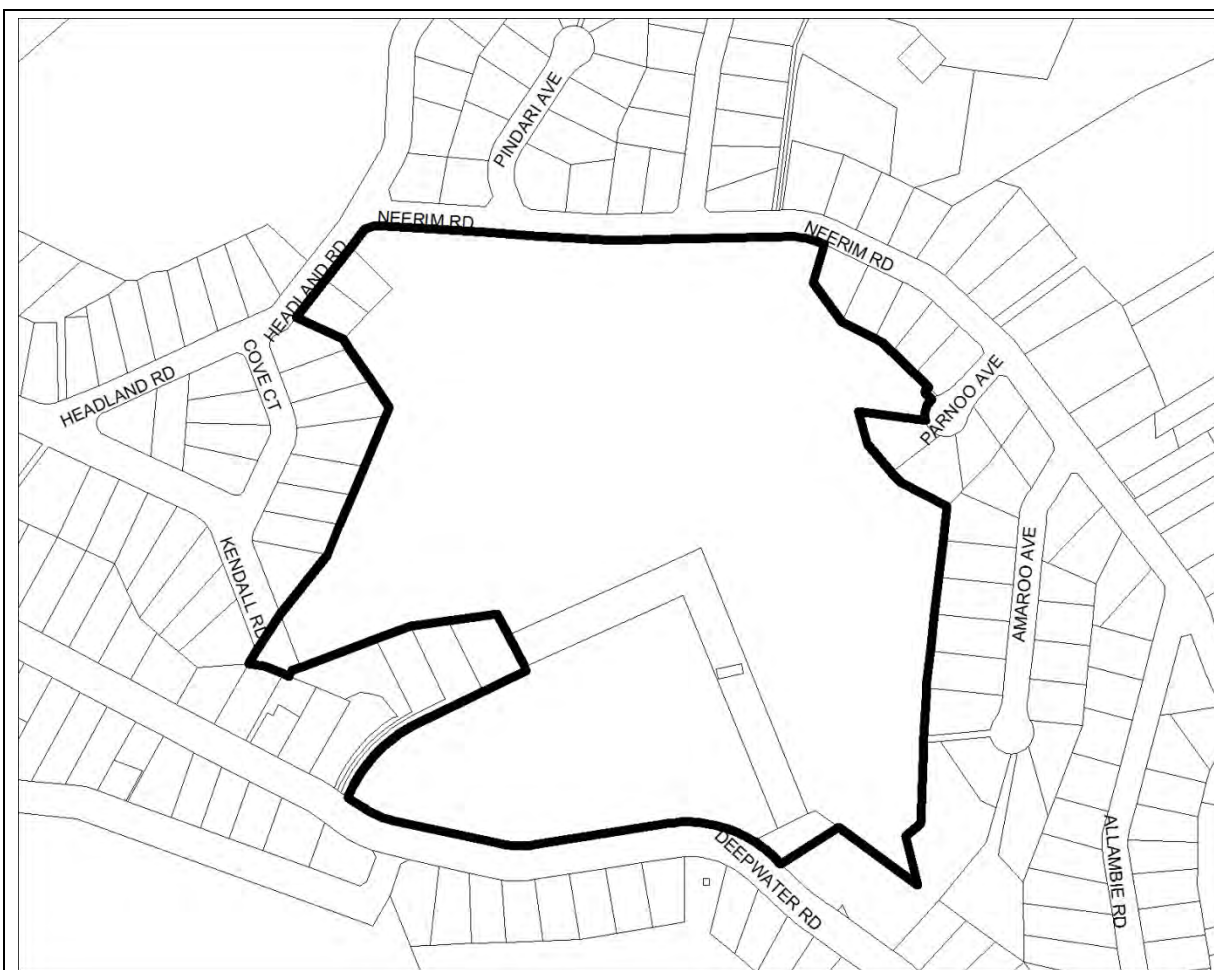
Areas 1 and 3 relate to the Willoughby Market Garden development. The boundary for Areas 1 and 3 including 54 and 56 Mowbray Place is now incorrect and should be amended to exclude them.



10. Heritage Map and Schedule 5

Council resolved on 11 November 2013 to include Castle Cove Golf Course as a heritage item of local significance. The reasons why the golf course is to be considered as a heritage item is based on the previous Council report and resolution on this matter in 2013, which will be included as part of the planning proposal to be submitted to the Gateway and public exhibition.

It is proposed that the inclusion of Castle Cove Golf Course be inserted into Schedule 5 and added to Map 6 of the Heritage Map. A location plan of the site is as follows:



11A. New local provision added to Clause 4.1 Minimum Subdivision Lot Size

Clarification of the minimum lot size for strata subdivision.
The intent of this clause as it applies to the B3 Commercial Core land in Chatswood CBD is to avoid the circumstance where a building is strata subdivided and then is unable to be redeveloped because of the commercial inability to gain agreement of the strata owners.

Clause 4.1 (4) states:

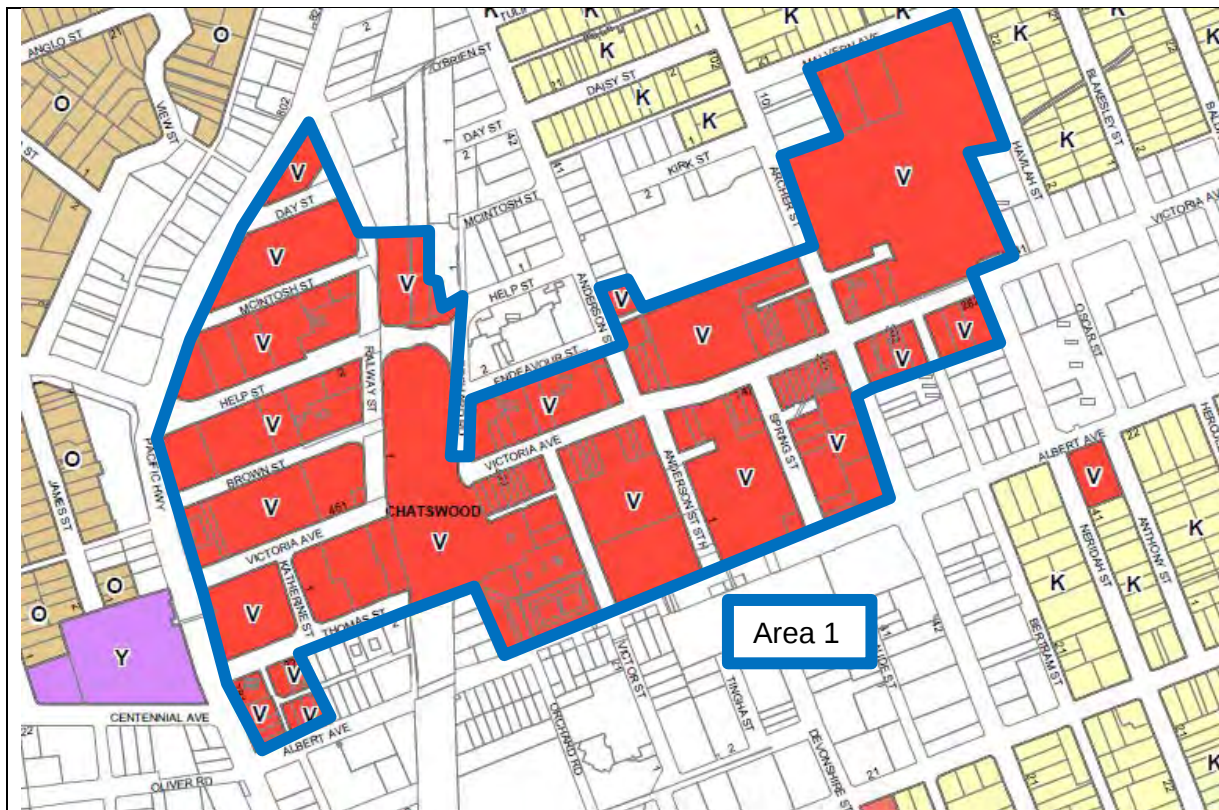
".....This clause does not apply in relation to the subdivision of individual lots in a strata plan or community title scheme..."

This has resulted in a number of enquiries to clarify the meaning of the clause.

The confusion relates to whether the subdivision relates to lots that already exist in a strata plan or the subdivision of lots by a strata plan.

Advice given to Council by officers of the Department of Planning at the time of the draft WLEP 2012 was being prepared is that the sub clause (4) is intended to refer to lots currently within a strata plan and does not permit subdivision by strata plan that is not in accordance with the Minimum Lot

11B Amendment to Clause 4.1B(i) Minimum Subdivision lot sizes for shop top housing	Size Map. For clarification, it is proposed to add a new subclause (4A) as follows: 4.1(4A) This clause does apply in relation to the subdivision of individual lots by a strata plan or community title scheme. Council included B3 land within the Chatswood CBD on the minimum lot size map (minimum 2,500m²) in order to address the economic issues of strata subdivision of office and retail buildings that compromises the ability to manage the tenancy mix and long term flexibility of the building for redevelopment. Initially, a specific clause was included in the draft WLEP 2012, however this was subject to a number of changes during the process of creating the Standard Instrument provisions and the compromise acceptable to Parliamentary Counsel was the inclusion of the land in the Minimum Lot Size Map. The minimum lot size to be created for subdivision of the Chatswood B3 land is 2,500m². Clause 4.1B(i) itemises an exception to this minimum lot size for the subdivision of shop top housing in land along Victoria Avenue Chatswood (identified as Area 5 on the Special Provisions Area Map as indicated on the map extract below). Shop top housing is a newly permissible use under WLEP 2012 in this locality. (Shop top housing is a prohibited use in the B3 zone land use table). There are however, additional sites in the Chatswood CBD B3 land which also permits shop top housing in Schedule 1 of WLEP 2012 and it should be clear that the minimum lot size restriction on subdivision does not apply to the residential component of a development in the Schedule. Clause 4.1B(1) should be amended as follows: 4.1B (1) Development consent may be granted to the subdivision of shop top housing on a lot where it is an additional permitted use on land identified in Schedule 1 in the area identified as “Area 5” on the Special Provisions Area Map even if the size of any or all lots resulting from the subdivision is less than the minimum lot size shown “Area 1” on the Lot Size Map in relation to that land.
Proposed amendment to Lot Size Map 4 The land zoned B3 Commercial Core highlighted below with a minimum lot size of “V” ie 2500m² should be included as Area 1 on the Minimum Lot Size Map as part of the amendment 11B discussed above.	



Extract from Special Provisions Area Map – Area 5



12. 28 Archer Street Height of Buildings Map and Schedule 1	Add 28 Archer Street to the Height of Buildings Map with a height of 9 metres. (The parcel currently has no height control). Under WLEP 1995, the site was previously zoned Special Uses "A" Legacy and was rezoned to R2 as part of WLEP 2012. The land immediately to the north is zoned R4 High Density Residential and developed to 6 storeys. Under WLEP 2012, the site was given a FSR of 1.7:1 to match the remainder of the block but (in error) was not given a height limit. The extract below from Height of Building Map 4 shows that the adjoining sites within the block have a height limit "U" which is 34 metres. The height limit of the adjacent R2 zone is 8 metres. The site in question is the equivalent of a single home lot of 913m² and should the site be redeveloped to 1.7:1, it is limited in terms of width and available setbacks. A height of 34 metres would not be achievable or desirable. In addition, the site is opposite South Chatswood Conservation Area. It is recommended that a height of 9 metres should apply to the site which would enable a lower scale redevelopment and provide a transitional height to the conservation area. Council recently refused a Development Application for this site. The DA proposed a boarding housing with a height of 28.5m using SEPP (Affordable Rental Housing) 2009. Council engaged an independent urban design review of the site which concluded that, "....a high rise residential tower is not an appropriate building typology for the site as it will not achieve adequate amenity for future or adjoining residents. A more appropriate built form is a set of town house style developments or individual smaller apartments located within a landscape setting....." (Summary of Issues and Urban Design Review – Proposed Boarding House Development 28 Archer Street, Chatswood prepared by GM Urban Design & Architecture Pty Ltd, May 2014). It is not considered appropriate to rezone this site to a higher density residential zone, when the consequent additional uses, due to its lot size. As recommended in the independent urban design review, a form of town house style development would be an appropriate option for the site. However, the R2 zoning does not permit this use. It is recommended to permit attached dwellings and multi dwelling housing on the site by Schedule 1 Additional permitted uses. The standard instrument defines attached dwellings as: "....a building containing 3 or more dwellings, where (a) each dwelling is attached to another dwelling by a common wall, and
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	(b) each of the dwellings is on its own lot of land, and (c) none of the dwellings is located above any part of another dwelling. Multi dwelling housing is defined as: <i>"...3 or more dwellings (whether attached or detached) on one lot of land, each with access at ground level, but does not included a residential flat building".</i>
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13. Height of Building and Floor Space Ratio Maps at 1-5 Railway Street Chatswood

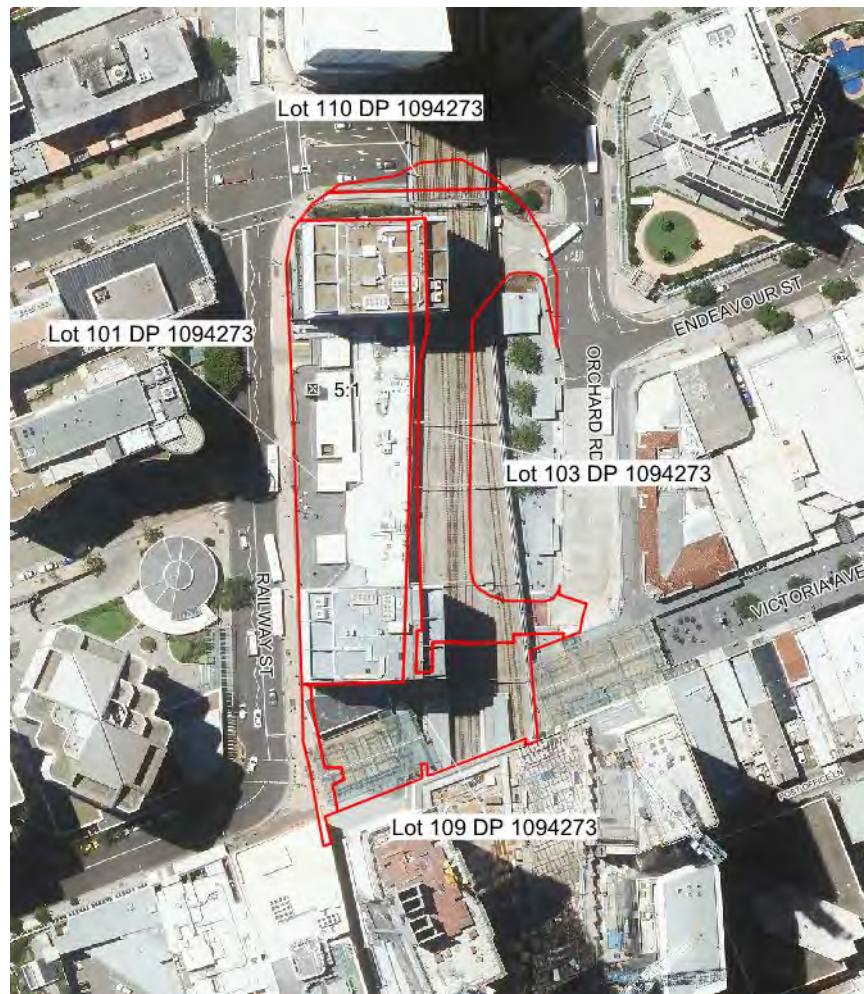
At the time of making of WLEP 2012 there was no property description that separately defined the site at 1-5 Railway Street as a discreet lot. It was part of the larger land holding at Chatswood Station owned by Railways. Identification as a separate lot occurred with registration of DP 1094273 for the Chatswood Transport Interchange site and the lot is known as Lot 101 in DP 1094273.

A slither of land to the north of 1-5 Railway Street was given its own title – Lot 110 DP 1094273. That lot is physically part of Help Street but the WLEP 2012 Maps show the slither of land has having the same height and FSR as the adjoining site at 1-5 Railway Street. Similarly, the embankment to the railway line adjoining 1-5 Railway Street and the bus interchange was given a separate title – Lot 3 DP 1094273 and the embankment area of Lot 103 was given a height and FSR to match the Interchange.

The section of road should be removed from the Height and FSR Maps and the embankment should be restricted to the same height as the bus interchange (allowing a height of 6 metres).

Lot 109 DP 1094273 is a long lot that extends across Victoria Avenue and the railway pedestrian underpass. The section of the lot which extends across Victoria Avenue should be removed from the Height of Building Map, consistent with the remainder of the Height of Building Map which does not place height limits across road.

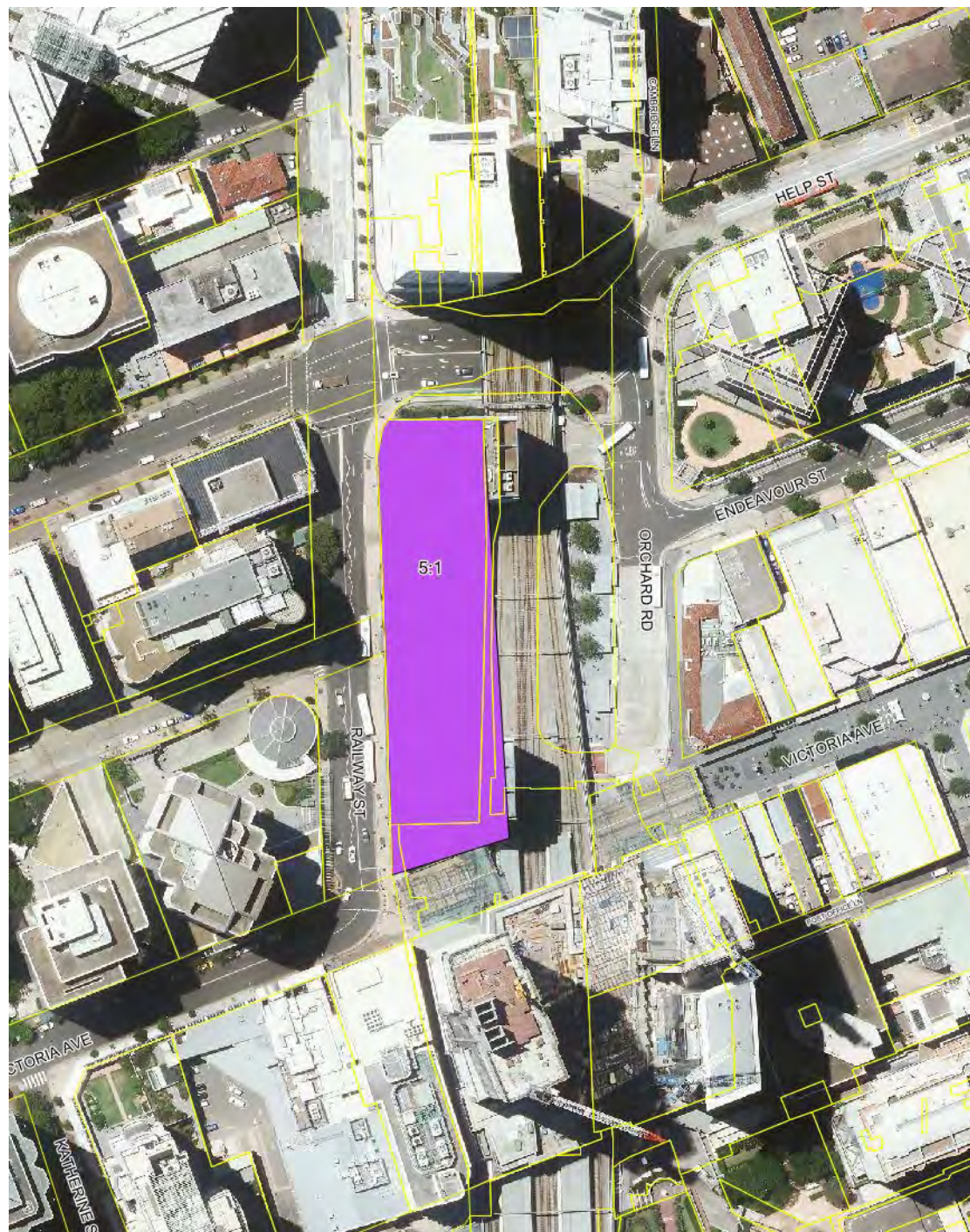
Titles map



Current FSR Map



Proposed change to FSR Map for lots 110 and 103.



Current Height Map



Proposed change to Height of Building Map for lots 103, 109 and 110.



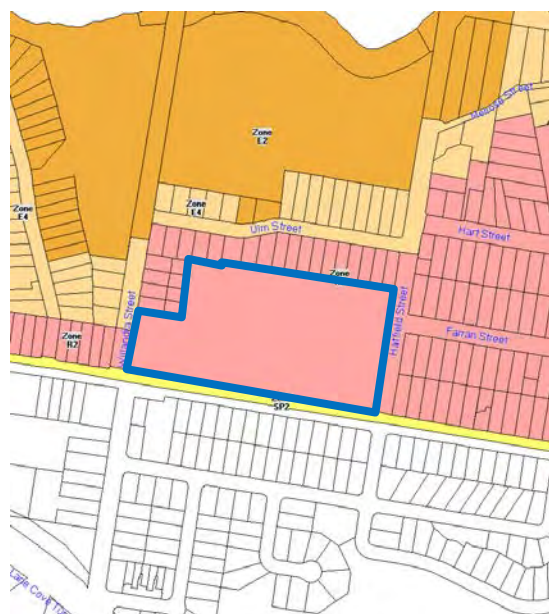
14. Zoning Map – Public Schools

In the previous WLEP 1995, schools had a Special Uses zoning. A condition of the Section 65 Certificate issued by the Department of Planning prior to the exhibition of WLEP 2012 was that specific land zoned special uses be rezoned to the adjoining zone. When Council adopted the then draft WLEP 2012 on 23 July 2012, the resolution stated that:

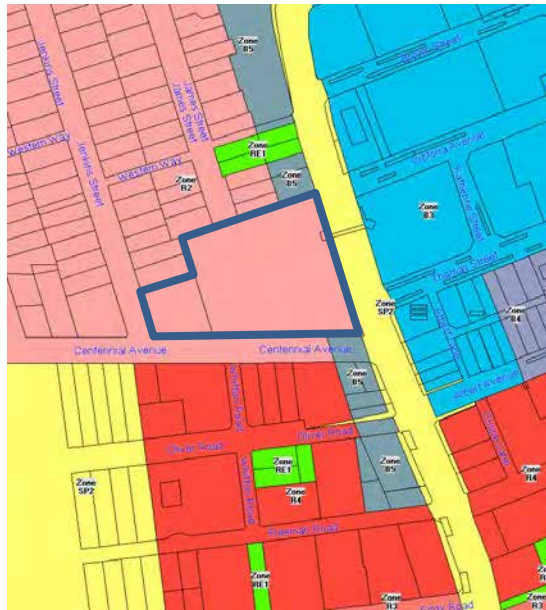
“...following the making of Draft WLEP 2012...That Council prepare a Planning Proposal to amend the Willoughby LEP 2012 to zone all public school sites in Willoughby that were previously zoned Special Uses (School) to SP2- Educational

	Establishment...” Since the making of WLEP 2012, subsequent Standard Instrument LEPs have been allowed by the Department of Planning to include the new equivalent to Special Uses zones - SP2 Infrastructure for some public schools (eg North Sydney Council). In accordance with the previous Council resolution, the following public schools are proposed to be rezoned back to SP2: • Mowbray Public School • Chatswood Public School • Artarmon Public School • Willoughby Girls High School • Willoughby Public School • Castle Cove Public School • Northbridge Public School (NB Chatswood High School is already zoned SP2 Infrastructure).
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Mowbray Public School



Chatswood Public School



Artarmon Public School



Willoughby Girls High School and Willoughby Public School



Castle Cove Public School



[illegible]

PART3. Justification

SECTION A – NEED FOR THE PLANNING PROPOSAL

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

There are no specific strategic studies or reports relating to the preparation of this planning proposal. The planning proposal does not generate any significant implications in terms of findings and recommendations of major strategic planning studies. The undertaking of the amendments to Willoughby Local Environmental Plan 2012 (WLEP 2012) is primarily an administrative and mapping exercise.

The planning proposal is a result of :

a review that was undertaken by Council staff to identify anomalies requiring correction of the recently made WLEP 2012.

a report to Council to consider the inclusion of Castle Cove Golf Course as a Heritage Item of local interest within Schedule 5 of WLEP 2012.

Discussions during Council Artarmon property workshops held in 2014.

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

Yes. The planning proposal is the best means of achieving the intended outcome.

With regards to the proposed reclassification, the planning proposal is required by the Local Government Act 1993 to change the land classification.

All the matters covered by the planning proposal relate to statutory issues under Part 3 of the Environmental Planning and Assessment Act 1979. In this regard, the planning proposal is the only mechanism for achieving the objectives or intended outcomes relating to the properties and provisions covered by the planning proposal.

SECTION B – RELATIONSHIP TO STRATEGIC PLANNING FRAMEWORK

3. Is the planning proposal consistent with the objectives and actions of the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies)?

The planning proposal is consistent with the Metropolitan Plan for Sydney 2036 and the Draft Inner North Subregion Strategy. The amendments proposed are mostly administrative and will have a no impact on these objectives and actions.

4. Is the planning proposal consistent with a council's local strategy or other local strategic plan?

The planning proposal is consistent with the Willoughby City Strategy 2013-2029. The Willoughby City Strategy sets out a 16 year vision for the future of Willoughby City. Set out within the Strategy's six themes are goals and outcomes to be achieved over the 16 years and strategies to achieve these outcomes. The changes sought in this planning proposal are consistent with the strategies and outcomes contained in the Willoughby City Strategy.

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

The table below details how the planning proposal is consistent with the relevant State Environmental Planning Policies and does not contain provisions that would affect the application of these policies.

SEPP title	Consistency	Explanation
State Environmental Planning Policy No. 19 – Bushland in Urban Areas	YES	The planning proposal does not contain provisions that would affect the application of this SEPP.
State Environmental Planning Policy No. 21 – Caravan Parks	N/A	
State Environmental Planning Policy No. 30 – Intensive Agriculture	N/A	
State Environmental Planning Policy No. 32 – Urban Consolidation (Redevelopment of Urban Land)	YES	The planning proposal does not contain provisions that would affect the application of this SEPP.
State Environmental Planning Policy No. 33 – Hazardous and Offensive Development	N/A	
State Environmental Planning Policy No. 50 – Canal Estate Development	N/A	
State Environmental Planning Policy No. 55 – Remediation of Land	YES	The planning proposal does not contain provisions that would affect the application of this SEPP.
State Environmental Planning Policy No. 62 –	N/A	

Sustainable Aquaculture		
State Environmental Planning Policy No. 64 – Advertising and Signage	N/A	
State Environmental Planning Policy No. 65 – Design Quality of Residential Flat Development	YES	The planning proposal does not contain provisions that would affect the application of this SEPP.
State Environmental Planning Policy No. 70 – Affordable Housing (Revised Schemes)	N/A	
State Environmental Planning Policy (Major Development) 2005	N/A	
State Environmental Planning Policy (Infrastructure) 2007	YES	The planning proposal does not contain provisions that would affect the application of this SEPP.
State Environmental Planning Policy (Miscellaneous Consent Provisions) 2007	YES	The planning proposal does not contain provisions that would affect the application of this SEPP.
State Environmental Planning Policy (Mining, Petroleum Production and Extractive Industries) 2007	N/A	
State Environmental Planning Policy (Exempt and Complying Development Codes) 2008	YES	The planning proposal does not contain provisions that would affect the application of this SEPP.
State Environmental Planning Policy (Affordable Rental Housing) 2009	YES	The planning proposal does not contain provisions that would affect the application of this SEPP. The amendments to Clause 6.8 and reclassification of land relate only to the affordable housing clauses within WLEP 2012.
State Environmental	YES	The planning proposal does not

Planning Policy (Housing for Seniors or People with a Disability) 2004		contain provisions that would affect the application of this SEPP.
State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004	YES	The planning proposal does not contain provisions that would affect the application of this SEPP.
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	YES	The planning proposal does not contain provisions that would affect the application of this SEPP.

6. Is the planning proposal consistent with the applicable Ministerial Directions (s117 directions)?

The table below details how the planning proposal is consistent with the applicable Section 117 Ministerial Directions.

No	Title of Direction and objectives	Comment	Compliance
1. Employment and Resources			
1.1	Business and Industrial Zones: (a) encourage employment growth in suitable locations, (b) protect employment land in business and industrial zones, and (c) support the viability of identified strategic centres.	Applicable to this direction are the following items: - Item 2 – Schedule 1 heading clarification in IN2 Light Industrial land - Item 3 - Schedule 1 lot and DP clarification within B4 Mixed Use land - Item 11 relating to strata subdivision within B3 Commercial Core land at Chatswood CBD. - Item 13 relating to FSR and Height controls within B3 Commercial Core land at Chatswood CBD The proposed changes are of minor significance, seek to protect employment lands, encourage employment growth and reflect existing uses thereby supporting the viability of the City of Willoughby	YES
2. Environment and Heritage			
2.1	Environment Protection Zones: The objective of this direction is to protect and conserve environmentally	Applicable to this direction are the following items: - Item 1 relating to dwelling heights in land within the E4 Environmental Living zone. - Item 8 relating to minimum lot size	YES

	sensitive areas.	within certain land in the E4 Environmental Living zone. The proposed changes are of minor significance and relate to the clarification of existing clauses that have been in place since WLEP 1995 with an aim to protect views of Middle Harbour as well as (for Item 1), taking account of the sloping topography of the land at that location.	
2.3	Heritage Conservation: The objective of this direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.	Applicable to this direction are the following items: Item 10 relating to including Castle Cove Golf Course as a heritage item of local interest.	YES
3. Housing, Infrastructure and Urban Development			
3.1	Residential Zones: (a) to encourage a variety and choice of housing types to provide for existing and future housing needs, (b) to make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services, and (c) to minimise the impact of residential development on the environment and resource lands.	Applicable to this direction are the following items: - Item 4 relating to minimum lot size in R3 Medium Density Residential land. - Items 5A and 5B relating to subdivision of dual occupancy land in the R2 Low Density and E4 Environmental Living zones. - Items 6A -6F relating to affordable housing within the City. - Item 7 relating to reclassification of certain R3 Medium Density Residential units in St Leonards in relation to affordable housing. - Item 9 relating to an error of inclusion within Areas 1 and 3 of the Special Provisions Area Map. - Item 12 relating to height of building and additional permitted residential uses. - Item 14 relating to rezoning existing public schools from a residential zoning to SP2 educational establishment. The land at the schools are not currently used for residential purposes. The proposed changes are of a minor significance and are consistent with this direction.	YES

6. Local Plan Making			
6.3	Site Specific Provision: The objective of this direction is to discourage unnecessarily restrictive site specific planning controls.	The planning proposal clarifies existing site specific clauses. The proposed changes are consistent with this direction.	YES
7. Metropolitan Planning			
7.1	Implementation of the Metropolitan Plan for Sydney 2036: The objective of this direction is to give legal effect to the vision, transport and land use strategy, policies, outcomes and actions contained in the Metropolitan Plan for Sydney 2036.	The planning proposal is consistent with the objectives and strategies of the Metropolitan Plan The proposed changes are generally of a minor significance, reflect existing uses and support the viability of the City.	YES

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?

The amendments proposed in the planning proposal are mostly administrative and will generally have no significant impacts on critical habitats, threatened species, populations or ecological communities or their habitats

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

The planning proposal will not result in any other environmental effects.

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

The planning proposal seeks to ensure, through its contents and implementation that the future development and growth of the Willoughby LGA will be done in a manner that considers and provides for the overall social and economic wellbeing of its residents and stakeholders.

The proposed amendments generally seek to reflect the current land uses and to update provisions, correct anomalies and discrepancies for greater certainty in relation to the current and future use of the sites affected by this planning proposal.

SECTION D – STATE AND COMMONWEALTH INTERESTS

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

The planning proposal will not place additional demands on public infrastructure. The properties affected by the planning proposal are located in close proximity to public infrastructure including sewerage, water supply, power and telecommunication services.

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

Appropriate consultation will be conducted when the Gateway determination is issued. Formal consultation has not yet been undertaken.

PART 4 - MAPPING

The table listed under Part 2 explanation of provisions (see above) includes maps of the properties relating to this planning proposal.

PART 5 – community consultation

Community consultation will be undertaken in accordance with the requirement of section 57 of the Environmental Planning and Assessment Act 1979, section 29 of the Local Government Act 1993 and the Department's LEP guideline "A guide to preparing local environmental plans" (April 2013).

The planning proposal is proposed to be exhibited for 28 days in accordance with section 5.5.2 of the Department's LEP guideline. The exhibition will be advertised in the North Shore Times and on Council's website. Where appropriate, affected landowners and, surrounding owners will be notified. Changes to correct mapping errors, property descriptions or wording changes made by the Department of Planning after the original exhibition will not be notified.

In accordance with section 29 of the Local Government Act 1993, a public hearing in relation to the Council land reclassification will be held after the exhibition period has concluded. The public hearing will be undertaken in accordance with section 5.5.3 of the Department's LEP guideline. Public notice of the public hearing will be sent and published at least 21 days before the start of the public hearing.

PART 6 – PROJECT TIMELINE

The following table provides an indicative timeline for the planning proposal:

Planning Proposal Presented to Council	October 2014
Planning Proposal submitted to Gateway	November 2014
Gateway Determination received by	January 2015

Council	
Community Consultation (28 days) May need to be extended as per Council Christmas / new year community consultation policy	February 2015
Public hearing	March 2015
Report to Council on public exhibition and public hearing	April 2015
Planning Proposal submitted to DoPI requesting notification on Government website	June 2015

ANNEXURE 1 – REPORT TO COUNCIL ON CASTLE COVE GOLF COURSE

ANNEXURE 2

LEP Practice Note PN 09-003 –Written Statement

15 DEFERRED MATTERS

15.1 CASTLE COVE GOLF COURSE - SUBSEQUENT REPORT: CASTLE COVE GOLF COURSE

RESPONSIBLE OFFICER: GREG WOODHAMS - ENVIRONMENTAL SERVICES DIRECTOR

AUTHOR: LYNETTE MORRIS - HERITAGE PLANNER

MEETING DATE: 11 NOVEMBER 2013

Purpose of Report

Council considered the attached report on the Castle Cove Golf Course from the 23 September 2013 Ordinary Council Meeting, and resolved:

That the matter be deferred to the Council meeting in November 2013 to allow the Walter Burley Griffin Society to bring back any additional material and to attend the meeting.

Subsequent to this Council meeting, the Walter Burley Griffin Society website has included the Castle Cove Golf Course on their 'Griffin Inventory NSW.' The Griffin Inventory for the Golf Course is based on the WBGs previous research presented to Council and includes no new information.

A concern raised by the WBGs in an email to Councillors on 23 September 2013 was that:
Council's report has dismissed the case for local heritage listing of the golf course on the grounds that it does not appear on the Society's inventory of heritage items on our website.

This was not the reason for rejecting the proposed listing. The WBGs website is irrelevant to this examination and as previously outlined to Council, Castle Cove Golf Course does not meet the NSW Heritage Assessment Criteria for listing as an item of environmental heritage.

The WBGs thorough investigation of available primary and secondary sources has provided no evidence to confirm the extent of the role that Walter Burley Griffin had in planning, designing and constructing the Castle Cove Golf Course that might warrant consideration of the property as a local heritage item, as requested by Council in its original resolution of 9 June 2009.

However in recognition of the original GSDA subdivision concept for Castlecove, a heritage plaque at the site is considered appropriate.

OFFICER'S RECOMMENDATION

That

- 1. The Walter Burley Griffin Society be thanked for their extensive research.**
- 2. The Walter Burley Griffin Society be requested to design and provide a suitable plaque in recognition of the known history of the Golf Course.**

3. The Walter Burley Griffin Society and the Castle Cove Golf Club be requested to consult on a suitable location for the installation of the plaque in the vicinity of the golf club building.

15.2 CASTLE COVE GOLF COURSE - GRIFFIN ASSESSMENT

ATTACHMENTS:	1. WBGS: CASTLE COVE GOLF COURSE, ITS GRIFFIN HERITAGE, 7 AUGUST 2013 2. WBGS: CASTLECOVE GOLF COURSE, SIGNIFICANCE ASSESSMENT, 7 NOVEMBER 2011 3. WBGS CASTLE COVE GOLF COURSE BACKGROUND INFORMATION MAY 2010 4. REPORT TO COUNCIL JULY 2010 5. REPORT TO COUNCIL JULY 2012 6. AERIAL PHOTOGRAPHS 1943 - 2009 7. WBGS: GRIFFIN INVENTORY NSW
RESPONSIBLE OFFICER:	GREG WOODHAMS - ENVIRONMENTAL SERVICES DIRECTOR
AUTHOR:	LYNETTE MORRIS - HERITAGE PLANNER
CITY STRATEGY LINK:	3.2.1 THE HERITAGE OF WILLOUGHBY IS IDENTIFIED AND PROTECTED
MEETING DATE:	11 NOVEMBER 2013

Purpose of Report

This report advises Council on the ongoing investigation of primary and secondary sources undertaken by the Walter Burley Griffin Society (WBGS) in regard to the role that Walter Burley Griffin had in planning, designing and constructing the Castle Cove Golf Course.

Their investigations have confirmed that a portion of land was allocated in Griffin's Greater Sydney Development Association (GSDA) Castlecove subdivision for the provision of 'golf links,' along with other open space areas and walkways. However, the research undertaken by the WBGS has conceded that there is no primary or reliable secondary evidence to substantiate the extent of Walter Burley Griffin's contribution in relation to the planning, designing and construction of the Castle Cove Golf Course and that available records do not include any landscape plans signed or unsigned by Griffin specifically covering detailed features of the course (Attachment 1 page 5, Attachment 2 page 5).

The Castle Cove Golf Course does not meet the NSW Heritage Assessment Criteria and Guidelines to substantiate the heritage listing of the Golf Course.

Background

Council at the meeting held on 9 June 2009 considered a report from the General Manager in relation to a Notice of Motion from Councillor J Rutherford and resolved:

1. *"That Council investigate the role that Walter Burley Griffin had in planning, designing and constructing the Castle Cove Golf Course with a view to declaring the Golf Course a Heritage Item."*
2. *"That the Walter Burley Griffin Society be approached to provide any advice*

they might have about the role of Griffin in the planning, design or construction of the Golf Course, excluding the Club House and Car Park land, that might warrant consideration of the property as a Local Heritage Item."

Council wrote to the WBGs requesting the Society's assistance and copies of any archival resources to the connection between Walter Burley Griffin and the Golf Course as outlined in part two of the above resolution, particularly primary resource material.

The WBGs forwarded the results of their research on the early history of the Castle Cove Golf Course in May 2010 (Attachment 3). Council considered this research, in conjunction with an officer's report to the 19 July 2010 Cultural and Environmental Committee Meeting (Attachment 4) and at the Council meeting held on 26 July 2010, Council resolved:

1. "That the matter be deferred to enable more primary research to take place including the Edgar Deans Papers at the National Library of Australia and the Greater Sydney Development Association records at The University of Melbourne Archives to support the proposition that Castle Cove Golf Course was designed by Walter Burley Griffin. The research is to be done by the Walter Burley Griffin Society."

2. "That a report be brought back on the results of the further research."

In November 2011 the WBGs forwarded the results of their additional research of primary sources (Attachment 2). Council considered this research, in conjunction with an officer's report to the Council meeting held on 9 July 2012 (Attachment 5) and resolved:

"That the matter be deferred to enable clarification of certain information in the report."

Council wrote to the Walter Burley Griffin Society again requesting their further assistance and copies of any archival resources in relation to the connection between Walter Burley Griffin and the Golf Course design.

August 2013 submission

In August 2013 the WBGs forwarded to Council an update of an assessment prepared by the Society in 2012 (Attachment 1). This assessment concluded that:

- *"Griffin oversaw the landscape design for the course, but did not commit his ideas to a formal plan".*
- *"There have been a number of alterations to the layout of the fairways, bunkers and greens since 1932".*
- *"Today, the location and shape of the course, differs from the form depicted in the 1929 plan".*
- *"The Castle Cove Golf Course has a special significance well beyond its local boundaries. Possibly paramount among the projects completed by Walter and Marion Griffin during their time at Castlecrag, this important place tells the story of the emotional damage they bore from the conflict within the Greater Sydney Development Association as commercial pressures bore down upon the idealism of the venture".*

- *“The provision of a ‘Country Club’ was a vital element of the waterside estates that the Griffins sought to establish, but its method of implementation was also an act of defiance against the Melbourne-based GSDA shareholders”.*
- *The Castle Cove Golf Course provides unique insights into the operations of the GSDA and the response of its competing elements during the Great Depression of the 1930s. It is tangible evidence of the Griffins’ landscape vision for Middle Harbour, and determination to create a country club for the local community”.*
- *“The conservation of the Castle Cove Golf Course, protected from residential development by a citizen campaign in the 1950s when the GSDA estates were bought by L J Hooker, also expresses the social and environmental values inspired by the Griffins that have characterised the Middle Harbour community since the 1920s”.*

Conclusion

No additional research has been provided to Council in the August 2013 submission from the WBSGS to support the conclusions of the Society’s assessment.

The WBSGS have acknowledged that there have been a number of alterations to the layout of the fairways, shape and location of sand bunkers and positioning of the greens since 1932, which is confirmed by aerial photography taken over the last sixty years (Attach 6). There was also in the early 1980s the construction of the tennis courts and their supporting infrastructure within the curtilage of the Golf Course.

The WBSGS research acknowledges that while the *“parkland setting characterised by indigenous trees and shrubs”* of the Castle Cove Golf Course and *“the desire to create such settings is a feature of both Walter and Marion Griffin’s vision for their Middle Harbour, ... in the absence of sound evidence, it is not possible to directly link Walter Griffin with this feature”* (Attachment 2 page 11) and that *“available records do not include any landscape plans signed by Griffin specifically covering detailed features of the course.”* (Attachment 1 page 5, Attachment 2 page 5).

The WBSGS thorough investigation of available primary and secondary sources has provided no evidence to confirm the extent of the role that Walter Burley Griffin had in planning, designing and constructing the Castle Cove Golf Course that might warrant consideration of the property as a local heritage item, as requested by Council in its original resolution of 9 June 2009.

Furthermore, Castle Cove Golf Course is not identified on the Walter Burley Griffin Society - Griffin Inventory for NSW (Attachment 7).

As previously outlined to Council, Castle Cove Golf Course does not meet the NSW Heritage Assessment Criteria for listing as an item of environmental heritage (refer to Report to Council July 2010, Attachment. 4). However, in recognition of the original GSDA subdivision concept for Castlecove, a heritage plaque at the site is considered appropriate.

OFFICER'S RECOMMENDATION

That

1. The Walter Burley Griffin Society be thanked for their extensive research.

2. The Walter Burley Griffin Society be requested to design and provide a suitable plaque in recognition of the known history of the Golf Course.
3. The Walter Burley Griffin Society and the Castle Cove Golf Club be requested to consult on a suitable location for the installation of the plaque in the vicinity of the golf club building.

ATTACHMENT 1

Castle Cove Golf Course: its Griffin heritage

Castle Cove Golf Course

An Assessment of its Griffin heritage

Introduction

The following document is an update of an assessment prepared in 2012 on behalf of the Walter Burley Griffin Society (WBGS) in response to a request from Councillor Judith Rutherford for information on the history of the Castle Cove Golf Course and its heritage significance. It draws on published sources, together with archival research at the University of Melbourne Archives (Cerutti papers), the National Library of Australia (Deans papers), Willoughby City Library and the Willoughby District Historical Society.

Greater Sydney Development Association (GSDA)

Walter Burley Griffin and Marion Mahony Griffin gained international recognition when their design won the international design competition for the new Federal capital of Canberra on 23 May 1912.

Walter Griffin was subsequently appointed Federal Capital Director of Design and Construction and arrived in Sydney with Marion and his relatives, the Lippincotts, during May 1914. Walter and Marion soon based themselves in Melbourne and set about their task with enthusiasm, but the outbreak of World War I and the frustrations caused by obstacles created by bureaucrats and politicians became too great. Little was achieved in terms of construction at Canberra over the next six years and Walter was forced to resign from the project on 31 December 1920.¹

Griffin had opened an architectural office in Sydney in 1914 and it was retained for an eventual return to that city and its magnificent harbour, which had inspired him from the outset. In 1919 the Sydney office was managed by the architects George Thomas and Frederick Biggs, who Griffin charged with identifying harbour foreshore land with development potential. The following year Griffin secured an option to purchase 263 hectares (650 acres) of land with 6.44 kilometres (4 miles) of Middle Harbour water frontage at the bargain price of £25,000.

To implement his plans, Griffin established a company, the Greater Sydney Development Association (GSDA) Limited, with share capital being subscribed by friends and supporters. There were 30 shares issued at £1000 a share, four of which were **designated 'A' shares** each carrying 10 votes. Three were issued to Griffin as managing director and one to his brother-in-law, Roy Lippincott, giving the Griffins effective control of the company. Initial shareholders included **federal politicians King O'Malley, James Catts, Sir Elliot Johnson and Agar Wynne**, architects Edward Billson, Roy Lippincott, George Thomas and Frederick Biggs, as well as leading Melbourne businessmen and entrepreneurs such as Julius Grant, Antony Lucas, Malcolm Moore, Chin Wah Moon and Cheok Hong Cheong.

The GSDA land purchased by Thomas and Biggs under instructions from Griffin comprised three parcels of land, which the GSDA Sydney-based secretary, James H Catts, described as follows:

- a) 90 acres adjoining Northbridge on its NW boundary, and is separated from the main property by an oblong wedge of land, north-westerly, probably also about 90 to 100 degrees;

¹ Adrienne Kabos, 'Walter Burley Griffin, Australia (1914-1935)', WBGS website.

Castle Cove Golf Course: its Griffin heritage

- b) **Big 'Sugar Loaf' Peninsula, running into Sugar Loaf Bay, Northerly, and bounded on the SE and NW by 'South Arm' and 'North Arm' respectively. This area is about 154 acres and should be capable of development into the most picturesque self-contained waterside suburb imaginable.**
- c) **Little 'Sugar Loaf' Peninsula occupies the NW corner of Willoughby Municipality and comprises 406 acres. At the NE extremity of this Peninsula there is a military reserve of about 100 acres and adjoining this, between it and the Company's property, is Henry Willis' 'Castle' of about 400 acres. This area is suitable for a self-contained waterside suburb – it has several miles of good waterfront.²**

Walter Griffin identified the 90 acres portion of land on the peninsula he named Castlecrag as the site for his initial model suburb. He had completed an initial sub-division plan in March 1921 and submitted this to Willoughby Council for approval. The Directors gave "authority to Mr Griffin to arrange for the erection of three cottages or bungalows on the 90 acres at 'strategic' points, at a cost in the vicinity of £90 each".³

The GSDA prospectus set out Griffin's aspirations for developing the land as:

High class residential suburbs conserving to the maximum their natural beauty with adequate access to the waterfronts for the public . . . and construction of buildings and all other improvements aesthetically in keeping with the surroundings so far as possible of the native rock, and subordinate to the natural features of the land.⁴

The GSDA directors appointed a Melbourne real estate firm to prepare an assessment of the development potential of the GSDA land on Middle Harbour. Their glowing report raised the expectations of shareholders that they would reap attractive profits for their investment and several sold their shares at this time. Malcolm Moore, the proprietor of the Melbourne engineering firm Malcolm Moore Pty Limited sold a half-share to Charles John Cerutti (1870-1941), the then Assistant Treasury Secretary of the Federal Government and the future Commonwealth Auditor General, for £580 on 14 November 1922.⁵ This transaction was to underlie the future operations of the GSDA and development of the golf course.⁶

Cerutti's involvement with the GSDA was based on personal expectations of financial gain and he had little interest in or appreciation of the principles the Griffins sought to demonstrate in their model suburbs on the Middle Harbour peninsulas in Sydney. His personal papers offer insight into an accountant obsessed with procedures and accountability, but he was also prepared to enter into confidential negotiations with fellow conspirators against the Griffins, for whom he had a deep personal dislike. Cerutti was increasingly driven by the failure of the GSDA to deliver anticipated financial rewards and he took a particular dislike to Marion, writing in a confidential letter to the GSDA BJ Parkinson: "*I feel that Mrs G's residence on the property gives her an opportunity for exercising her antagonistic feelings to the Board as now constituted*".⁷

This conflict escalated over the next two years culminating in special meetings of the Board and Shareholders held over two days in August 1927. Accusations against the Griffins were aired at

² GSDA Limited, Report by Secretary to the Directors, JH Catts, Sydney, 15 April 1921, University of Melbourne Archives, 1990.0096 CJ Cerutti papers, Box 1, File 1921-22.

³ As above.

⁴ GSDA Prospectus, National Library of Australia, Edgar A Deans papers MS2019.

⁵ University of Melbourne Archives, 1990.0096 CJ Cerutti papers, Box 1, File 1921-22.

⁶ Griffin named the northern peninsula (and the golf links) 'Castlecove' and this spelling is used in all GSDA historical references in this document. The suburb and the present course are referred to under their official Castle Cove name.

⁷ CJ Cerutti, letter to BJ Parkinson, Solicitor, 12 November 1925, ⁷ University of Melbourne Archives, 1990.0096 CJ Cerutti papers, Box 1, File 1925.

Castle Cove Golf Course: its Griffin heritage

these meetings and were strongly defended. The outcome was that Griffin formally signed an agreement in early 1928 stating that all litigation between himself and GSDA Board had ceased. His one condition was that Mr BJ Parkinson should retire from the Board and he was replaced by CJ Cerutti in this role. Edgar Deans was appointed GSDA Secretary in Sydney and a new agreement was drawn up for Griffin as Managing Director in order to establish better relations between the Board and the Managing Director.⁸

Planning Castle Cove golf course

The provision of golf links in the form of a 'Country Club' was a feature of advanced garden suburb design in the United States that was familiar to Walter Burley Griffin – indeed, he cites the Kansas City Country Club District (developed by J.C. Nichols from 1906 onwards) in promotional literature for Castlecrag along with Forest Hills Gardens, Long Island; Mariemont, Cincinnati; Roland Park, Baltimore; Palos Verdes, Los Angeles and Coral Gables, Miami.⁹ Griffin expressed his desire to include such a golf course in the estates he planned for the GSDA at an early stage, writing in 1922, "larger reserves, which face the public ways and waterways, are for the use of the suburb as a whole The organising of the chief one, the Country Club, is already in hand."¹⁰

Documentation of Griffin's plans for a golf course on Little 'Sugar Loaf' Peninsula first appears in 1924 when he sought legal advice from AL Wettenhall of 31 Queen Street, Melbourne, regarding the most suitable arrangement with the planned golf club. Wettenhall advised Griffin on 29 November 1925 that it would be unwise to sell 100 acres of GSDA land to a proposed golf club in exchange for debentures in the company on the grounds of potential difficulty preserving control over the Club if any considerable portion of those debentures were disposed of. Instead, Wettenhall recommended a 10-year lease of the land to the club.¹¹

In April 1928, Edgar Deans reported to GSDA shareholders that:

Work is progressing in regard to contouring the several portions of the Castlecove peninsula with a view to disposing of portion for the purpose of a Golf Club. Nothing of definite character has yet occurred in regard to these negotiations.¹²

The role of the proposed golf course as an integral component of Griffin's 'garden suburbs' being developed on the Middle Harbour peninsulas is described in the GSDA's promotional booklet produced around 1929:

Sports grounds, open air theatres, ovals, golf links, tennis courts, football grounds, etc. have been provided for by the wise foresight which has marked every detail of these Garden suburbs of Middle Harbor.

The Golf links, which have been surveyed for construction, will offer a sporting course of 18 holes within 5 miles of the heart of Sydney. It is characteristic of the Company's determined idealism that tempting private offers to buy this land and lay out the links have been refused. It was typical again

⁸ Minutes of the meetings August 1927 and associated documents, University of Melbourne Archives, 1990.0096 CJ Cerutti papers, Box 2, File 1927.

⁹ *Castlecrag Homes*, Sydney, GSDA, c1929, p.21.

¹⁰ Walter Burley Griffin, 'Picturesque Waterside Suburb: scenic charm of Castlecrag,' *Australian Home Builder*, no.1, August 1922, p.51.

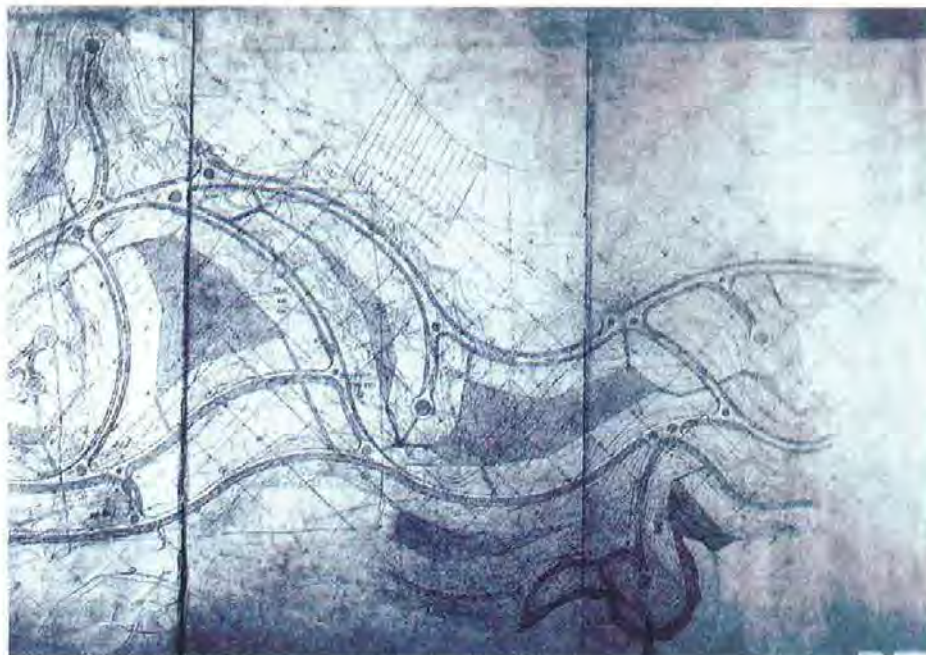
¹¹ Letter AL Wettenhall, 31 Queen Street, Melbourne, to WB Griffin, 35 Blyth Street, Sydney, dated 29 November 1924, re, GSDA Golf Links Proposal; CJ Cerutti papers, University of Melbourne Archives.

¹² Report to GSDA Shareholders, 16 April 1928, EA Deans, Secretary; CJ Cerutti papers, University of Melbourne Archives.

Castle Cove Golf Course: its Griffin heritage

of the new spirit that both Castlecrag and Covecrag should have been made sanctuaries of native life, vigilant protection being extended to the birds, opossums, porcupines and soon, it is expected, native bears. Community spirit is a rare and delicate plant but it has made vigorous growth at Castlecrag and its roots go deeper every year.¹³

The statement that the golf course had been established is untrue and it seems that it was never intended to be an 18-hole course. Griffin's **landscape design and subdivision plan for the GSDA's Covecrag Estate** (now Middle Cove) had been approved by Willoughby Council on 7 December 1926, while the plans for the Castlecove Estate were drawn up on 13 September 1929. The latter shows the golf course as a central feature linked to a network of walkways providing pedestrian access to bushland reserves behind the residential allotments.¹⁴ While some of the roads for the Covecrag Estate were developed by the GSDA, residential development in these two areas did not occur until the late 1950s.



Portion of the Castlecove Estate sub-division plan by Walter Burley Griffin dated 13 September 1929. The golf course is the shaded area on the right. Turnbull & Navaretti, p. 293.

The Cerutti papers indicate that development of the course had proceeded without his knowledge or involvement, but in September 1930 he wrote to Griffin in the following terms:

None of the Members of the Board other than myself knows anything about golf finance, and at present I do not believe that the venture will be a profitable one. ... I am not prepared to acquiesce in increasing the cost of the initial work of the golf course. ... suggest that before concurring any

¹³ *Castlecrag Homes*, Sydney, GSDA, c1929, p. 14. The claims made here regarding the golf course are ambitions as little work had yet been done on constructing the facility and only a 9-hole course was constructed.

¹⁴ Turnbull, Jeff, and Navaretti, Peter Y, *The Griffins in Australia and India*, Melbourne University Press, 1998, pp. 245 and 293.

Castle Cove Golf Course: its Griffin heritage

expenditure, the Board should have some idea as to the patronage which is likely to be extended to the course.¹⁵

Constructing the golf course

Cerutti's opposition to the proposed course appears to have stimulated Griffin and his colleagues to continue with the golf course project in isolation from the Melbourne-based 'board'. When Cerutti visited Sydney in May 1931 to inspect progress of the 'garden suburbs', he reported to Eric Nicholls, now the GSDA chairman, in the following terms:

When I was in Sydney a couple of days ago, Mr Griffin mentioned in a casual fashion the necessity for expediting the construction of a 'public' golf course on the Little Sugar Loaf Peninsula. I said I had heard nothing of such a proposal, stating that it had not been before the Board and asking him for particulars, and why, in any case, was it urgent. Mr Griffin replied that it was proposed to construct a nine hole golf course of about 3,000 yards for the use of the general public at a cost of £125, a charge of 1s a round of nine holes being made.

I told Mr Griffin the whole project was unsound. It was not the duty of the Company to provide relaxation for the general public. He had no figures to show that in any case it would be a sound investment, and its value for advertising purposes for the Company was extremely doubtful. Moreover, he had taken it upon himself, contrary to several definitely expressed resolutions of the Board, to commit the Company once again to expenditure which had not been approved by the Board. He had not even communicated with the Directors concerning the proposal, excepting a letter he said had been sent two or three days ago. I further said the Company was practically in an insolvent position.¹⁶

Griffin's response was to call a board meeting in Sydney attended by EM Nicholls (chairman), WB Griffin, RE Powell and DC Jenkins, with EA Deans (secretary) in attendance. The meeting formally approved the terms of a contract entered into between Griffin and Mr FB Green on 18 May to oversee the extending and bunkering of the greens and has authorised expenditure of £200 in general terms "for preliminary expenditure". Cerutti was livid at this development, claiming that "the Managing Director, in opposition to the expressed instructions of the Board, incurred expenditure without authority".¹⁷

The contract with Green was evidently an informal agreement authorised by the 'Sydney board' in defiance of Cerutti and the Melbourne shareholders he claimed to represent. As Roy Lippincott observed, the years of "struggle and slander" over Canberra had "inured Walter and Marion to more fighting and they were as contemptuous as ever of authority".¹⁸

The available records do not include any landscape plans signed by Griffin specifically covering detailed features of the course. By now, the golf course was very much a Depression Era project being undertaken on a minimum cost basis with Griffin providing regular supervision of the on-site development activities to plans formulated by Griffin, but which had not been committed to detailed formal documents. Thus, Griffin would have met with Green on site for regular briefings on the course design as he envisaged it, and it was Green's task to undertake the construction.

¹⁵ Letter, Cerutti to WB Griffin, 28 September 1930; CJ Cerutti papers, University of Melbourne Archives.

¹⁶ Letter, Cerutti to EM Nicholls; 1 June 1931; CJ Cerutti papers, University of Melbourne Archives.

¹⁷ GSDA Minutes of Board Meeting, held 25 Bligh Street, Sydney, 22 June 1931; Letter Cerutti to Deans, 8 July 1931; CJ Cerutti papers, University of Melbourne Archives.

¹⁸ McGregor, Alasdair, *Grand Obsessions*, Lantern Books, 2010, p. 393, quoting Roy Lippincott to William Purcell, 26 March 1963, Donald Leslie Johnson papers, NLA MS7817.

Castle Cove Golf Course: its Griffin heritage

Griffin finally wrote to Cerutti in September 1931 to provide some details about the golf course project:

Work is proceeding so satisfactorily as to justify further extending and bunkering the greens, and enlarging the office and tea rooms. Mr Green estimated that he could enlarge the greens with one man to assist him, in three weeks, at an estimated cost, at £5 per week each, of £30. Mr Green in some degree underestimated the work involved but seven of the greens have been formed and bunkered for £46 with the assistance of two labourers to hasten the opening date. With regard to the building, which was planned 20ft x 10ft, it has been extended to double the size viz: 20ft x 20ft for an extra cost of £15 for walls, which brings the total expenditure to £182 of the £200 appropriated, leaving the balance of **Green's contract, £18, payable on completion to exhaust the remainder.**¹⁹

The Willoughby Council building permit for the Castlecove Golf Club Shelter was dated 1931 and the architect being WB Griffin. It had a shallow reinforced concrete domed roof and distinctive sets of French doors. The building consisted of one main dining room with an open fireplace, a kitchen and locker room, with cement floor. It was situated on a knoll overlooking the course.²⁰

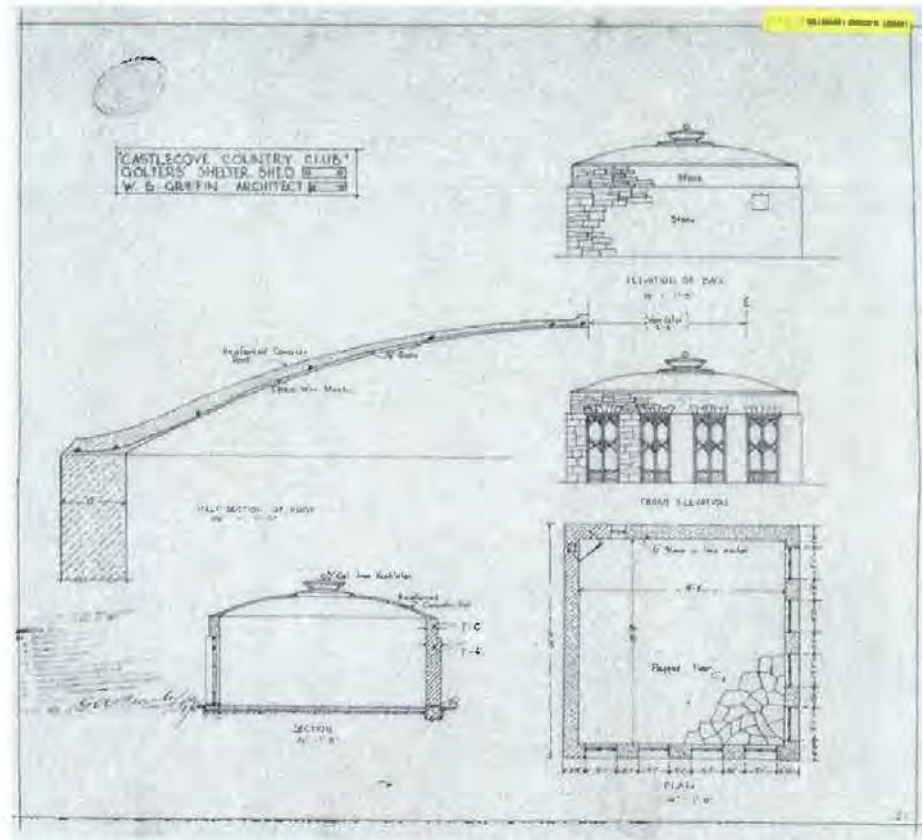
The GSDA financial statement to 31 December 1931 stated that £346 3s 0d (\$27,327 in 2010 values) had been expended to date and it was estimated that another £122 15s would be required to finish the work (\$9658 in 2010 values). The following May, Cerutti reported on his visit to the course, claiming that a total of £750 (equivalent to \$62,200 in 2010 terms) had been spent and he estimated that another £1000 would be required to bring it up to an acceptable standard. Based on his assessment of ongoing maintenance costs, Cerutti concluded that **"the whole project is financially unsound and is not likely to be of sufficient appeal to golfers"**.²¹

¹⁹ Letter, WB Griffin to CJ Cerutti, 24 September 1931; CJ Cerutti papers, University of Melbourne Archives.

²⁰ Turnbull, J and Navaretti, P, *The Griffins in Australia and India – the complete works and projects of WB Griffin and Marion Mahony Griffin*, MUP, 1998, pp. 314-5. Castlecove Golf Course file, WDHS archives.

²¹ GSDA Financial Statement, Gold Course expenditure to 31 December 1931; GSDA Golf Course Report, 15 May 1932; CJ Cerutti papers, University of Melbourne Archives.

Castle Cove Golf Course: its Griffin heritage



Plans for Castle Cove Country Club shelter shed. Willoughby City Library

Opening and managing the course

The course was finally opened on 12 April 1932 with Edgar Deans being given the honour of being the first to tee off. It was the first course in the Municipality of Willoughby, but was isolated from residential areas. Onset of the Depression had brought a sudden end to the GSDA's hopes of developing a model waterside suburb surrounding the course. Council's rate book for 1932 lists the golf course as Lot 42 on Cammeray Road with an area of 21 acres with an unimproved value of £7040 and an improved value of £7400.²²

Griffin was now actively engaged with his work for the Reverberatory Incinerator & Engineering Company which resulted in his departure on a three month business trip to America on 2 June 1932, leaving Deans to be the enthusiastic manager of the new golf course. FB Green was retained as the caretaker to maintain the course, assisted by a part-time labourer. In his reports to Cerutti, Deans was keen to point out that revenue exceeded ongoing expenditure by a considerable margin.

²² Willoughby City Library, Local Studies file 'Castle Cove Country Club'.

Castle Cove Golf Course: its Griffin heritage

Despite its isolation, the new golf course proved to be popular despite the depressed economic conditions of the time. The initial fees were 1s for a nine-hole round and 1s 6d for 18-holes, but in July 1933 Deans advised that the fees would be 2s a half day and 3s 6d a whole day **"once the course is properly established"**. Eric Nicholls had formed the Castlecove Country Club, which had a membership of 130 at that time.²³

The attraction of the Castlecove golf course was significantly diminished when the first nine holes of the nearby Northbridge Golf Course, developed at considerable cost by Willoughby Council as an unemployment relief scheme from mid-1932, were opened by the NSW Premier Bertram Stevens at a gala event on 13 April 1935. Its spectacular setting overlooking Middle Harbour and the high level of investment in developing the greens made it a far more attractive venue than the low-cost GSDA links at Castle Cove. Moreover, Council continued to invest large amounts of money expanding its new facility into an 18-hole course. The expanded course was inaugurated with an AIF Cup Day on 21 March 1936, which attracted large crowds.²⁴

The competing public course at Northbridge impacted on the GSDA and the Castlecove Country Club. On 1 June 1936, Edgar Deans wrote to Willoughby Council on behalf of the GSDA advising that due to the loss of golf revenue, the approved plans to construct a dwelling for the **professional and make additions to the tea rooms for patron's lockers, etc, would be postponed**. Accordingly the kiosk building would be converted to temporary living quarters with provision for the partitions to be removed when required.²⁵

While a mower had been obtained for the greens, there was no tractor or mower to cut the fairways so they had a rough appearance, but according to Esther Leslie, the grass never seemed to grow enough to be an embarrassment. She added: **"Any water required for the greens was obtained from a windmill pump near the 8th green, and the sound of the windmill in operation produced a most eerie sound in the surrounding bush"**.²⁶

On 27 August 1942, Council's Works Committee considered feature survey and design plans submitted by the GSDA for the first portion of the Castle Cove area. It decided that Council was not prepared to approve the plans submitted, but would give favourable consideration to plans along similar lines that incorporated a principal road off Kendall Road extending easterly along the northern boundary of the golf links, a reservation for park and recreational purposes and retention of the MW&SB track from Eastern Valley Way to Cammeray Road. Council was also prepared to discuss the possible acquisition of the land known as the **'Castlecove Golf Links'**.²⁷

The Castlecove Country Club survived, however, and eventually a horse-drawn mower was obtained, city water was laid on, a liquid gas lighting system was installed in the clubhouse and a telephone was connected.

²³ Letter, Deans to Cerutti, 6 July 1932; Letter, Deans to Cerutti, 6 July 1933;; CJ Cerutti papers, University of Melbourne Archives. Note: While the name of the suburb was subsequently changed to Castle Cove, the Country Club still uses the original Castlecove as its formal name.

²⁴ *Sydney Morning Herald*, Wednesday 11 July 1933, p. 11, Relief Work; Dates for the Northbridge Golf Course development from the David Warner Photo Collection, WDHS archives.

²⁵ GSDA letter, 1 June 1936, WMC file 248.2/36, Willoughby City Library, Local Studies file 'Castlecove Country Club'.

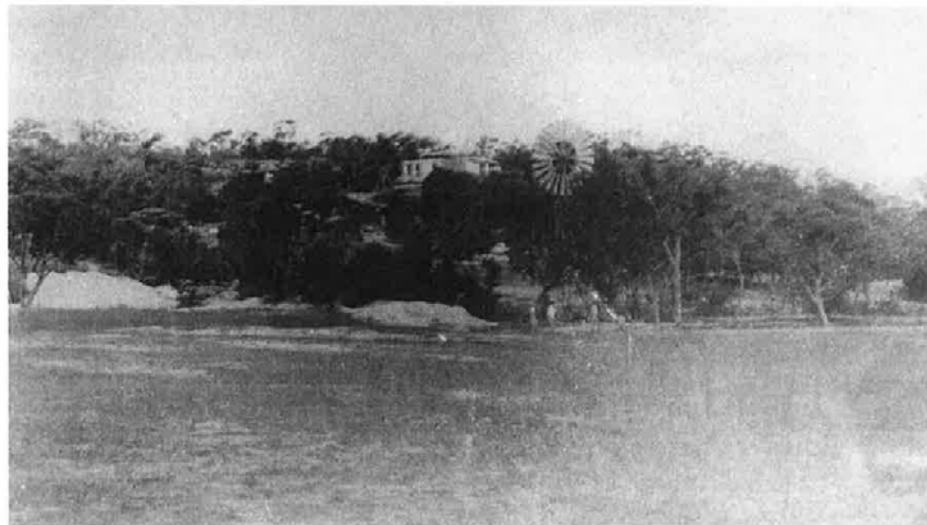
²⁶ Esther Leslie, *The Development of Castle Cove and Middle Cove*, Chatswood, Willoughby Municipal Council, 1988, pp 75-78.

²⁷ 'Report of proceedings of meeting of the Works Committee held on 27th August 1942', Willoughby City Library, Local Studies file 'Castlecove Country Club'.

Castle Cove Golf Course: its Griffin heritage



Aerial view of the Castle Cove Peninsula in 1943 showing the golf course (centre left) in its bushland setting. Courtesy Willoughby DHS.



The 8th green in the 1940s showing the windmill and the shelter shed/kiosk on the knoll above.
WDHS collection, donated by Mr & Mrs E Maher

John ('Jack') Joseph Hagar was appointed as the Country Club's professional around 1942 and he subsequently leased the course from the GSDA in partnership with a fellow golf professional,

Castle Cove Golf Course: its Griffin heritage

Archie Keane. Jack Hagar was appointed manager of the Castle Cove Country Club in 1952-53 and remained in this position until the club was formally incorporated in 1956-57.²⁸

Around 1956, the GSDA sold its land on the Castle Cove Peninsula to LJ Hooker Limited, which drew up plans for residential development, including the land utilised for the golf course unless Willoughby Council could purchase the land for around £70,000. The East Roseville Progress Association lobbied Council to retain the area as a recreational area and to support the proposal submitted to the Cumberland County Council for its use as a private recreational area. Council resolved to convene a meeting between the progress association, Cumberland County Council and golf club representatives to consider the proposal at its meeting on 19 August 1957.²⁹

The golf community suffered a major blow in July 1957, however, when fire destroyed the clubhouse and all it contained. Members rallied to convert the corrugated iron machinery shed into a temporary clubhouse by the following weekend and play continued.³⁰



Another 1940s view with golfers on the 8th green and the shelter shed/kiosk in the background. WDHS collection, donated by Mr & Mrs E Maher

²⁸ 'John Joseph Hagar and the Castle Cove Country Club', hand-written note of interview c1977, Willoughby City Library, Local Studies file 'Castlecove Country Club'.

²⁹ *The Clarion*, 17 July 1958, 'Big project at Castlecove'; Willoughby Municipal Council Ordinary Meeting minutes, 19 August 1957, Item 1385, Willoughby City Library Local studies file, 'Castle Cove Golf Course'.

³⁰ Esther Leslie, 1988, as above.

Castle Cove Golf Course: its Griffin heritage

While the Castle Cove golf course was isolated from existing residential areas and opened at the height of the Great Depression, it attracted a higher level of membership than anticipated. This paradox highlights the growing popularity of golf during the 1930s Depression. Various elements of this have been put forward by historians in recent years, including the success of Australian golfers on the international stage and the availability of motor cars to transport players and their equipment to golf courses.

While social historians have focused on the hardship faced by ordinary Australians during the Great Depression, this by no means applied to all Australians. As Gerald Stone documents in his book *1932: A hell of a year*, many of Sydney's well-to-do families prospered during the Depression years, taking advantage of cheap hired help to maintain an active social life. They continued to spend lavishly on home improvements, their children continued at expensive private schools, the social whirl of cocktail parties and gala balls scarcely missed a beat and the Royal Sydney Golf Club's 2473 members continued to pay its hefty fees.³¹

The popularity of the new golf courses at Castle Cove and Northbridge during the 1930s indicates that there were sufficient individuals in the area with the time and resources to take up golf at this time. There is, accordingly, scope for further research into the social history of golf on the Lower North Shore during this era.

Subsequent history

The long-term future of the course was finally secured in July 1959 when extensive negotiations between Council, L J Hooker, Cumberland Country Council and the Castle Cove Golf Club culminated in an agreement regarding the future of the course. L J Hooker would sell three lots of land amounting to 24 acres to Council at the lowest price (estimated to be £6000) and the club would buy four lots. The club would develop a country club with extensive facilities, including a swimming pool, putting greens, dining room and some accommodation.³² A substantial club house designed by the well-known architect and Castlecrag resident Harold Smith was subsequently constructed on the site.

In its 1996 'Plan of Management: Castle Cove Park and Castle Cove Golf Course', Willoughby City Council rate the park and golf course of local and district significance. The parks were noted as: 'a buffer between houses and enhance the high quality parkland character of the suburbs'. In terms of its historical background, the document states:

Castle Cove Golf Course (11 hectares) was designed by Walter Burley Griffin about 1924 and constructed during the Great Depression by Government subsidised labour on land owned by Burley Griffin's company, the Greater Sydney Development Association Ltd. L J Hooker took over ownership of the course in the late 1950s with plans to subdivide. This was actively opposed and eventually the deeds of the course were transferred to Willoughby Council for ten shillings. Castle Cove Country Club, which was formed in 1932, leased the land from Council and purchased adjoining land to build their clubhouse and parking area, and to stop residential development between the fairways.³³

³¹ Stone, Gerald, *1932: A hell of a year*, Sydney, Macmillan, 2005, pp 153-157.

³² *The Clarion*, 17 July 1958, 'Big project at Castlecove'.

³³ 'Plan of Management: Castle Cove Park and Castle Cove Golf Course', Willoughby City Council, 1996, p 3.

Castle Cove Golf Course: its Griffin heritage

The 1996 Management Plan is based on sketchy evidence and some assertions (eg, that the course was developed with Government subsidised labour) are clearly incorrect. Nevertheless, the above assessment presents evidence that the Castle Cove golf course has a special association with Walter Burley Griffin and the vision for the Middle Harbour headlands he promoted through the Greater Sydney Development Association, together with the citizen campaign which saved the golf course site from residential development in the 1950s.

Conclusion

The development of model waterside estates that integrated with the landscape became the **passion of both Walter and Marion Griffin and the development of a 'Country Club' based around a golf course** was a core element of their vision for the Middle Harbour headlands, promoted from the earliest days of the GSDA venture in line with advanced 'garden suburb' design principles of that era in the United States. Specific proposals for golf links were put forward by Griffin from 1924 and they form a central element of the sub-division plan for the Castlecove Estate drawn up in 1929.

The Castle Cove golf course was created within an attractive bush setting characterised by sandstone rock formations, indigenous trees and shrubs. The conservation of such settings through sensitive suburban development was the distinguishing feature of Walter and Marion Griffin's vision for the headlands stretching from Castlecrag to Castle Cove.

The evidence indicates that Griffin oversaw the landscape design for the course, but did not commit his ideas to a formal plan. There have been a number of alterations to the layout of the fairways, bunkers and greens since 1932, while the delightful Griffin-designed clubhouse and windmill that gave the course a special flavour have long gone. Today, the location and shape of the course differs from the form depicted in the 1929 plan. The significance of the course, however, resides in it being the only such feature associated with the Griffins' Australian work.

In another dimension, the Castle Cove golf course has a special significance well beyond its local boundaries. Possibly paramount among all the projects completed by Walter and Marion Griffin during their time at Castlecrag, this important place tells the story of the emotional damage they bore from conflict within the Greater Sydney Development Association as commercial pressures bore down upon the idealism of the venture. The provision of a 'Country Club' was a vital element of the waterside estates that the Griffins sought to establish, but its method of implementation was also an act of defiance against the Melbourne-based GSDA shareholders and their spokesperson, the formidable Charles John Cerutti.

Thus, the Castle Cove golf course provides unique insights into the operations of the GSDA and the response of its competing elements during the Great Depression of the 1930s. It is tangible evidence of the Griffins' landscape vision for Middle Harbour, and determination to create a country club for the local community, which in setting and use, expresses continuity from the time it was created to the present. The conservation of the Castle Cove golf course, protected from residential development by a citizen campaign in the 1950s when the GSDA estates were bought by LJ Hooker, also expresses the social and environmental values inspired by the Griffins that have characterised the Middle Harbour community since the 1920s.

Bob McKillop

Castlecrag, 7 August 2013

ATTACHMENT 2

Castlecove Golf Course, significance assessment

Castle Cove Golf Course

Heritage Significance Assessment

Introduction

The following assessment was prepared on behalf of the Walter Burley Griffin Society (WBGS) in response to a request from Councillor Judith Rutherford for information on the history of the Castle Cove Golf Course and its heritage significance. It draws on published sources, together with archival research at the University of Melbourne Archives (Cerutti papers), the National Library of Australia (Deans papers), Willoughby City Library and the Willoughby District Historical Society.

Greater Sydney Development Association (GSDA)

Walter Burley Griffin and Marion Mahony Griffin gained international recognition when their design won the international design competition for the new Federal capital of Canberra on 23 May 1912.

Walter Griffin was subsequently appointed Federal Capital Director of Design and Construction and arrived with Marion and his relatives, the Lippincotts, in Sydney in May 1914. Walter and Marion soon based themselves in Melbourne and set about their task with enthusiasm, but the outbreak of World War I and the frustrations caused by obstacles created by bureaucrats and politicians became too great. Little was achieved in terms of construction over the next six years and Walter was forced to resign from the project on 31 December 1920.¹

Griffin had opened an architectural office in Sydney in 1914 and it was retained for an eventual return to that city and its magnificent harbour, which had inspired him from the outset. In 1919 the Sydney office was managed by the architects George Thomas and Frederick Biggs, who Griffin charged with identifying harbour foreshore land with development potential. The following year Griffin secured an option to purchase 283 hectares (850 acres) of land with 6.44 kilometres (4 miles) of Middle Harbour water frontage at the bargain price of £25,000.

To implement his plans, Griffin established a company, the Greater Sydney Development Association (GSDA) Limited, with share capital being subscribed by friends and supporters. There were 30 shares issued at £1000 a share, four of which were designated 'A' shares, each of which carried 10 votes, which were issued to Griffin as managing director (three) and Roy Lippincott (one). Initial shareholders included federal politicians King O'Malley, James Catts, Sir Elliot Johnson and Agar Wynne, architects Edward Billson, Roy Lippincott, George Thomas and Frederick Biggs, as well as leading Melbourne businessmen and entrepreneurs such as Julius Grant, Antony Lucas, Malcolm Moore, Chin Wah Moon and Cheong Hong Cheong.

The GSDA land purchased by Thomas and Biggs under instructions from Griffin comprised three parcels of land, which the GSDA secretary, James H Catts, described as follows:

- a) 90 acres adjoining Northbridge on its NW boundary, and is separated from the main property by an oblong wedge of land, north-westerly, probably also about 90 to 100 degrees;
- b) Big 'Sugar Loaf' Peninsula, running into Sugar Loaf Bay, Northerly, and bounded on the SE and NW by 'South Arm' and 'North Arm' respectively. This area is about 154 acres and should be capable of development into the most picturesque self-contained waterside suburb imaginable.

¹ Adrienne Kabos, 'Walter Burley Griffin, Australia (1914-1935)', WBGS website.

Castlecove Golf Course, significance assessment

- c) Little 'Sugar Loaf' Peninsula occupies the NW corner of Willoughby Municipality and comprises 406 acres. At the NE extremity of this Peninsula there is a military reserve of about 100 acres and adjoining this, between it and the Company's property, is Henry Willis' 'Castle' of about 400 acres. This area is suitable for a self-contained waterside suburb — it has several miles of good waterfront.²

Walter Griffin identified the 90 acres portion of land on the peninsula he named Castlecrag as the site for his initial model suburb and he had completed an initial sub-division plan in March 1921 and submitted this to Willoughby Council for approval. The Directors gave "authority to Mr Griffin to arrange for the erection of three cottages or bungalows on the 90 acres at 'strategic' points, at a cost in the vicinity of £90 each".³

The GSDA prospectus set out Griffin's aspirations for developing the land as:

High class residential suburbs conserving to the maximum their natural beauty with adequate access to the waterfronts for the public . . . and construction of buildings and all other improvements aesthetically in keeping with the surroundings so far as possible of the native rock, and subordinate to the natural features of the land.⁴

The GSDA directors appointed a Melbourne real estate firm to prepare an assessment of the development potential of the GSDA land on Middle Harbour. Their glowing report raised the expectations of shareholders that they would reap attractive profits for their investment and several sold their shares at this time. Malcolm Moore, the proprietor of the Melbourne engineering firm Malcolm Moore Pty Limited sold a half-share to Charles James Cerutti, the then Assistant Treasury Secretary of the Federal Government and the future Commonwealth Auditor General, for £580 on 14 November 1922.⁵ This transaction was to have implications for the operations of the GSDA and development of the Castlecove golf course.⁶

Cerutti's personal papers offer insight into an accountant obsessed with procedures and accountability who was prepared to enter into confidential negotiations with fellow conspirators against the Griffins. His personal papers do not demonstrate any appreciation of the principles the Griffins sought to demonstrate in their model suburbs and he was increasingly driven by the failure of the GSDA to deliver anticipated financial rewards. Cerutti took a particular dislike to Marion, writing in a confidential letter to the GSDA BJ Parkinson: "I feel that Mrs G's residence on the property gives her an opportunity for exercising her antagonistic feelings to the Board as now constituted".⁷

This conflict escalated over the next two years culminating in special meetings of the Board and Shareholders held over two days in August 1927. Accusations against the Griffins were aired at these meetings and were strongly defended. The outcome was that Griffin formally signed an agreement in early 1928 stating that all litigation between himself and GSDA Board had ceased. His one condition was that Mr BJ Parkinson should retire from the Board and he was replaced by CJ Cerutti in this role. Edgar Deans was appointed GSDA Secretary in Sydney and a new agreement was drawn up for Griffin as Managing Director in order to establish better relations between the Board and the Managing Director.⁸

² GSDA Limited, Report by Secretary to the Directors, JH Catts, Sydney, 15 April 1921, University of Melbourne Archives, 1990.0096 CJ Cerutti papers, Box 1, File 1921-22.

³ As above.

⁴ GSDA Prospectus, National Library of Australia, Edgar A Deans papers MS2019.

⁵ University of Melbourne Archives, 1990.0096 CJ Cerutti papers, Box 1, File 1921-22

⁶ Griffin named the northern peninsula (and the gold links) 'Castlecove' and this spelling is used in all GSDA historical references in this document. The suburb and the present course are referred to under their official Castle Cove name.

⁷ CJ Cerutti, letter to BJ Parkinson, Solicitor, 12 November 1925, ⁷ University of Melbourne Archives, 1990.0096 CJ Cerutti papers, Box 1, File 1925.

⁸ Minutes of the meetings August 1927 and associated documents, University of Melbourne Archives, 1990.0096 CJ Cerutti papers, Box 2, File 1927.

Castlecove Golf Course, significance assessment

Castle Cove golf course

The provision of golf links in the form of a 'Country Club' was a feature of urban estates in the mid-west of the United States that would have been familiar to Walter Burley Griffin and the evidence points to his desire to include such a golf course in the estates he planned for the GSDA.

Griffin's plans for a golf course on Little 'Sugar Loaf' Peninsula first appear in 1924 when he sought legal advice from AL Wettenhall of 31 Queen Street, Melbourne, regarding the most suitable arrangement with the planned golf club. Wettenhall advised Griffin on 29 November 1925 that it would be unwise to sell 100 acres of GSDA land to a proposed golf club in exchange for debentures in the company on the grounds of potential difficulty preserving control over the Club if any considerable portion of those debentures were disposed of. Instead, Wettenhall recommended a 10-year lease of the land to the club.⁹

In April 1928, Edgar Deans reported to GSDA shareholders that:

Work is progressing in regard to contouring the several portions of the Castlecove peninsula with a view to disposing of portion for the purpose of a Golf Club. Nothing of definite character has yet occurred in regard to these negotiations.¹⁰

The role of the proposed golf course as an integral component of Griffin's 'garden suburbs' being developed on the Middle Harbour peninsulas is described in the GSDA's promotional booklet produced around 1929:

Sports grounds, open air theatres, ovals, golf links, tennis courts, football grounds, etc. have been provided for by the wise foresight which has marked every detail of these Garden suburbs of Middle Harbor.

The Golf links, which have been established on Castlecove offer a sporting course of 18 holes within 5 miles of the heart of Sydney. It is characteristic of the Company's determined idealism that tempting private offers to buy this land and lay out the links have been refused. It was typical again of the new spirit that both Castlecrag and Covecrag should have been made sanctuaries of native life, vigilant protection being extended to the birds, opossums, porcupines and soon, it is expected, native bears.¹¹

Griffin's landscape design and sub-division plan for the GSDA's Covecrag Estate (now Middle Cove) had been approved by Willoughby Council on 7 December 1926, while the plans for the Castlecove Estate were drawn up on 13 September 1929. The latter sows the golf course as a central feature linked to a network of walkways providing pedestrian access to bushland reserves behind the residential allotments.¹² While some of the roads for the Covecrag Estate were developed by the GSDA, residential development in these two areas did not occur until the late 1950s.

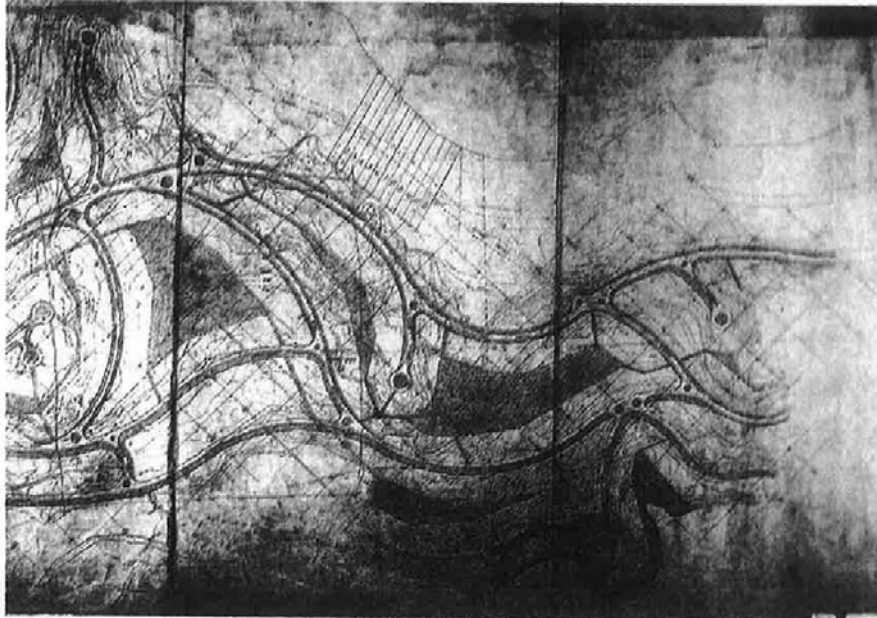
⁹ Letter AL Wettenhall, 31 Queen Street, Melbourne, to WB Griffin, 35 Blyth Street, Sydney, dated 29 November 1924, re, GSDA Golf Links Proposal; CJ Cerutti papers, University of Melbourne Archives.

¹⁰ Report to GSDA Shareholders, 16 April 1928, EA Deans, Secretary; CJ Cerutti papers, University of Melbourne Archives.

¹¹ *Castlecrag Homes*, Sydney, GSDA, c1929, p 14. The claims made here regarding the golf course are ambitious as little work had yet been done on constructing the facility and only a 9-hole course was constructed.

¹² Turnbull, Jeff, and Navarette, Peter Y, *The Griffins in Australia and India*, Melbourne University Press, 1998, pp. 245 and 293.

Castlecove Golf Course, significance assessment



Portion of the Castlecove Estate sub-division plan by Walter Burley Griffin dated 13 September 1929. The golf course is the shaded area on the right. Turnbull & Navaretti, p. 293.

The Cerutti papers indicate that development of the course had proceeded without his knowledge or involvement, but in September 1930 he wrote to Griffin in the following terms:

None of the Members of the Board other than myself knows anything about golf finance, and at present I do not believe that the venture will be a profitable one. ... I am not prepared to acquiesce in increasing the cost of the initial work of the golf course. ... suggest that before concurring any expenditure, the Board should have some idea as to the patronage which is likely to be extended to the course.¹³

Nevertheless, Griffin and his colleagues continued with the golf course project. When Cerutti visited Sydney in May 1931 to inspect progress of the 'garden suburbs', he reported to Eric Nicholls, now the GSDA chairman, in the following terms:

When I was in Sydney a couple of days ago, Mr Griffin mentioned in a casual fashion the necessity for expediting the construction of a 'public' golf course on the Little Sugar Loaf Peninsula. I said I had heard nothing of such a proposal, stating that it had not been before the Board and asking him for particulars, and why, in any case, was it urgent. Mr Griffin replied that it was proposed to construct a nine hole golf course of about 3,000 yards for the use of the general public at a cost of £125, a charge of 1s a round of nine holes being made.

I told Mr Griffin the whole project was unsound. It was not the duty of the Company to provide relaxation for the general public. He had no figures to show that in any case it would be a sound investment, and its value for advertising purposes for the Company was extremely doubtful. Moreover, he had taken it upon himself, contrary to several definitely expressed resolutions of the Board, to commit the Company once again to expenditure which had not been approved by the Board. He had not even communicated with the Directors

¹³ Letter, Cerutti to WB Griffin, 28 September 1930; CJ Cerutti papers, University of Melbourne Archives.

Castlecove Golf Course, significance assessment

concerning the proposal, excepting a letter he said had been sent two or three days ago. I further said the Company was practically in an insolvent position.¹⁴

Griffin's response was to call a board meeting in Sydney attended by EM Nicholls (chairman), WB Griffin, RE Powell and DC Jenkins, with EA Deans (secretary) in attendance. The meeting formally approved the terms of a contract entered into between Griffin and Mr FB Green on 18 May to oversee the extending and bunkering of the greens and has authorised expenditure of £200 in general terms "for preliminary expenditure". Cerutti was livid at this development, claiming that "the Managing Director, in opposition to the expressed instructions of the Board, incurred expenditure without authority".¹⁵

The available records do not include any landscape plans signed by Griffin specifically covering detailed features of the course. By now, the golf course was very much a Depression Era project being undertaken on a minimum cost basis with Griffin providing regular supervision of the on-site development activities to plans formulated by Griffin, but which had not been committed to detailed formal documents. The contract with Green was evidently an informal agreement authorised by the 'Sydney board' in defiance of Cerutti and the Melbourne shareholders he claimed to represent. As Roy Lippincott observed, the years of "struggle and slander" over Canberra had "inured Walter and Marion to more fighting and they were as contemptuous as ever of authority".¹⁶

Griffin was now actively engaged with his work for the Reverberatory Incinerator & Engineering Company was to depart on a three month business trip to America on its behalf on 2 June 1931, leaving Deans to be the enthusiastic manager of the project.

Following his return, Griffin wrote to Cerutti in September 1931 to provide some details about the golf course project. Seven of the greens have been formed and bunkered for £46 by Green with the assistance of two labourers to hasten the opening date, while the plans for the office and tea rooms, originally to be planned 20ft x 10ft, had been doubled in size to 20 by 20 feet.¹⁷

The Willoughby Council building permit for the Castlecove Golf Club Shelter was dated 1931 and the architect being WB Griffin. It had a shallow reinforced concrete domed roof and distinctive sets of French doors. The building consisted of one main dining room with an open fireplace; a kitchen and locker room, with cement floor. It was situated on a knoll overlooking the course.¹⁸

The GSDA financial statement to 31 December 1931 stated that £346 3s 0d (\$27,327 in 2010 values) had been expended to date and it was estimated that another £122 15s would be required to finish the work (\$9658 in 2010 values). The following May, Cerutti reported on his visit to the course, claiming that a total of £750 (equivalent to \$62,200 in 2010 terms) had been spent and he estimated that another £1000 would be required to bring it up to an acceptable standard. Based on his assessment of ongoing maintenance costs, Cerutti concluded that "the whole project is financially unsound and is not likely to be of sufficient appeal to golfers".¹⁹

¹⁴ Letter, Cerutti to EM Nicholls, 1 June 1931; CJ Cerutti papers, University of Melbourne Archives.

¹⁵ GSDA Minutes of Board Meeting, held 25 Bligh Street, Sydney, 22 June 1931; Letter Cerutti to Deans, 8 July 1931; CJ Cerutti papers, University of Melbourne Archives.

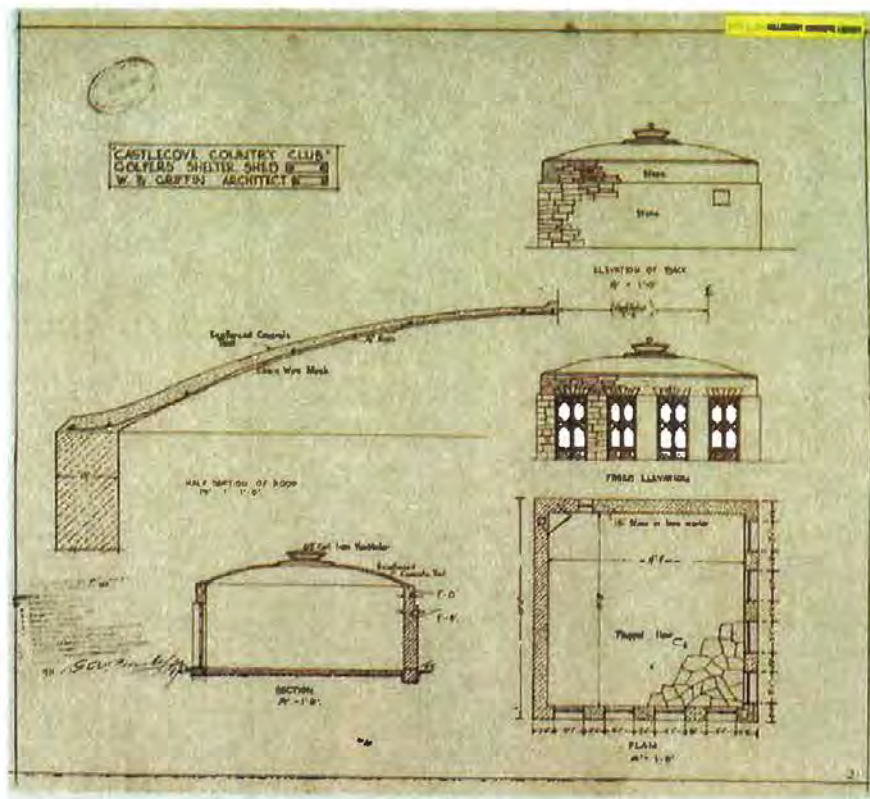
¹⁶ McGregor, Alasdair, *Grand Obsessions*, Lantern Books, 2010, p. 393, quoting Roy Lippincott to William Purcell, 26 March 1963, Donald Leslie Johnson papers, NLA MS7817.

¹⁷ Letter, WB Griffin to CJ Cerutti, 24 September 1931; CJ Cerutti papers, University of Melbourne Archives.

¹⁸ Turnbull, J and Navaretti, P, *The Griffins in Australia and India – the complete works and projects of WB Griffin and Marion Mahony Griffin*, MUP, 1998, pp. 314-5. Castlecove Golf Course file, WDHS archives.

¹⁹ GSDA Financial Statement, Gold Course expenditure to 31 December 1931; GSDA Golf Course Report, 15 May 1932; CJ Cerutti papers, University of Melbourne Archives.

Castlecove Golf Course, significance assessment



Plans for Castlecove Country Club shelter shed. Willoughby City Library

Opening and managing the course

The course was finally opened on 12 April 1932 with Edgar Deans being given the honour of being the first to tee off. It was the first course in the Municipality of Willoughby, but was isolated from residential areas. Onset of the Depression had brought a sudden end to the GSDA's hopes of developing a model waterside suburb surrounding the course. Council's rate book for 1932 lists the golf course as Lot 42 on Cammeray Road with an area of 21 acres with an unimproved value of £7040 and an improved value of £7400.²⁰

FB Green was retained as the caretaker to maintain the course, assisted by a part-time labourer. In his reports to Cerutti, Deans was keen to point out that revenue exceeded ongoing expenditure by a considerable margin.

Despite its isolation, the new golf course proved to be popular despite the depressed economic conditions of the time. The initial fees were 1s for a nine-hole round and 1s 6d for 18-holes, but in July 1933 Deans advised that the fees would be 2s a half day and 3s 6d a whole day "once the course is

²⁰ Willoughby City Library, Local Studies file 'Castlecove Country Club'.

Castlecove Golf Course, significance assessment

properly established". Eric Nicholls had formed the Castlecove Country Club, which had a membership of 130 at that time.²¹

The attraction of the Castlecove golf course was significantly diminished when the first nine holes of the nearby Northbridge Golf Course, developed at considerable cost by Willoughby Council as an unemployment relief scheme from mid-1932, were opened by the NSW Premier Bertram Stevens at a gala event on 13 April 1935. Its spectacular setting overlooking Middle Harbour and the high level of investment in developing the greens made it a far more attractive venue than the low-cost GSDA links at Castlecove. Moreover, Council continued to invest large amounts of money expanding its new facility into an 18-hole course. The expanded course was inaugurated with an AIF Cup Day on 21 March 1936, which attracted large crowds.²²

The competing public course at Northbridge impacted on the GSDA and the Castlecove Country Club. On 1 June 1936, Edgar Deans wrote to Willoughby Council on behalf of the GSDA advising that due to the loss of golf revenue, the approved plans to construct a dwelling for the professional and make additions to the tea rooms for patron's lockers, etc, would be postponed. Accordingly the kiosk building would be converted to temporary living quarters with provision for the partitions to be removed when required.²³



Aerial view of the Castlecove Peninsula in 1943 showing the golf course (centre left) in its bushland setting.
Courtesy Willoughby DHS.

While a mower had been obtained for the greens, there was no tractor or mower to cut the fairways so they had a rough appearance, but according to Esther Leslie, the grass never seemed to grow enough to be an embarrassment. She added: "Any water required for the greens was obtained from a windmill

²¹ Letter, Deans to Cerutti, 6 July 1932; Letter, Deans to Cerutti, 6 July 1933; ; CJ Cerutti papers, University of Melbourne Archives.

²² *Sydney Morning Herald*, Wednesday 11 July 1933, p. 11, Relief Work; Dates for the Northbridge Golf Course development from the David Warner Photo Collection, WDHS archives.

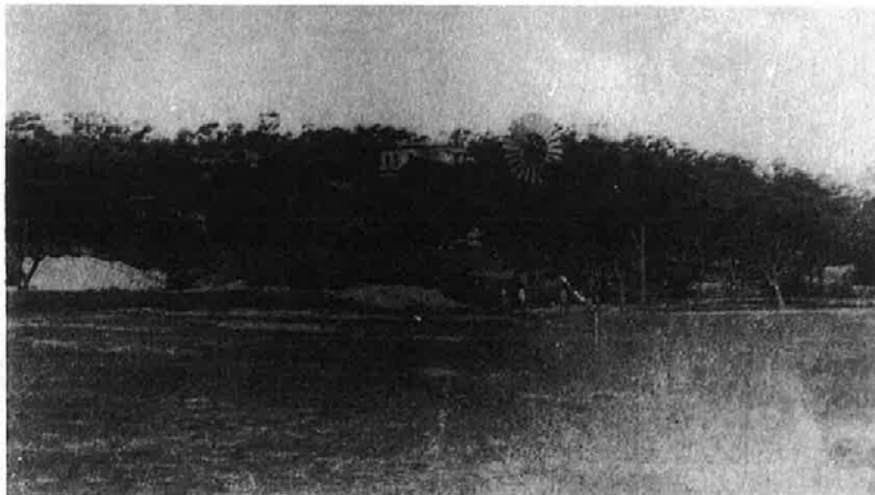
²³ GSDA letter, 1 June 1936, WMC file 248.2/36, Willoughby City Library, Local Studies file 'Castlecove Country Club'.

Castlecove Golf Course, significance assessment

pump near the 8th green, and the sound of the windmill in operation produced a most eerie sound in the surrounding bush".²⁴

On 27 August 1942, Council's Works Committee considered feature survey and design plans submitted by the GSDA for the first portion of the Castlecove area. It decided that Council was not prepared to approve the plans submitted, but would give favourable consideration to plans along similar lines that incorporated a principal road off Kendall Road extending easterly along the northern boundary of the golf links, a reservation for park and recreational purposes and retention of the MW&SB track from Eastern Valley Way to Cammeray Road. Council was also prepared to discuss the possible acquisition of the land known as the 'Castlecove Golf Links'.²⁵

The Castlecove Country Club survived, however, and eventually a horse-drawn mower was obtained, city water was laid on, a liquid gas lighting system was installed in the clubhouse and a telephone was connected.



The 8th green in the 1940s showing the windmill and the shelter shed/kiosk on the knoll above.
WDHS collection, donated by Mr & Mrs E Maher

John ('Jack') Joseph Hagar was appointed as the Country Club's professional around 1942 and he subsequently leased the course from the GSDA in partnership with a fellow golf professional, Archie Keane. Jack Hagar was appointed manager of the Castle Cove Country Club in 1952-53 and remained in this position until the club was formally incorporated in 1956-57.²⁶

Around 1956, the GSDA sold its land on the Castlecove Peninsula to LJ Hooker Limited, which drew up plans for residential development, including the land utilised for the golf course unless Willoughby Council could purchase the land for around £70,000. The East Roseville Progress Association lobbied Council to retain the area as a recreational area and to support the proposal submitted to the

²⁴ Esther Leslie, *The Development of Castle Cove and Middle Cove*, Chatswood, Willoughby Municipal Council, 1988, pp 75-78.

²⁵ 'Report of proceedings of meeting of the Works Committee held on 27th August 1942', Willoughby City Library, Local Studies file 'Castlecove Country Club'.

²⁶ 'John Joseph Hagar and the Castle Cove Country Club', hand-written note of interview c1977, Willoughby City Library, Local Studies file 'Castlecove Country Club'.

Castlecove Golf Course, significance assessment

Cumberland County Council for its use as a private recreational area. Council resolved to convene a meeting between the progress association, Cumberland County Council and golf club representatives to consider the proposal at its meeting on 19 August 1957.²⁷

The golf community suffered a major blow in July 1957, however, when fire destroyed the clubhouse and all it contained. Members rallied to convert the corrugated iron machinery shed into a temporary clubhouse by the following weekend and play continued.²⁸



Another 1940s view with golfers on the 8th green and the shelter shed/kiosk in the background. WDHS collection, donated by Mr & Mrs E Maher

The long-term future of the course was finally secured in July 1959 when extensive negotiations between Council, LJ Hooker, Cumberland County Council and the Castle Cove Golf Club culminated in an agreement regarding the future of the course. LJ Hooker would sell three lots of land amounting to 24 acres to Council at the lowest price (estimated to be £6000) and the club would buy four lots. The club would develop a country club with extensive facilities, including a swimming pool, putting greens, dining room and some accommodation.²⁹ A substantial club house designed by the well-known architect and Castlecrag resident Harold Smith was subsequently constructed on the site.

²⁷ *The Clarion*, 17 July 1958, 'Big project at Castlecove'; Willoughby Municipal Council Ordinary Meeting minutes, 19 August 1957, Item 1385, Willoughby City Library Local studies file, 'Castle Cove Golf Course'.

²⁸ Esther Leslie, 1988, as above.

²⁹ *The Clarion*, 17 July 1958, 'Big project at Castlecove'.

Castlecove Golf Course, significance assessment

SIGNIFICANCE ASSESSMENT

1. Historical Significance

In its 1996 'Plan of Management: Castle Cove Park and Castle Cove Golf Course', Willoughby City Council rate the park and golf course of local and district significance. The parks were noted as: 'a buffer between houses and enhance the high quality parkland character of the suburbs'. In terms of its historical background, the document states:

Castle Cove Golf Course (11 hectares) was designed by Walter Burley Griffin about 1924 and constructed during the Great Depression by Government subsidised labour on land owned by Burley Griffin's company, the Greater Sydney Development Association Ltd. L J Hooker took over ownership of the course in the late 1950s with plans to subdivide. This was actively opposed and eventually the deeds of the course were transferred to Willoughby Council for ten shillings. Castle Cove Country Club, which was formed in 1932, leased the land from Council and purchased adjoining land to build their clubhouse and parking area, and to stop residential development between the fairways.³⁰

The 1996 Management Plan is based on sketchy evidence and some assertions (eg, that the course was developed with Government subsidised labour) are clearly incorrect. Nevertheless, the above assessment presents clear evidence that the Castle Cove golf course has a **special association** with the world renowned architect Walter Burley Griffin. With the purchase of 263 hectares (650 acres) of Middle Harbour frontage land by the GSDA in 1920, the development of model waterside estates that integrated with the landscape became the passion of both Walter and Marion Griffin and the development of a 'Country Club' based around a golf course was a core element of the vision. Proposals for golf links were put forward by Griffin from 1924 and they form a central element of the sub-division plan for the Castlecove Estate drawn up in 1929.

The eventual design of the course differs significantly from the form depicted in the 1929 plan. The evidence indicates that Griffin oversaw the landscape design for the course, but did not commit his ideas to a formal plan. The significance of the course itself is, however, enhanced, by it being the only such feature associated with the Griffins' Australian work.

It is concluded that, in terms of the cultural history of Willoughby City, the Castle Cove golf course is of **local significance** as the first golf course to be constructed in the LGA and in April 2012 it will have operated successfully for 80 years.

In another dimension, the Castle Cove golf course has a special significance well beyond its local boundaries. Possibly paramount among all the projects completed by Walter and Marion Griffin during their time in Australia, this important memento tells the story of the emotional damage they bore from the years of infighting over the development of Canberra and their often contemptuous response to authority. The provision of a 'Country Club' may have been an important element of the waterside estates that Griffin sought to establish, but its method of implementation was an act of defiance against the Melbourne-based GSDA shareholders and their spokesperson, Charles Cerutti. Thus, the Castle Cove golf course has **national significance** through the insight it provides into the operations of the GSDA and the response of its competing elements to the Great Depression of the 1930s.

2 Aesthetic Significance

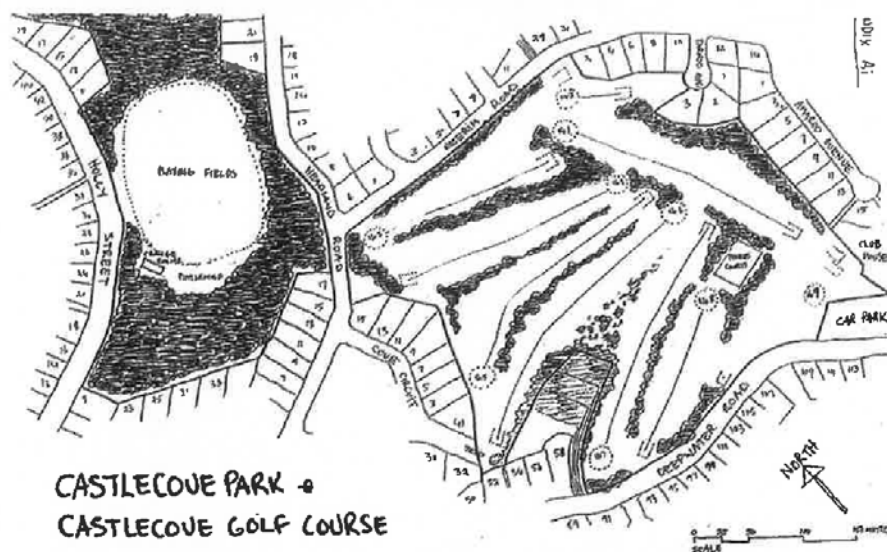
The 'Castlecove Golf Club Shelter' was designed by Griffin in 1931. It was situated on a knoll overlooking the course and moulded perfectly with the surrounding landscape. Its distinctive shallow reinforced concrete domed roof is an unusual feature among his Australian work. The shelter is, unfortunately, no

³⁰ 'Plan of Management: Castle Cove Park and Castle Cove Golf Course', Willoughby City Council, 1996, p 3.

Castlecove Golf Course, significance assessment

longer existent, having been destroyed by fire in 1957. Accordingly the significance of the site has been significantly decreased.

The 1996 Management Plan highlights the golf course's attractive parkland setting characterised by indigenous trees and shrubs. The desire to create such settings is a feature of both Walter and Marion Griffin's vision for their Middle Harbour, but in the absence of sound evidence, it is not possible to directly link Walter Griffin with this feature. There have been a number of alterations to the layout of the fairways, bunkers and greens since 1932, while the delightful windmill that gave the course a special flavour has long gone. The Castle Cove course lacks the dramatic harbour side setting of the Northbridge golf course and any claims of its superiority over the Chatswood golf course is a matter of conjecture. Thus, it is concluded that the site has no special aesthetic significance.



Plan of the Castle Cove Golf Course from the 1996 Willoughby City Council Plan of Management

3 Social Significance

As the first golf course in the Willoughby LGA, the Castle Cove Country Club has social significance due to its role in popularising this sport on Sydney's North Shore. The course was isolated from existing residential areas and opened at the height of the Great Depression, yet it attracted a higher clientele than anticipated.

The role of sport during the 1930s Depression has not received a lot of attention in Australian history, apart from the role of sporting heroes such as Don Bradman and Phar Lap in raising the spirits of ordinary Australians during a period of extreme hardship. The popularity of golf on the North Shore in the 1930s suggests another dimension.

Castlecove Golf Course, significance assessment



The No. 1 fairway at the Castle Cove Golf Course, October 2011. RF McKillop photo

While social historians have focused on the hardship faced by ordinary Australians during the Great Depression, this by no means applied to all Australians. As Gerald Stone documents in his book *1932: A hell of a year*, many of Sydney's well-to-do families felt little hardship during the Depression years, maintaining an active social life and taking advantage of cheaper hired help. They continued to spend lavishly on home improvements, their children still went to expensive private schools, the social whirl of cocktail parties and gala balls scarcely missed a beat, the opera attracted sell-out audiences and the Royal Sydney Golf Club's 2473 members continued to pay its hefty fees.³¹

Stone has focused on the wealthy elite of Sydney's eastern suburbs, but there was also an emerging class of well-to-do on the Lower North Shore. The popularity of the new golf courses at Castle Cove and Northbridge during the 1930s indicates that there were sufficient individuals in the area with the time and resources to take up golf at this time. There appears to be scope for further research into the social history of golf on the Lower North Shore during this era.

³¹ Stone, Gerald, *1932: A hell of a year*, Sydney, Macmillan, 2005, pp 153-157.

Castlecove Golf Course, significance assessment



Golf professional WW Bolger hits off at the 4th tee during the official opening of the Northbridge Golf Course on 13 April 1935. WDHS, David Warner collection image 502

CONCLUSION

It is concluded then, that in terms of the cultural history of Willoughby City, the Castle Cove golf course is of **local significance** as the first golf course to be constructed in the LGA and it has wider significance as the only one in Australia to be conceived and designed by Walter Burley Griffin. The circumstances of its construction, however, were mired in ongoing conflict between Griffin and a group of Melbourne-based shareholders in his company, the Greater Sydney Development Association. An outcome of this situation was the absence of formal plans by Griffin documenting his landscape design for the course. Accordingly, we cannot determine to what extent the original features of the course have been retained over the years. Moreover, the one clearly documented feature of the Country Club, the Griffin-designed kiosk building, was destroyed by fire in 1957. While these factors cloud a higher level of significance, the primary sources referenced here clearly show that Griffin was the key driver of the project to build the course.

The Castle Cove golf course also has social significance from its role in providing some sectors of Willoughby society with the ability to participate in a new sport, namely golf, during the 1930s Depression. There appears to be scope for further research into the individuals who participated in golf activities at the Castle Cove Country Club during the 1930s to access their social profile and the degree to which their leisure activities changed from earlier periods as a result of the new opportunity. The results of such research would help determine the social influence of the new course in Willoughby.

Bob McKillop

Castlecrag, 7 November 2011

ATTACHMENT 3

Greg Woodhams
Environmental Services Director
Willoughby City Council

Attention: Lynette Morris, Heritage Planner
REC MAY 2010
Re: Castle Cove Golf Course

Dear Mr Woodhams,

I write in response to your letter of 15 July 2009 requesting background information from our Society to assist in Council's consideration of the listing of the Castle Cove Golf Course as a Local Heritage Item of the LEP. We apologise for not replying sooner and understand you would still appreciate any information we are able to provide.

In the book titled *Building for Nature: Walter Burley Griffin and Castlecrag* published by the Society it states that "The vision for Castlecrag promoted by Griffin and the GSDA included sporting facilities, provided on the flatter lands. A tennis court was built on the Cortile Reserve, with a loan from the Willoughby Council, and a ... nine hole golf course and club house was developed at Castlecove" (page 69).

Published on the same page is a photograph from the Walter Burley Griffin Society Collection of Edgar Deans, the Secretary of GSDA teeing off at the opening of the Castlecove golf links.

Papers from Edgar Deans Estate given to the Society by his family include a booklet titled *Golf Courses and Bowling Clubs in N.S.W 1939-40* published by the NRMA. Under the entry for Castlecove it states "Proprietor: Greater Sydney Development Assoc., Ltd." The papers also include a photocopy from the booklet titled *Castlecove Country Club Rules and By-Laws 1933* which identifies the office bearers including E.A. Deans.

While the Society does not have other primary resource material relating to the connection between Walter Burley Griffin and the golf course, we do have a record* of an interview or discussion between Edgar Deans who was the long-serving secretary of the Greater Sydney Development Association (GSDA), and the early Castlecrag resident and client of WB Griffin, Frank Duncan (on our website www.griffinsociety.org). It confirms that Griffin himself oversaw the design and construction of the Castle Cove Golf Course, when the land was owned by GSDA:

They then borrowed money to develop the next peninsula - Covecrag as they called it, which has become Middle Cove now - and expand the business. They built the road that now goes to the Harold Reid Reserve. That was a monumental task because Griffin, instead of doing a little bit and spending that money put down the bitumen, went on with the construction to get as much of it physically laid out as he could. I remember the lovely beautiful hand-built stone wall there with big slabs.

Then the Depression came and the bottom fell out of the land market. Nobody would buy land, people only wanted to sell it. The GSDA had spent £30,000 on Covecrag and it got to the stage where they couldn't pay the interest and then couldn't pay my salary I worked very long hours to get a bit of money coming in as nothing was coming in from land sales.

We had this young cockney, Green, who put up a proposition to Griffin to lay out and construct the golf course for - £300, £500 - I've forgotten what it was. Anyway Griffin and I looked at it and we decided to go ahead and build the course so we engaged a supervisor and a labourer for £3 a week - I remember that - and we got the course

built. Local people flooded out there, particularly at the weekends, and we made a lot of money. Green was appointed the professional and Griffin built a little shelter/shed there and a residence on it and Green and his wife lived in it and made a bit out of selling clubs and giving lessons and things.

Griffin and his friends were not so much concerned with getting fat dividends as with developing a model - a garden suburb if you like to call it that. While Walter wasn't worried about money, some of the people who put money in were worried - that was their only concern. So there were many discussions.

(MEMORIES OF EARLY CASTLECRAIG: Edgar Deans and Frank Duncan)

From a videotaped interview by Sue Randle for the Castlecrag Progress Association, December 1988.)

In addition, we have researched files held by the Willoughby District Historical Society (WDHS) to try to establish the chronology of GSDA ownership of the land on which the Castle Cove Country Club was developed. The WDHS files contain notes made by Esther Leslie while she was researching the Bicentenary History of the suburb of Castle Cove. She describes the original clubhouse as being '..... of typical Burley Griffin design common to Castlecrag at the time. The walls were of local sandstone and their tops were treated to give a turret effect at roof level; the roof was flat. The building consisted of one main dining room with an open fireplace, locker room, kitchen, bedroom, and laundry with cement floor, and was situated on the knoll where the present-day clubhouse stands. A caretaker named Green, whose duties included maintaining the course and collecting any fees, was in charge. There was no tractor or mower so the fairways were never cut, but then the grass never seemed to grow enough to be an embarrassment. Any water required for the greens was obtained from a windmill pump near the 8th green, and the sound of the windmill in operation produced a most eerie sound in the surrounding bush. Eventually a horse-drawn mower was obtained, city water was laid on, a liquid gas lighting system was installed in the clubhouse and a telephone connected

Then came calamity. In July 1957 fire destroyed the Clubhouse and all it contained. However, such was the keenness of members that the corrugated iron machinery shed was converted to a temporary clubhouse before the following weekend.

Further difficulties quickly followed the fire, when the ownership of the course changed hands and the area was pegged for subdivision along with most of the surrounding land. The club fought hard to retain playing rights on what was gradually developing into a beautiful playing area through the efforts of the club members themselves

The m/s 'The History of the Castlecove Country Club' (dated 1981) (in WDH Society files) states that the golf links were constructed in the 1929/30 period as an employment relief scheme. Council may have a similar file in its Local History Section.

Dr Jeff Turnbull and Peter Y Navaretti (The Griffins in Australia and India - the complete works and projects of WB Griffin and Marion Mahony Griffin) state that the building permit was dated 1931. It would not have taken long to construct, so was probably finished in 1931 or 1932.

According to the 1981 history (as above), the site was originally known as the Castlecove Golf Links and subsequently renamed the Castlecove Scenic Golf Links by Messrs Keane and Hager at an unspecified date. During the war the course was used by two social clubs, the Castlecove Club and Willoughby Club. Around 1943 these clubs combined to form the Castlecove Country Club, though the date is not specified. Other sources give differing versions of when it became the Castlecove Country Club.

Following the loss of the Griffin golf club building by fire in 1957, the leading Australian architect Harold Smith was commissioned to design a new club house. Smith was a resident of Castlecrag at this time and there are four houses designed by him remaining there.

I have attached photocopies from pages 314-315 of the catalogue raisonne by Dr Jeff Turnbull and Peter Navaretti, *The Griffins in Australia and India: the complete works and projects of Walter Burley Griffin and Marion Mahony Griffin*, Melbourne, Miegunyah Press (Melbourne University Press), 1998, which show the working drawings for the Castlecove golf shelter and a photo showing the external view in 1931.

The National Library of Australia (NLA) has at least 16 photos of the Castlecove Country Club and golf course photographed in the 1930s, which are part of the NLA's Eric Milton Nicholls Collection.

In *The Magic of America* written by Marion Mahony Griffin recently published online by the Art Institute of Chicago in Section III: The Municipal Battle page 28 it states:

"Detail of 3rd Promontory - Castlecove - showing the streets of easy grades making the whole promontory practicable for residential occupation."

Residential allotments enclosing park reserves all connected by park paths perpetuating for all time the entrancing walks throughout the whole of the three promontories."

"On this promontory are the Golf Links, none finer in the Sydney or surrounding districts." page 28

"Viewed as a town planning effort, Castlecrag not only accepts and makes the most of natural surroundings, but meets all the needs of a human community. ... One hundred acres have been allocated to golf links, and a sheltered cove will be used as a yachting club." page 153

"during the survey and construction work, many roads and streets as well as playing areas, baths, tennis courts and golf courses besides the quarrying and housing have been established." page 156

"Large reserves, which face the public ways and waterways, are for the use of the suburbs as a whole, and will embrace sports ovals, golf links, yacht clubs and the like. The organizing of the chief one, the Country Club, is already in hand." page 166

"All the recreation reserves form a single system and are connected throughout by a network of pathways, passes and shaded lanes. They are designed to perpetuate the delightful rambles which were a feature of Castlecrag before its development. An incalculable asset has been the segregation of four miles of water frontage, a common reserve to all the lot holders. Sports grounds, open air theatres, ovals, golf links, tennis courts, football grounds, etc. have been provided for by the wise foresight which has marked every detail of these Garden suburbs of Middle Harbor."

The Golf links, which have been established on Castlecove offer a sporting course of 18 holes within 5 miles of the heart of Sydney. It is characteristic of the Company's determined idealism that tempting private offers to buy this land and lay out the links have been refused. It was typical again of the new spirit that both Castlecrag and Covecrag should have been made sanctuaries of native life, vigilant protection being

extended to the birds, opossums, porcupines and soon, it is expected, native bears.
Pages 193-194

"Luckily in those early days of the reform Council and with a new incoming engineer before he had got onto the ropes, the general road scheme of the second promontory, Covecrag, was submitted and accepted. Heaven only knows what act of Providence will enable the third promontory to get that preliminary hurdle over with. But the Golf Links are already there." page 258

We believe the golf course at Castlecove is without doubt the work of Walter Burley Griffin and his company the Greater Sydney Development Association.

Thus the Society firmly supports listing of the golf course as a Heritage Item.

Yours sincerely,

Kerry McKillop
Secretary

#3113-02. Castlecove Golf Club Shelter, NSW

Golf Club entrance off Deepwater Road,
Castlecove, NSW

Designed for Castlecove Golf Club
Architect: W. B. Griffin

A small, square rubble stone shelter with a shallow reinforced concrete domed roof. There was a circular opening at the apex of the dome. Distinctive sets of French doors provided access to the shelter.

Status: Destroyed by fire

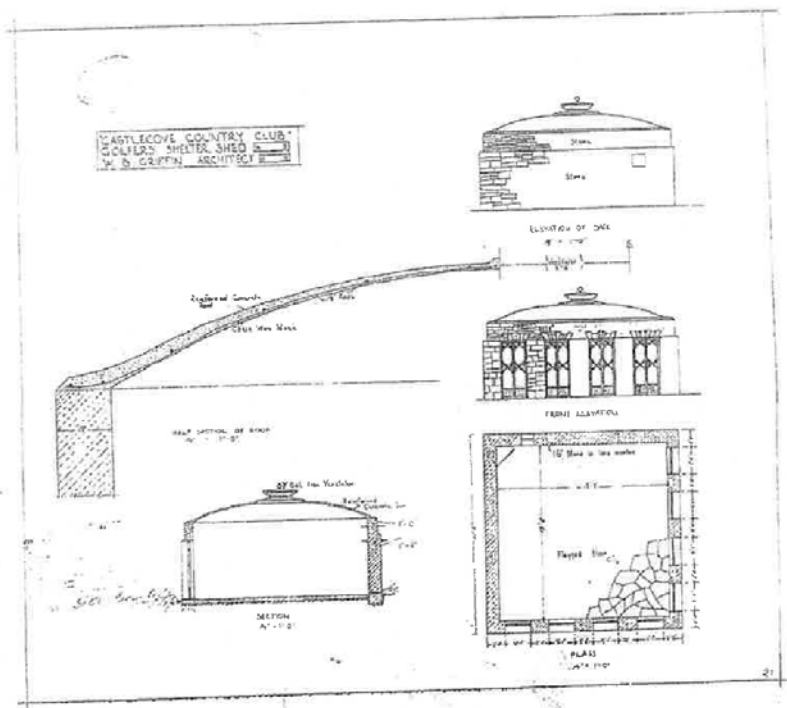
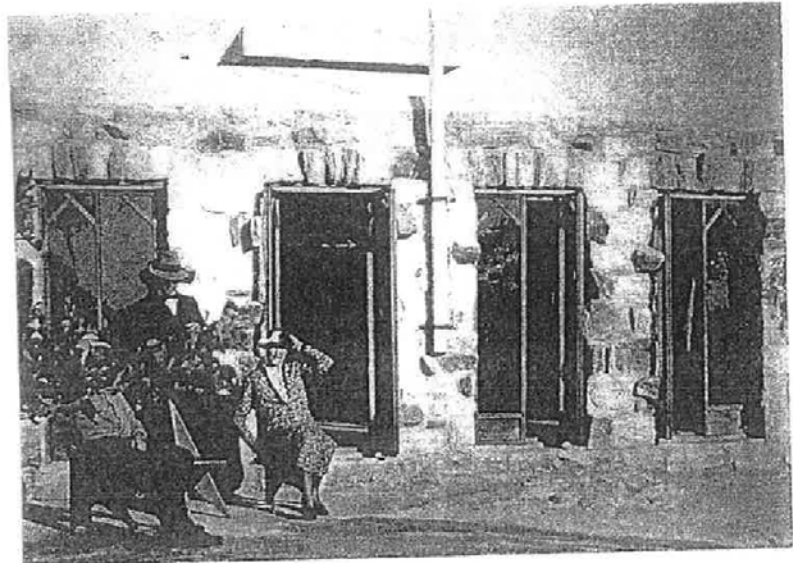
Date: Building permit dated 1931

Drawings

WOL Date of building permit 1931

Unpublished illustration

IWC Exterior photograph



#3113-02, Castlecove golf club shelter, NSW, 1931; exterior view (photograph courtesy Peter Y. Navaretti collection)

#3113-02, Castlecove golf club shelter, NSW, 1931; working drawings (courtesy Peter Y. Navaretti collection).

The Griffins in Australia and India

Catalogue Raisonné

ATTACHMENT 4

~~*THIS ATTACHMENT DOES NOT INCLUDE THE ATTACHMENTS INCLUDED IN THE 26.7.2010 CULTURAL AND ENVIRONMENTAL COMMITTEE REPORT TO COUNCIL 49 JULY 2010~~

9.7 CASTLE COVE GOLF COURSE - PROPOSED LISTING

ATTACHMENTS:

1. REPORT TO COUNCIL RE NOTICE OF MOTION - CASTLE COVE GOLF COURSE
2. WALTER BURLEY GRIFFIN SOCIETY RESEARCH ON THE CASTLE COVE GOLF COURSE
3. EXTRACT FROM THE PUBLICATION "THE DEVELOPMENT OF CASTLE COVE AND MIDDLE COVE"
4. GSDA PROMOTION FLYER
5. HERITAGE BRANCH, NSW DEPARTMENT OF PLANNING, HERITAGE SIGNIFICANCE CRITERIA
6. WALTER BURLEY GRIFFIN SOCIETY; GRIFFIN INVENTORY NSW

RESPONSIBLE OFFICER:

GREG WOODHAMS - ENVIRONMENTAL SERVICES DIRECTOR

AUTHOR:

LYNETTE MORRIS

MEETING DATE:

19 JULY 2010

Purpose of Report

This report advises Council on the investigation of the role that Walter Burley Griffin had in planning, designing and constructing the Castle Cove Golf Course. The report recommends that Council consider that in recognition of the known history of the Golf Course and its surrounds the site be included in the next allocation of the Civic Plaques Program but not proceed with its listing as a Heritage Item.

Background

Council at the meeting held on 9 June 2009 considered a report from the General Manager (Attachment 1) in relation to a Notice of Motion from Councillor J Rutherford:

"That Council investigate the role that Walter Burley Griffin had in planning, designing and constructing the Castle Cove Golf Course with a view to declaring the Golf Course a Heritage Item."

Following consideration of this report Council resolved:

1. *"That Council investigate the role that Walter Burley Griffin had in planning, designing and constructing the Castle Cove Golf Course with a view to declaring the Golf course a Heritage Item."*
2. *"That the Walter Burley Griffin Society be approached to provide any advice they might have about the role of Griffin in the planning, design or construction of the Golf Course, excluding the Club House and Car Park land, that might warrant consideration of the property as a Local Heritage Item."*

Council wrote to the Walter Burley Griffin Society in July 2009 requesting the "Society's assistance and copies of any archival resources in relation to the connection between Walter Burley Griffin and the Golf Course as outlined in part two of the above resolution, particularly primary resource material." The Walter Burley Griffin Society (WBGS) have forwarded their research on the early history of the Castle Cove Golf Course (Attachment 2).

PAGE 163

ITEM -
30b9.7

Castle Cove Golf Course - Proposed Listing

COUNCIL MEETING 26.7.2010

CULTURAL AND ENVIRONMENTAL COMMITTEE

19 JULY 2010

The Local Studies Department of the Willoughby City Library were also contacted in relation to reference material archived in the Library relating Walter Burley Griffin and his association with the Castle Cove Golf Course.

The publication 'The Development of Castle Cove and Middle Cove' (compiled by Esther Leslie in 1988 for Willoughby Municipal Council, Attachment 3) was also referred to for this report. However, as this publication does not include a bibliography or reference sources, the information sourced from this book cannot be authenticated.

Research InformationWilloughby City Library: Local Studies Department

Primary material archived at the Willoughby Library confirms that the Castle Cove Golf Course is located on land originally owned by the Greater Sydney Development Association (GSDA) on Portion 42 of their holdings (Portion 42 consisted of 21 ½ acres on the original Cammeray Road, Naremburn). Walter Burley Griffin designed a 'shelter shed' (club house) for the Country Club, which was approved by Council on 10 November 1931. This original club house was destroyed by fire in July 1957.

The Golf Course first appears in Council's valuation books in 1936. The course could have been constructed earlier as the valuation books were triennially compiled by the Valuer General from 1928 to 1966.

The GSDA was taken over by L J Hooker and in April 1959 the Castle Cove Golf Course land was transferred to Headland Developments Pty Ltd (a subsidiary of L J Hooker). In 1961 the Golf Course (now 5 ¼ acres) was transferred to Council.

Walter Burley Griffin Society

The Society has provided the results of its investigations which are summarised below.

WBGS: "In the book titled *Building for Nature: Walter Burley Griffin and Castlecrag* published by the Society it states that 'The vision for Castlecrag promoted by Griffin and the GSDA included sporting facilities, provided on the flatter lands. A tennis court was built on the Cortile Reserve, with a loan from the Willoughby Council, and a ... nine hole golf course and club house was developed at Castlecove.' (Page 69)"

WBGS: "Papers from the Edgar Deans Estate given to the Society by his family include a booklet titled *Golf Courses and Bowling Clubs in N.S.W. 1939-40* published by the NRMA. Under the entry for Castlecove it states 'Proprietor: Greater Sydney Development Assoc., Ltd.'"

Officer's Comments: There is sufficient evidence to confirm that the Golf Course land was originally owned by the GSDA though there is no specific primary reference source confirming that the Castle Cove Golf Course (other than the original club house), was designed by Walter Burley Griffin.

WBGS: "We had this young cockney, Green, who put up a proposition to Griffin to lay out and construct the golf course for – 300 pound, 500 pound – I've forgotten what it was. Anyway Griffin and I looked at it and we decided to go ahead and build the course so we engaged a supervisor and labourer for 3 pound a week – I remember that – and we got the course built." (Memories of Early Castlecrag: Edgar Deans and Frank Duncan: from a videotaped interview by Sue Randle for the Castlecrag Progress Association, December 1988: Edgar Deans was the Secretary of the Greater Sydney Development Association).

PAGE 164

ITEM -
30b9.7 Castle Cove Golf Course - Proposed Listing

CULTURAL AND ENVIRONMENTAL COMMITTEE

19 JULY 2010

Officer's Comments: Edgar Deans recollection implies that it was he and Green (who later become the Golf Course Caretaker) that undertook the work to 'layout and construct the golf course.'

This may or may not have involved direct impact from Walter Burley Griffin.

WBGS: "The history of the Castlecove Country Club (dated 1981) (in Willoughby District Historical Society files) states that the golf links were constructed in the 1929/30 period as an employment relief scheme."

Officer's Comments: There were Depression-era relief works in the Willoughby Local Government area. However, the library has no evidence to support the claim that relief works were allocated to the construction of the Castle Cove Golf Course.

There is a spread of years as to when the Golf Course may have been constructed:

- The golf course first appears in Council's valuation books in 1936. The course could have been constructed earlier as the valuation books were compiled triennially by the Valuer General from 1928 to 1966.
- A GSDA promotional flyer c1931 (Attachment 4) advertises land for sale at Castlecove and offering "exclusive scenic country club home sites, 600 acres with 4 miles water frontage, 5 miles via new bridge from centre of city." (The Sydney Harbour Bridge opened in January 1932)

WBGS research included the following extracts from *The Magic of America*: Section 111: The Municipal Battle Begins, Marion Mahony Griffin (this publication has been published online by the Art Institute of Chicago, 2007).

"On this promontory are the Golf Links none finer in the Sydney or surrounding districts." (page 28)

"... One hundred acres have been allocated to golf links, and a sheltered cove will be used as a yachting club." (page 152)

"during the survey and construction work, many roads and streets as well as playing areas, baths, tennis courts and golf courses besides the quarrying and housing have been established." (page 156)

"Large reserves, which face the public ways and waterways, are for the use of the suburbs as a whole, and will embrace sports ovals, golf links, yacht clubs and the like. The organizing of the chief one, the country Club, is already in hand." (page 166)

"An incalculable asset has been the segregation of four miles of water frontage, a common reserve to all the lot holders. Sports grounds, open air theatres, ovals, golf links, tennis courts, football grounds, etc. have been provided for by the wise foresight which has marked every detail of these Garden suburbs of Middle Harbour." (pages 193-194)

"The Golf links, which have been established on Castlecove offer a sporting course of 18 holes within 5 miles of the heart of Sydney. It is characteristic of the Company's determined idealism that tempting private offers to buy this land and lay out the links have been refused." (pages 193-194)

Officer's Comments: Section 111 of *The Magic of America* relates to the development of the residential community of Castlecrag from the 1920s through to the mid 1930s. The Golf Links are referred to by Marion Mahony, in general terms. The publication provides no indication or clarification as to who was the designer and/or builder of the

PAGE 165

ITEM -
30b9.7

Castle Cove Golf Course - Proposed Listing

CULTURAL AND ENVIRONMENTAL COMMITTEE

19 JULY 2010

Golf Course. The information though does indicate that the golf course was part of the vision for the new suburb of Castle Cove.

The Development of Castle Cove and Middle Cove, compiled by Esther Leslie, 1988

"The Castlecove Country Club, a 9-hole golf course (par 64 for 18 holes) was designed by Walter Burley Griffin about 1924 and constructed during the Great Depression by Government subsidised labour, on land owned by Burley Griffin's company, the Greater Sydney Development Association Limited." page 75

Officer's Comments: As previously mentioned this 1988 publication does not include a bibliography or reference sources therefore the above information cannot be confirmed:

- The Golf Course was constructed on land owned by the GSDA.
- There were Depression-era relief works in the Willoughby Local Government area however, the library has no reference material to confirm that relief works were allocated to the construction of the Castle Cove Golf Course.
- Other sources provide later possible dates for the construction of the club building and Course.

Heritage Branch, Department of Planning : NSW Heritage Assessment Criteria for listing of heritage item

The NSW Heritage Assessment Criteria encompass the four values in the Australia ICOMOS *Burra Charter*, which are commonly accepted as generic values by Australian heritage agencies and professional consultants (Attachment 5):

- Historical significance
- Aesthetic significance
- Scientific significance
- Social significance

These four values are expressed in the following seven criteria in a more detailed form. While all criteria are referred to during assessment, only particularly complex items or places will be significant under all criteria.

An item has local heritage significance when it is important in the local area for one or more of the following criteria:

- a) it is important in the course, or pattern, of the local area's cultural or natural history: *historic significance*
 - guidelines for inclusion
 - shows evidence of a significant human activity
 - is associated with a significant activity or historical phase
 - maintains or shows the continuity of a historical process or activity
 - guidelines for exclusion
 - has incidental or unsubstantiated connections with historically important activities or processes
 - provides evidence of activities or processes that are of dubious historical importance
 - has been so altered that it can no longer provide evidence of a particular association

The fabric of the Golf Course does not demonstrate strong associations to past customs, cultural practices and is not associated with a significant historical event, activity or

PAGE 166

ITEM -
30b9.7

Castle Cove Golf Course - Proposed Listing

CULTURAL AND ENVIRONMENTAL COMMITTEE

19 JULY 2010

historical phase other than the establishment of the Castle Cove suburb initially by Griffin then later by LJ Hooker. It is understood that the layout of the course has been altered over the years. The original club house that was designed and built by Griffin no longer exists to establish a strong association.

Applying the heritage assessment criteria: the Golf Course does not meet the threshold for heritage listing under this criterion.

- b) it has strong or special association with the life or works of a person or group of persons, of importance in the cultural or natural history in the local area: *historic associations*
- guidelines for inclusion
 - shows evidence of a significant human occupation
 - is associated with a significant event, person, or group of persons
 - guidelines for exclusion
 - has incidental or unsubstantiated connections with historically important people or events
 - provides evidence of people or events that are of dubious historical importance
 - has been so altered that it can no longer evidence of a particular association

It is not disputed that the GSDA were the owners of the land on which the Golf Course is situated. While there is significant surviving documentation of the creative work of Walter Burley Griffin, including detailed plans or the 'shelter shed' (club house). There is no primary evidence to support the assumption that Walter Burley Griffin designed the original layout of the Castle Cove Golf Course.

Applying the heritage assessment criteria: the Golf Course does not meet the threshold for heritage listing under this criterion.

- c) it is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area: *aesthetic or technical significance*
- guidelines for inclusion
 - shows or is associated with, creative or technical innovation or achievement
 - is the inspiration for a creative or technical innovation or achievement
 - is aesthetically distinctive
 - has landmark qualities
 - exemplifies a particular taste, style or technology
 - guidelines for exclusion
 - is not a major work by an important designer or artist
 - has lost its design or technical integrity
 - its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded
 - has only a loose association with a creative or technical achievement

Types of items which meet this criterion would include:

1. items which demonstrate creative excellence
2. items which demonstrate distinctive aesthetic attributes in form or composition
3. items which demonstrate a highly original and influential style

PAGE 167

ITEM -
30b9.7

Castle Cove Golf Course - Proposed Listing

CULTURAL AND ENVIRONMENTAL COMMITTEE

19 JULY 2010

Applying the heritage assessment criteria: the Golf Course does not meet the threshold for heritage listing under this criterion.

- d) it has strong or special association with a particular community or cultural group in the area for social, cultural or spiritual reasons: *social significance*
- guidelines for inclusion
 - is important for its associations with an identifiable group
 - is important to a community's sense of place
 - guidelines for exclusion
 - is only important to the community for amenity reasons
 - is retained only in preference to a proposed alternative

The Heritage Branch advises that: "care must be taken not to confuse heritage significance with amenity or utility", and to exclude consideration of an item "if it is only important to the community for amenity reasons" and "is retained only in preference to a proposed alternative."

Applying the heritage assessment criteria: The Castle Cove Golf Course may meet the threshold for listing under this criterion as there could be some social significance to the local community and users of the Golf Course.

- e) it has potential to yield information that will contribute to an understanding of the area's cultural or natural history: *research potential* or *educational significance*
- guidelines for inclusion:
 - has the potential to yield new or further substantial scientific and/or archaeological information
 - is an important benchmark or reference site or type
 - provides evidence of past human cultures that is unavailable elsewhere
 - guidelines for exclusion
 - the knowledge gained would be irrelevant to research on science, human history or culture
 - has little archaeological or research potential
 - only contains information that is readily available from other resources or archaeological sites

Applying the heritage assessment criteria: the Golf Course does not meet the threshold for heritage listing under this criterion.

- f) it possesses uncommon, rare or endangered aspects of the area's cultural or natural history: *rarity*
- guidelines for inclusion
 - provides evidence of a defunct custom, way of life or process
 - demonstrates a process, custom or other human activity that is in danger of being lost
 - shows unusually accurate evidence of a significant human activity
 - is the only example of its type
 - demonstrates designs or techniques of exceptional interest
 - shows rare evidence of a significant human activity important to a community
 - guidelines for exclusion
 - is not rare
 - is numerous but under threat

PAGE 168

ITEM -
30b9.7

Castle Cove Golf Course - Proposed Listing

CULTURAL AND ENVIRONMENTAL COMMITTEE

19 JULY 2010

Applying the heritage assessment criteria: the Golf Course does not meet the threshold for heritage listing under this criterion.

- g) it is important in demonstrating the principal characteristics of a class of the area's cultural or natural places or cultural or natural environments: *representative significance*
- guidelines for inclusion
 - is a fine example of its type
 - has the principal characteristics of an important class or group of items
 - has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity
 - is a significant variation to a class of items
 - is part of a group which collectively illustrates a representative type
 - is outstanding because of its setting, condition or size
 - is outstanding because of its integrity or the esteem in which it is held
 - guidelines for exclusion
 - is a poor example of its type
 - does not include or has lost the range of characteristics of a type
 - does not represent well the characteristics that make up a significant variation of a type

Applying the heritage assessment criteria: the Golf Course does not meet the threshold for heritage listing under this criterion.

Conclusion

The Walter Burley Griffin Society has expressed the opinion, based on their investigations that they "*believe the golf course at Castlecove is without doubt the work of Walter Burley Griffin and his company the Greater Sydney Development Association*" and "*the Society firmly supports the golf course as a Heritage Item.*"

The Golf Course is not recognised by the Walter Burley Griffin Society on their NSW Griffin Inventory (Attachment 6).

There is a significant amount of surviving original documentation recording the creative work of Walter Burley Griffin including the plans of the original club house building. There is no supporting proof in regard the golf course design and layout, only an assumption that because the GSDA owned the land, and as Walter Burley Griffin designed the club house he would have also designed the Golf Course. Edgar Deans (Secretary of the Greater Sydney Development Association) implied in the 1988 interview, with Sue Randle, that the designer of the Golf Course was a Mr 'Green'. Though this cannot be verified by other evidence.

Aerial photography of the course over the last sixty years show that the original boundary of the course appears to have remained essentially intact. However, these photographs provide evidence that the position of greens have been changed over the decades along with the number, shape and location of sand bunkers which have constantly been altered and modified. In the early 1980s there was also the addition of the tennis courts and their supporting infrastructure within the curtilage of the Golf Course.

The Golf Course may meet the threshold for listing under the social significance criterion, as the Course may have some social significance to the local community. However, when applying this criterion the Heritage Branch advises that "*care must be taken not to confuse heritage significance with amenity or utility.*"

PAGE 169

ITEM -
30b9.7

Castle Cove Golf Course - Proposed Listing

CULTURAL AND ENVIRONMENTAL COMMITTEE**19 JULY 2010**

The investigation has revealed with certainty that the Golf Course is situated on land originally owned by the GSDA, and was constructed during this ownership. There is however no supporting primary evidence to justify the listing the Golf Course, as a heritage item on the basis of the assumption that the Course was planned, designed and constructed by Walter Burley Griffin.

On the basis of this uncertainty, the Officers do not recommend that the Golf Course be listed as a Heritage Item in so far as its association with Walter Burley Griffin.

OFFICER'S RECOMMENDATION

1. That the Walter Burley Griffin Society be thanked for their research.
2. That Council consider that in recognition of the known history of the Golf Course and its surrounds the site be included in the next allocation of the Civic Plaques Program. The wording of the plaque to include the oral history text provided by the WBGS and the Society be invited to assist with the selection of appropriate text.

PAGE 170

ITEM -
30b9.7 **Castle Cove Golf Course - Proposed Listing**

ATTACHMENT 5

* THIS ATTACHMENT DOES NOT INCLUDE THE ATTACHMENTS
ORDINARY COUNCIL MEETING INCLUDED IN THE 16.7.2012 REPORT TO
9 JULY 2012 COUNCIL

20.4 CASTLE COVE GOLF COURSE - WALTER BURLEY GRIFFIN SOCIETY PRIMARY RESEARCH

ATTACHMENTS:	1. WALTER BURLEY GRIFFIN SOCIETY 'CASTLE "COVE GOLF COURSE SIGNIFICANCE ASSESSMENT" NOVEMBER 2011 2. REPORT TO CULTURAL AND ENVIRONMENTAL COMMITTEE 19 JULY 2010 AND COUNCIL MEETING 26 JULY 2010 3. AERIAL PHOTOGRAPHS: CASTLE COVE GOLF COURSE: 1943, 1978, 1985, 1995, 2000, 2003, 2009
RESPONSIBLE OFFICER:	LINDA MCCLURE – STRATEGIC PLANNING MANAGER
AUTHOR:	LYNETTE MORRIS – HERITAGE PLANNER
DELIVERY PROGRAM ITEM:	3.2.1 THE HERITAGE OF WILLOUGHBY IS IDENTIFIED AND PROTECTED
MEETING DATE:	16 JULY 2012

Purpose of Report

This report advises Council on the result of the investigation of primary resources undertaken by the Walter Burley Griffin Society (WBGS) in regard to *"the role that Walter Burley Griffin had in planning, designing and constructing the Castle Cove Golf Course."*

In summary, the investigation found that a portion of land was allocated in the Castle Cove subdivision for the provision of 'golf links,' along with other open space areas and walkways. However, the research undertaken by the WBGS has conceded that there is no primary or reliable secondary evidence to substantiate any *"role that Walter Burley Griffin had in planning, designing and constructing the Castle Cove Golf Course,"* and that *"available records do not include any landscape plans signed or unsigned "by Griffin specifically covering detailed features of the course" (Attach 1 page 5).*

The Castle Cove Golf Course is not identified as being significant by the WBGS as it is not included in their 'Griffin Inventory NSW' or their 'Griffin chronology.' The WBGS intensive investigations of primary and secondary resources in 2009/2010 (included in Attach 2) and 2011 (Attach 1) have not provided any accredited evidence, only unsubstantiated assumptions, that the Castle Cove Golf Course was designed by Walter Burley Griffin.

There is an abundance of archival material relating to Griffin's ideas, work and plans, the Greater Sydney Development Association (GSDA) company records and correspondence from contemporary associates of the Griffins. Despite Griffin's prolific output of urban landscapes and detailed plans of both the built and unbuilt environment, in America, Australia and India there have been no plans sourced, referred to or attributed to Griffin for the design/layout of a golf course in America, Australia or India.

The report therefore concludes that the site does not warrant listing as a local heritage item and recommends that Council takes no further action on this matter.

ORDINARY COUNCIL MEETING

9 JULY 2012

Background

Council at the meeting held on 9 June 2009 considered a report from the General Manager in relation to a Notice of Motion from Councillor J Rutherford:

"That Council investigate the role that Walter Burley Griffin had in planning, designing and constructing the Castle Cove Golf Course with a view to declaring the Golf Course a Heritage Item."

Following consideration of this report Council resolved:

1. ***"That Council investigate the role that Walter Burley Griffin had in planning, designing and constructing the Castle Cove Golf Course with a view to declaring the Golf Course a Heritage Item."***
2. ***"That the Walter Burley Griffin Society be approached to provide any advice they might have about the role of Griffin in the planning, design or construction of the Golf Course, excluding the Club House and Car Park land, that might warrant consideration of the property as a Local Heritage Item."***

Council wrote to the WBGS requesting the *"Society's assistance and copies of any archival resources to the connection between Walter Burley Griffin and the Golf Course as outlined in part two of the above resolution, particularly primary resource material."*

The WBGS forwarded the results of their research on the early history of the Castle Cove Golf Course in May 2010 (included in Attach 2). Council considered this research, in conjunction with an officer's report to the 19 July 2010 Cultural and Environmental Committee Meeting (Attach 2) and at the Council meeting held on 26 July 2010, Council resolved:

1. ***"That the matter be deferred to enable more primary research to take place including the Edgar Deans Papers at the National Library of Australia and the Greater Sydney Development Association records at The University of Melbourne Archives to support the proposition that Castle Cove Golf Course was designed by Walter Burley Griffin. The research is to be done by the Walter Burley Griffin Society."***
2. ***"That a report be brought back on the results of the further research."***

In November 2011 the WBGS forwarded the results of their additional research of primary sources (Attach 1).

WBGS Research Results

The Society have provided the results of their additional investigations, their searches included *"published sources," "archival research at the University of Melbourne Archives (Gerutty papers), the National Library of Australia (Dean's papers), Willoughby City Library and the Willoughby District Historical Society."* The 'Heritage Significance Assessment' report includes sections relating to the Greater Sydney Development Association (GSDA), the development company established by Griffin, the development of the Castle Cove Golf Course and a 'significance assessment' of the Golf Course.

ORDINARY COUNCIL MEETING

9 JULY 2012

Significance Assessment

1. Historical Significance

WBGS: "In its 1996 'Plan of Management: Castle Cove Park and Castle Cove Golf Course', Willoughby City Council rate the park and golf course of local and district significance." (Attach 1 page10).

Officer's comments:

- The Willoughby City Council Plan of Management, Castle Cove Park and Castle Cove Golf Course 1996, was commissioned in response to the Local Government Act (1993) which required all community land to be subject to a plan of management. When the 1996 Plan of Management, refers to 'local and district significance' it is in the context of the recreational and open space qualities of the Castle Cove Golf Course and Park, **not** the historical significance value of the NSW heritage assessment criteria. It should be noted that 'district significance' has never been a grading of environmental heritage significance.

WBGS: "The 1996 Management Plan is based on sketchy evidence and some assertions (eg, that the course was developed with Government subsidised labour) are clearly incorrect. Nevertheless, the above assessment presents clear evidence that the Castle Cove golf course has a **special association** with the world renowned architect Walter Burley Griffin. the development of model waterside estates that integrated with the landscape became the passion of both Walter and Marion Griffin and the development of a 'Country Club' based around a golf course was a core element of the vision. Proposals for golf links were put forward by Griffin from 1924 and form a central element of the sub-division plan for the Castlecove Estate drawn up in 1929." (Attach 1 page10)

Officer's comments:

- The historical background provided in the 1996 Plan of Management that the Golf Course "was designed by Walter Burley Griffin about 1924 and constructed during the Great Depression by Government subsidised labour" is incorrect and sourced from the unreferenced publication 'The Development of Castle Cove and Middle Cove' compiled by Esther Leslie in 1988.
- While the WBGS research acknowledges that the "1996 Management Plan is based on sketchy evidence and some assertions," the report claims, without supporting proof, that this information is "clearly incorrect" however the WBGS assessment adopts the information as it "presents clear evidence, that the Castle Cove golf course has a **special association** with the world renowned architect Walter Burley Griffin." The absence of any factual evidence makes it difficult to reconcile the "incorrect" information with the subsequent claim of a "special association".
- The history of the Castle Cove Golf Course in the 1996 Plan of Management was not a heritage "assessment". It was a brief background for the Plan of Management, based on unsubstantiated information (as confirmed by the WBGS research).
- The '**special association**' of the Golf Course with Griffin has not been formally recognised by the WBGS, as the Castle Cove Golf Course has not been identified in the WBGS – Griffin Inventory for NSW or the WBGS 'Griffin chronology.'

ORDINARY COUNCIL MEETING

9 JULY 2012

WBGS: "Proposals for golf links were put forward by Griffin from 1924 and they form a central element for the sub-division plan for the Castle Cove Estate drawn up in 1929." (Attach 1 page 4 & 10)

Officer's comments:

- The "proposals for golf links were put forward by Griffin from 1924," was in regard to legal advice. Griffin was considering selling 100 acres of GSDA land to a proposed golf club in exchange for debentures in the company." (Attach 1 page 3).
- The 1929 subdivision plan (Attach 1 page 4) allocates several 'open space' areas (the shaded areas) of which none are assigned for specific use (including the approximate area which was eventually allocated as a golf course). The 1929 plan is not conclusive evidence of Griffin incorporating a golf course in the design of the Castle Cove Estate. The shaded areas do not indicate any design for fairways or links. There is another similar plan (held by the New York Historical Society) that refers to "GOLF" on the other shaded area.

WBGS: "The eventual design of the course differs significantly from the form depicted in the 1929 plan. The evidence indicates that Griffin oversaw the landscape design for the course, but did not commit his ideas to a formal plan. The significance of the course itself is, however, enhanced, by it being the only such feature associated with the Griffins' Australian work." (Attach 1 page 10)

Officer's comments

- There was no golf course design depicted in the 1929 plan, only areas designated for 'open space. (Attach 1 page 4)
- The results of the WBGS research has acknowledged that **"available records do not include any landscape plans signed by Griffin specifically covering detailed features of the course."** (Attach 1 page 5)
- There has been no documented evidence provided by the WBGS to support any contribution by Griffin to the layout and subsequent development of the Golf Course. WBGS research has established that, Griffin could not have provided **"regular supervision of the on-site development activities"** (Attach 1 page 5) **as seven of the nine greens were "formed and bunkered" during the three month period that Griffin was in America.** (Attach 1 page 5)
- There are detailed plans (including plans for the Castle Cove Country Club shelter shed), drawings and in some cases photos of Griffin designed golf club buildings (built and unbuilt) in Australia and America. There is no documented evidence of Griffin designing, or contributing to the landscape layout of any golf course in America, Australia or India, including Castle Cove Golf Course.

WBGS: "In terms of the cultural history of Willoughby City, the Castle Cove golf course is of **local significance** as the first golf course to be constructed in the LGA and in April 2012 it will have operated successfully for 80 years." (Attach 1 p10)

Officer's comments

- Council's resolution of the 26 July 2010 was a request to the WBGS to undertake **"primary researchto support the proposition that Castle Cove Golf Course was designed by Walter Burley Griffin."** This additional research of primary sources by the WBGS has not provided any primary or secondary evidence to support the proposition that Castle Cove Golf Course was designed by Walter Burley Griffin.

ORDINARY COUNCIL MEETING

9 JULY 2012

- Applying the Heritage Significance Criteria for Criterion 'a' (Historic significance), being the *"first golf course to be constructed in the LGA"* and operating for eighty years is not recognised as a prerequisite for a property to be considered for assessment for its heritage significance.
- The Northbridge Golf Course (which was opened only three years later in 1935) is a local heritage item in recognition of :
 - Historical significance as it demonstrates the local community's endeavours to create a public golf course. The evolution of the clubhouse reflects the suburban development of Northbridge. Its large-scale stone retaining walls built by Emergency Relief Workers are a physical reminder of the Great Depression.
 - Aesthetic significance for its mature plantings of native trees, which demonstrate the gradual emergence of a designed landscape aesthetic for the use of primarily native vegetation. The location of Northbridge Golf Course in a harbourside bushland setting with views to the water is of considerable visual appeal. The original part of the clubhouse is significant as an Inter-war Georgian Revival style building showing Spanish Mission influences.
 - Research significance for its rare ridge top vegetation with some endangered species eg. *Platysace stephensonii* and Aboriginal and European archaeological sites.
- The Chatswood Golf Course also opened in 1935.

WBGS: *"the Castle Cove golf course has a special significance well beyond its local boundaries. Possibly paramount among all the projects completed by Walter and Marion Griffin during their time in Australia, this important memento tells the story of the emotional damage they bore from the years of infighting over the development of Canberra and their often contemptuous response to authority."* (Attach 1 page 10)

Officer's comments:

- WBGS research does not elaborate on the relevance and connection of how or why Castle Cove Golf Course *"tells the story of the emotional damage they"* (the Griffins) *"bore from the years of infighting over the development of Canberra and their often contemptuous response to authority"*. The absence of design plans for Castle Cove Golf Course or any record of arguments with the local authority over the Golf Course do not uphold the statement by the WBGS.
- The City of Canberra itself is more relevant to Griffin's role in its development.

WBGS: *"The provision of a 'Country Club' may have been an important element of the waterside estates that Griffin sought to establish, but its method of implementation was an act of defiance against the Melbourne-based GSDA shareholders and their spokesperson, Charles Cerutti."* (Attach 1 page 10)

Officer's comments:

- This supposition about the provision of a country club is irrelevant to the question of the designer of the Golf Course itself.

WBGS: *"the Castle Cove golf course has **national significance** through the insight it provides into the operations of the GSDA and the response of its competing elements to the Great Depression of the 1930s."* (Attach 1 page 10)

ORDINARY COUNCIL MEETING

9 JULY 2012

Officer's comments:

- The WBGS research does not identify or elaborate on how the existence of Castle Cove Golf Course provides an insight *"into the operations of the GSDA and the response of its competing elements to the Great Depression of the 1930s"* in relation to supporting *"the proposition that Castle Cove Golf Course was designed by Walter Burley Griffin."*
- The Castle Cove Golf Course **does not meet any of the nine National Heritage List criteria** to be considered by the Australian Heritage Council and recommended to the Minister for the Department of Sustainability, Environment, Water, Population and Communities for inclusion on the National Heritage List as being of **"national significance."**

2. Aesthetic Significance

WBGS: *"The 'Castlecove Golf Club Shelter' was designed by Griffin in 1931..... The shelter is, unfortunately, no longer existent, having been destroyed by fire in 1957. Accordingly the significance of the site has been significantly decreased."* (Attach 1 pages 10 & 11)

Officer's comments: The original 'Castlecove Country Club Golfers Shed' was destroyed by fire in 1957 and the site of the shed has no heritage significance.

WBGS: *"The 1996 Management Plan highlights the golf course's attractive parkland setting characterised by indigenous trees and shrubs. The desire to create such settings is a feature of both Walter and Marion Griffin's vision for their Middle Harbour, but in the absence of sound evidence, it is not possible to directly link Walter Griffin with this feature."* (Attach 1 page 11)

Officer's comments: Agreed, there is no evidence to link Griffin with the "golf course's attractive parkland setting characterised by indigenous trees and shrubs" or the Golf Course layout.

WBGS: *"There have been a number of alterations to the layout of the fairways, bunkers and greens since 1932."* (Attach 1 page 11)

Officer's comments: Agreed, aerial photographs taken in 1943, 1978, 1985, 1995, 2000, 2003, 2007 and 2009 (Attach 3) confirm the "number of alterations to the layout of the fairways, bunkers and greens."

WBGS: *"It is concluded that the site has no special aesthetic significance."*

Officer's comments: Agreed

Social Significance

WBGS: *"As the first golf course in the Willoughby LGA, the Castlecove Country Club has social significance due to its role in popularising this sport on Sydney's North Shore."* (Attach 1 page 11)

Officer's comments:

- No supporting data has been provided as to how Castle Cove Golf Club contributed to "popularising" the "sport on Sydney's North Shore."

ORDINARY COUNCIL MEETING

9 JULY 2012

WBGS Conclusion

WBGS: *"The Castle Cove golf course is of **local significance** as the first golf course to be constructed in the LGA and it has wider significance as the only one in Australia to be conceived and designed by Walter Burley Griffin."* (Attach 1 page 13)

Officer's comments:

- Being *"the first golf course in the Willoughby LGA"* is not recognised as a prerequisite for a property to be considered for its local significance. As mentioned above in Willoughby, the Northbridge Golf Course and clubhouse are local heritage items for the reasons listed.
- The *"local significance"* of the Castle Cove Golf Course is not recognised by the WBGS, as the course is not identified on their 'Griffin Inventory for NSW' or their 'Griffin chronology'.
- WBGS research has concluded that there is no supporting evidence to corroborate the supposition that the Castle Cove Golf Course was *"conceived and designed by Walter Burley Griffin"* and have noted that **"available records do not include any landscape plans signed by Griffin specifically covering detailed features of the course."** (Attach 1 page 5)

WBGS:

1. *"The circumstances of its construction, however, were mired in ongoing conflict between Griffin and a group of Melbourne-based shareholders in his company, the Greater Sydney Development Association."*
2. *"An outcome of this situation was the absence of formal plans by Griffin documenting his landscape design for the course"*
3. *"Accordingly, we cannot determine to what extent the original features of the course have been retained over the years."* (Attach 1 p13)

Officer's comments:

The WBGS have assumed that Griffin's *"conflict"* with the Melbourne shareholders resulted in the absence of *"formal plans,"* for Castle Cove Golf Course. There are no plans or sketches of the early Golf Course layout to identify what *"original features of the course"* have been altered or retained, and the assessment has acknowledged that *"there have been a number of alterations to the layout of the fairways, bunkers and greens since 1932."* (Attach 1 page 11)

WBGS: *"the primary sources referenced here clearly show that Griffin was the key driver of the project to build the course."*

Officer's comments:

The concern is to determine whether Griffin designed the Course. The WBGS 'significance assessment' has conceded that **"available records do not include any landscape plans signed by Griffin specifically covering detailed features of the course."** (Attach 1 page 5)

WBGS: *"The Castle Cove golf course also has social significance from its role in providing some sectors of Willoughby society with the ability to participate in a new sport, namely golf, during the 1930s Depression."* (Attach 1 page13)

ORDINARY COUNCIL MEETING

9 JULY 2012

Officer's comments:

- Golf was not 'a new sport' for 'some sectors of Willoughby society.' Many locally available golf clubs located and operating on the North Shore preceding and "during the 1930s Depression" included:
 - Killara Golf Club: 1899
 - Cammeray Golf Club: 1906
 - Roseville Golf Club: 1923
 - Avondale Golf Club, Pymble: 1926
 - Castle Cove Golf Club 1932
 - Northbridge Golf Club: 1935
 - Chatswood Golf Club: 1935
 - Gordon Golf Club: 1936

Conclusion

The WBGS has provided an assessment report that indicates Griffin's involvement in the planning of the Castle Cove Estate. That Estate was intended to include a golf course as part of the subdivision plan.

The research conducted by the WBGS has acknowledged that while the "parkland setting characterised by indigenous trees and shrubs" of the Castle Cove Golf Course and "the desire to create such settings is a feature of both Walter and Marion Griffin's vision for their Middle Harbour, ... **in the absence of sound evidence, it is not possible to directly link Walter Griffin with this feature.**" (Attach 1 page 11)

Their research has also confirmed that "**available records do not include any landscape plans signed by Griffin specifically covering detailed features of the course.**" (Attach 1 page 5)

The WBGS thorough investigation of sourced primary and secondary resources has provided no evidence to confirm and "*support the proposition that Castle Cove Golf Course was designed by Walter Burley Griffin.*"

The archive records of the Castle Cove subdivision show layouts of roads and parks that bear little resemblance to the current layout of the suburb.

Furthermore, the WBGS have acknowledged that there have been a number of alterations to the layout of the fairways, bunkers and greens since 1932.

In conclusion there is no justification to make the Castle Cove Golf Course a local heritage item and it is recommended that Council take no further action on this matter.

OFFICER'S RECOMMENDATION

1. That the Walter Burley Griffin Society be thanked for their extensive research and the documentation be referred to the Council Library for research and record purposes.
2. That Council takes no further action on this matter.

ATTACHMENT 6



FROM THE SKIES: AERIAL PHOTOGRAPHS OF SYDNEY
IN 1943 - RTA



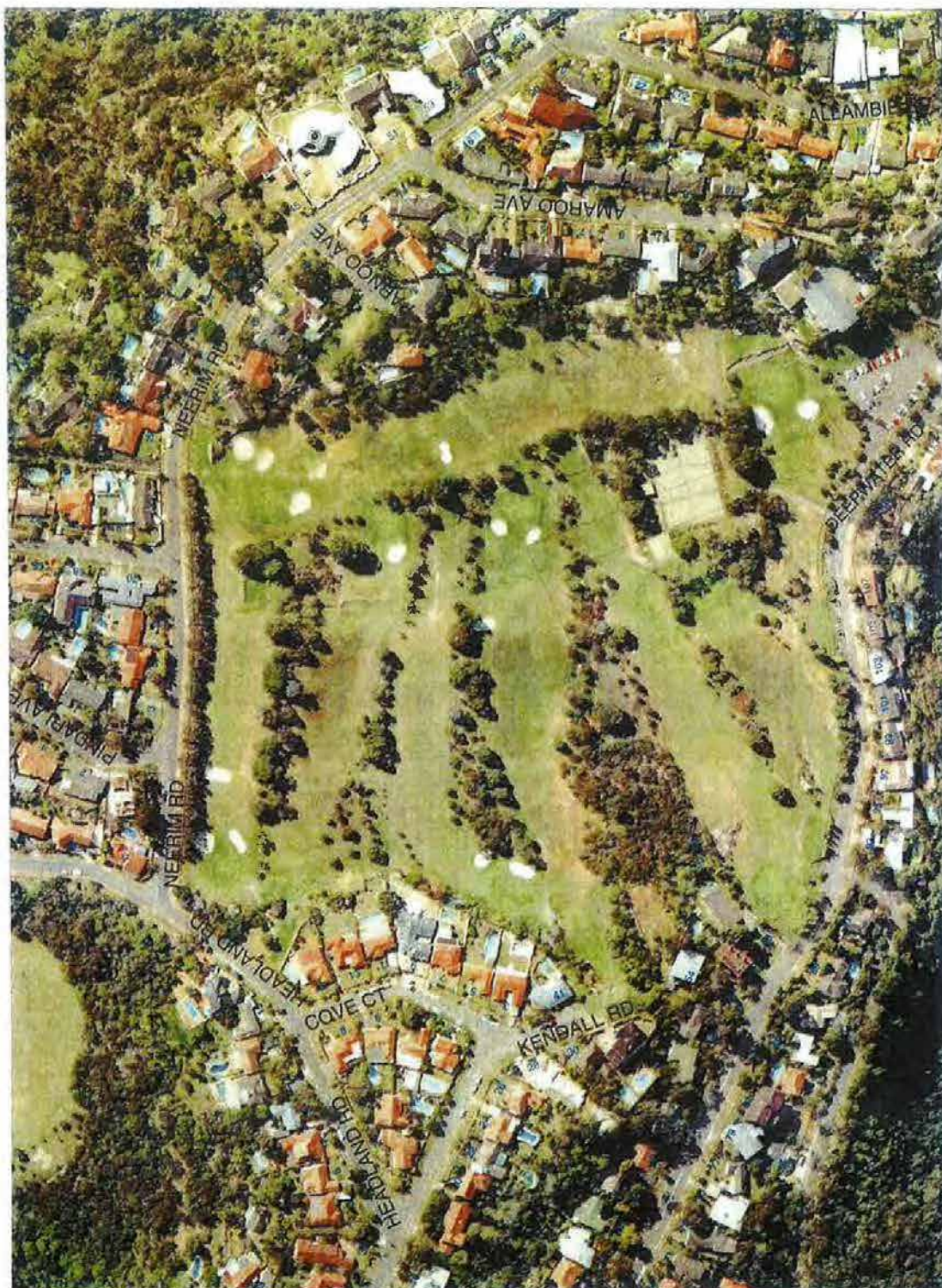
1978

1978



ASMP 1985

1985



Area of 1991

1995



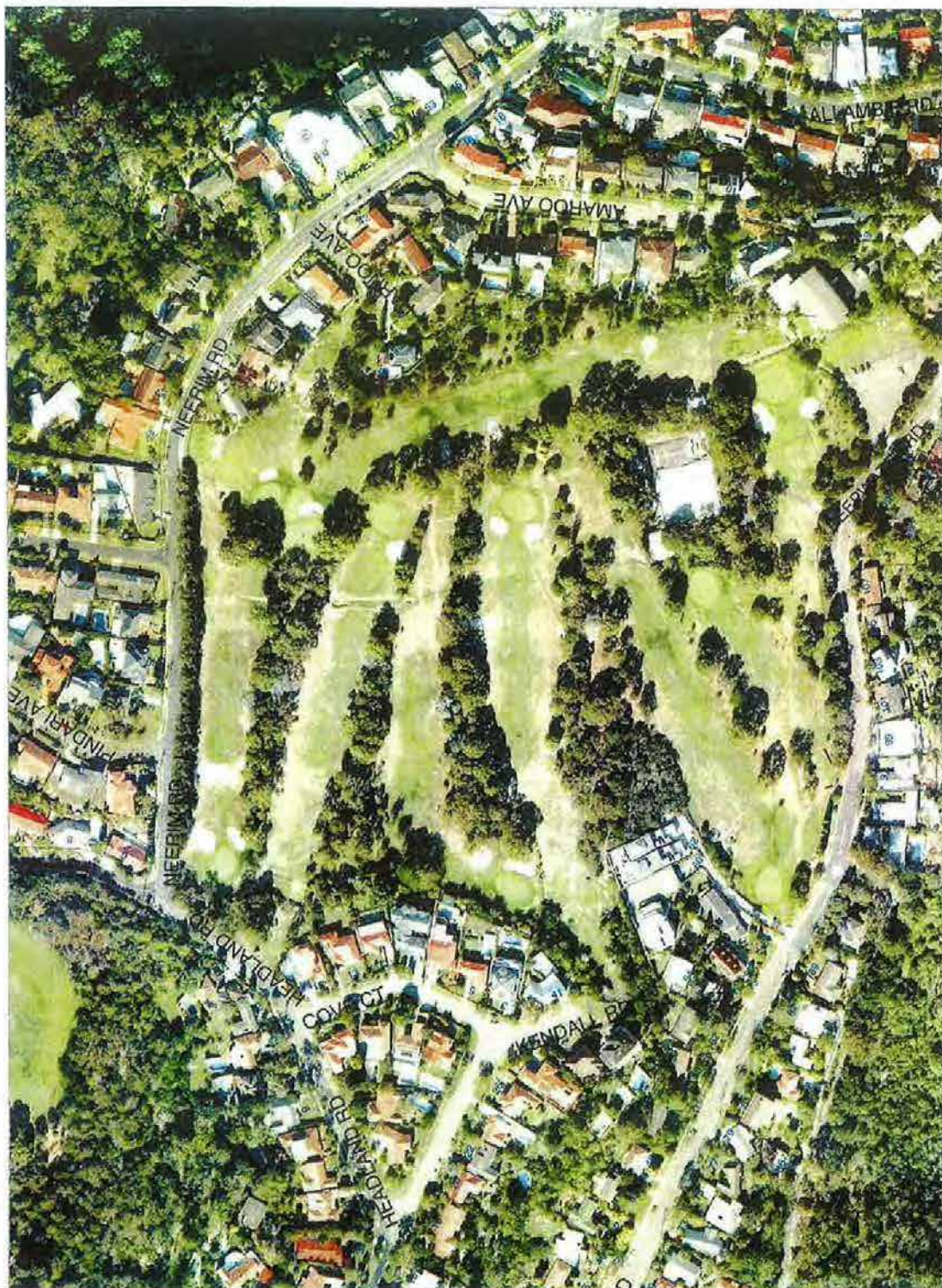
7000

2000



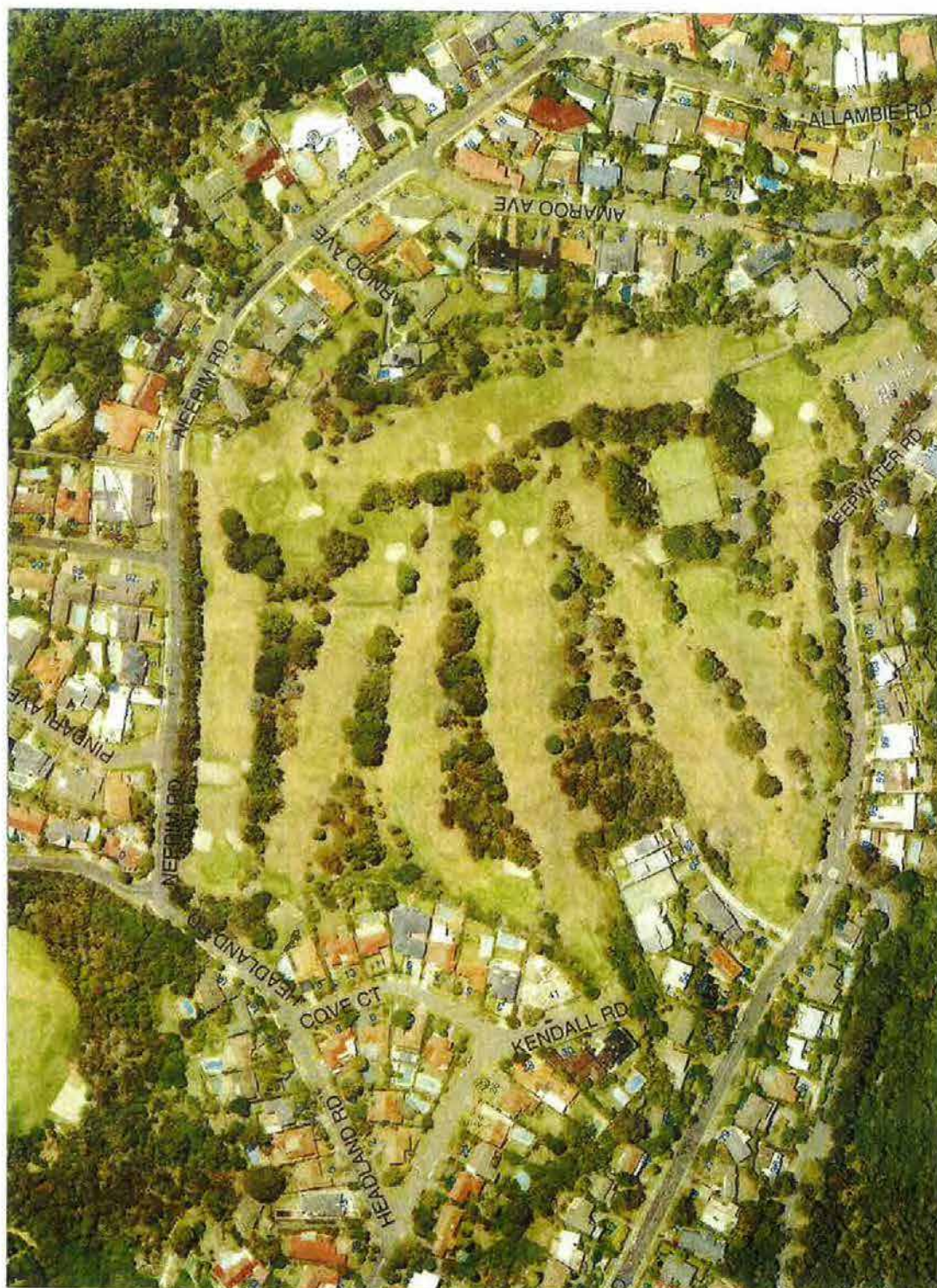
September 2003

2003



February 2007

2007



January February 2009

2009

Walter Burley Griffin Society - Griffin Inventory NSW

Page 1 of 1

ATTACHMENT 7

Griffin Inventory NSW

[HOME PAGE](#) ■

[INTRODUCING
THE GRIFFINS](#) ■

[GALLERY](#) ■

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http://www.griffinsociety.org/Conservation/inventory_nsw.html

5/07/2013

15 DEFERRED MATTERS

15.1 CASTLE COVE GOLF COURSE - SUBSEQUENT REPORT: CASTLE COVE GOLF COURSE

RESPONSIBLE OFFICER: GREG WOODHAMS - ENVIRONMENTAL SERVICES DIRECTOR

AUTHOR: LYNETTE MORRIS - HERITAGE PLANNER

MEETING DATE: 11 NOVEMBER 2013

Purpose of Report

Council considered the attached report on the Castle Cove Golf Course from the 23 September 2013 Ordinary Council Meeting, and resolved:

That the matter be deferred to the Council meeting in November 2013 to allow the Walter Burley Griffin Society to bring back any additional material and to attend the meeting.

PROCEDURAL MOTION

That Items 15.1 & 15.2 be dealt with simultaneously.

PROCEDURAL MOTION

That Mrs Kerry McKillop (Secretary of Walter Burley Griffin Society) address the meeting.

Mrs McKillop indicated she was available to answer any questions that Councillors wished to put to her.

MOTION

That Willoughby Council take the appropriate steps to list Castle Cove Golf Course as a Local Heritage Item based on historical associations and social significance.

MOVED COUNCILLOR RUTHERFORD

SECONDED COUNCILLOR NORTON

CARRIED

Voting

For the Motion: Councillors Coppock, Eriksson, Giles-Gidney, Mustaca, Norton, Rozos, Rutherford, Saville, Sloane and Wright.

Against the Motion: Councillor Hooper

CONSEQUENTIAL MOTION

The Walter Burley Griffin Society be thanked for their extensive research.

MOVED COUNCILLOR NORTON

SECONDED COUNCILLOR RUTHERFORD

CARRIED

Voting

For the Consequential Motion: Councillors Coppock, Eriksson, Hooper, Giles-Gidney, Mustaca, Norton, Rozos, Rutherford, Saville, Sloane and Wright.

Against the Consequential Motion: Nil

ANNEXURE 2

LEP Practice Note PN 09-003 –Written Statement

As part of the planning proposal, Council must provide a statement which address specific requirements for the reclassification of public land. These requirements are contained within the NSW Government Department of Planning's LEP Practice Note PN09-003 "Classification and reclassification of public land through a local environmental plan".

Council intends to reclassify Lots 98, 99, 174, 178, 179 and 184 DP 69609 and Lots 25, 30, 32 and 33 DP 67931 at 7-13 Herbert Street St Leonards from community land to operational land via the planning proposal process. The planning proposal does not propose any changes to the zoning of the subject site. The zoning of the building is R4 High Density Residential. The 10 lots are located within a building(s) which total 218 units.

The changes resulting from the reclassification are addressed in the table below.

LEP Practice Note: PN 09-003 Classification and reclassification of public land through a local environmental plan	
Requirement	Response
Reason why the planning proposal is being prepared	The planning proposal is being prepared so that the land can be reclassified to operational to enable the long term leasing and /or allow Council the option of selling the subject sites.
Current and proposed classification	The land is currently classified as community land and it is proposed that the land be reclassified to operational land.
Reason for the classification	The land is currently classified as community. When the land was dedicated to Council, it went through the process of being classified as operational. However, it is uncertain that this process was concluded satisfactorily. The land is required to be operational in order to be used for their purpose to be leased to members of the public for affordable housing. It is also beneficial to have the option to sell the units sometime in the future if this is the best option for utilising the funds for affordable housing.
Council's ownership of the land	The subject sites are owned by Council

Nature of Council's interest in the land	The subject sites are owned by Council
How and when the interest was first acquired	Units 7, 12, 14 and 15/ 13 Herbert Street were transferred to Council on 15/2/2003. Units 1, 5, 6 and 11/ 7 Herbert Street and 5 and 6/9 Herbert Street were transferred to Council on 12/6/2003. Willoughby Local Environmental Plan 1995 (WLEP 1995) identified the site at 7-13 Herbert Street as an Affordable Housing Precinct. WLEP 1995 required that 4% of the total floor space of new dwellings within identified Willoughby Local Housing Precincts be provided as affordable housing. (Precincts were identified under WLEP 1995 when rezoning for residential or higher density residential occurred). The development of the site at 7-13 Herbert Street by Meriton Apartments Pty Ltd resulted in 10 affordable housing units being dedicated to Council. These units are managed by community housing provider Link Housing and leased to eligible tenants. Council owns the units in perpetuity.
The reasons Council acquired an interest in the land	Same as above
Any agreements over the land	Development consent 1999/1138 required the provision of affordable housing dwellings to Council. There are no covenants on the title relating to the affordable housing.
An indication of any financial loss or gain from the reclassification	The units comprise 8 x one bedroom units and 2 x two bedroom units. The market value of these units are approximately \$450,000 for the one bedroom units and \$600,000 for the 2 bedroom units. The units are subject to high strata management costs as the unit complex has several lifts as well as a swimming pool and gymnasium. Reclassification, would allow the flexibility of selling the units. The sale of the units could yield up to \$4.8 million to be spent on the construction or purchase of alternative affordable housing units in the City potentially with less facilities and lower strata fees. The current tenants of the units would need to be suitably rehoused prior to the sale of the units which would be done in conjunction with the community housing provider. The sale of the units would be gradual as leases expired or tenants vacated and alternative accommodation would be

	offered to tenants.
The asset management objectives being pursued.	Council would like to have a greater number of options available for the management of the units, including having the option to sell them which would provide flexibility for the purchase of alternative affordable housing units within the City. Whether they are sold or not, the units should also be classified as operational to enable long term lease agreements.
Whether there has been an agreement for the sale or lease of the land.	There has been no legal agreement entered into for the sale or lease of the land.
Relevant matters required in plan making under the Environmental Planning & Assessment Act 1979.	The reclassification is proposed to be carried out in accordance with: Section 55 relevant authority to prepare a planning proposal. Section 56 Gateway Determination Section 57 Community Consultation
A copy of the practice note	The NSW Government Department of Planning LEP practice note PN09-003 – Classification and reclassification of public land through a local environmental plan is at Attachment 8 of the Council report. Council is seeking to reclassify land via the process in Column 2 of Attachment 1 of PN09-003, entitled “Requirements after commencement to the 2008 EP&A Act when it applies to a proposal”