



Case information

Case IDs	300057452 (Application for Designation) 300060373 (Application for Certificate of Intention Not to List)
Name of Site	Cumbernauld Town Centre, Cumbernauld

Local Authority	North Lanarkshire Council
National Grid Reference	NS 75805 74489
Designation Type	N/A
Designation No. and category of listing (if any)	N/A
Case Type	Application for Designation Application for Certificate of Intention Not to List (COINTL)

Received (Designation)	21/03/2022
Decision Date	23/11/2022
Received (COINTL)	12/10/2022
Decision Date	23/11/2022

This Report of Handling combines decisions for two separate proposals. The first covers the application to HES to list Cumbernauld Town Centre, and the second covers a separate request to issue a Certificate of Intention Not To List (COINTL) for Cumbernauld Town Centre.

Cumbernauld Town Centre (CTC) is a large, multi-period building located at the centre of Cumbernauld New Town (established 1955). The building consists of several phases of construction:

- **Phase One** (largely designed and constructed between 1959 and 1967) is CTC's earliest building. It was conceived as an architectural megastructure, intended to grow and reflect the passage of time through a series of interconnected phases, with civic functions and amenities added or removed as required by the town's residents, in an open-ended program of development.
- **Phase Two** (1968-72) is an integrated extension that was conceived prior to the construction of Phase One and represents a continuation of the megastructural planning and design principles embodied in Phase One.
- **Phase Three** (1972-74) was a flat-roofed superstore adjoining the east side of Phase One. It was designed as a substantively stand-alone entity with its own

split-level 'forecourt parking'. Phase Three was demolished between 1997 and 2002.

- **Phase Four** (1979-81) is a flat-roofed, elongated rectangular shopping centre adjoining and extending eastwards from the north spur of Phase One.
- **The Antonine Shopping Centre** (2007) by Keppie Design is a largely free-standing shopping centre, the rear of which is connected to the south elevation of Phase One via two enclosed access walkways.

1. Our Decisions

1.1 Decision summary (listing proposal)

Our decision is not to list any part of CTC. Our assessment shows that Phases One and Two are of special interest for listing, but we have decided that development proposals are too advanced to list the building at this time. Our detailed reasoning is set out below.

Our Designation policy and Selection Guidance (DPSG) is published on our website - [Designation Policy and Selection Guidance | Hist Env Scotland \(historicenvironment.scot\)](https://www.historicenvironment.scot/designation-policy-and-selection-guidance).

We assessed the CTC site for listing after we received a listing application in March 2022. We have reviewed the status of all of the connected buildings that make up the current Town Centre.

To inform this decision, we published a survey on our [Consultation Hub](#) (Citizen Space) page to hear what people thought about the cultural significance of the CTC and whether it should be listed. We have over 2000 responses from groups and individuals.

We also consulted directly with the owners of the CTC and the local authority (both as planning authority and prospective developer).

- Our assessment using the selection guidance for listing shows that CTC Phase One and Phase Two are of special architectural and historic interest (see Section 5 and Annex A).
- Our assessment finds that Phase Four is not of special interest for listing.
- The Antonine Shopping Centre (adjoining Phase One via walkway links) was constructed in 2007. We have not carried out an assessment of the Antonine Centre using the designation selection guidance. As the building is 15 years old, we have decided there is insufficient historical perspective to do so.

North Lanarkshire Council (NLC) provided a detailed submission setting out their development proposals for the site. The majority owner of the site (Hamcap Cumbernauld LLP) also provided us with a detailed report which provides an appraisal of the significance of the site. These responses are published on our [Consultations Hub](#) (Citizen Space).

1.2 Decision summary (Certificate of Intention Not to List - COINTL)

We received a request for a COINTL (a legal guarantee that prevents a building being listed for a period of five years) from the majority owner of CTC site on 12/10/2022. We originally received a COINTL application on 03/08/2022, but that application did not meet the legal requirement to notify the planning authority, and so the application was resubmitted. Guidance on COINTLs is published on our website - [Certificate of Intention Not to List \(COINTL\) | Hist Env Scotland \(historicenvironment.scot\)](https://www.historicenvironment.scot)

- As we have found Phase One and Phase Two meet the criteria of special interest for listing, we will not issue a COINTL for this part of the site.
- We have decided to issue a COINTL for Phase Four of the CTC, which we have found does not meet the criteria for listing.
- We do not intend to issue a COINTL for the Antonine Centre. We have not carried out an assessment of that building.

2. Designation Background and Development Proposals

2.1 Designation Background

CTC was proposed for listing to our predecessor body, Historic Scotland, in 1992. The proposal was made during the time when the amenity body, Docomomo Scotland, compiled its inaugural list of the '[60 Key Scottish Monuments](#)'. The purpose of that list was to raise the profile of outstanding post-war architecture in Scotland and the potential listing of several buildings on this list was discussed during that period.

Historic Scotland did not take the CTC forward for listing at that time. Our understanding based on the information available to us is that Historic Scotland did consider that CTC was of special interest. We do not have a detailed record of the reasons why a listing was not taken forward. The context has changed, and the designation policy has been updated several times since then.

Previous designation decisions do not impact on later assessments as the circumstances of that decision-making is under continuous review. This will be particularly relevant when new information about a site or place becomes available, including whether or not it is affected by development proposals.

2.2 Development Proposals

See Section 7 below for our detailed consideration of the status of the development proposals using our designation policy (DPSG).

We are aware of development proposals directly affecting the entirety of the CTC site to provide for a new town centre complex known as the Cumbernauld Town Hub. The current proposals are for the complete demolition of all the buildings forming the CTC apart from the Antonine Centre.

During the course of our assessment North Lanarkshire Council (NLC) provided a detailed account of the nature and status of their development proposals. We have published the council's summary of those proposals with links to other supporting documents on our [Consultation Hub](#) (Citizen Space)

The Council submitted the following documents:

- Response to listing consultation (01/09/2022)
- NLC Mixed Use Town Centres Report June 2019 - containing recommendations to inform the development of Town Centre Visions.
- NLC Economic Regeneration Delivery Plan Annual Review and Update Action Plan (February 2021) - confirming the approval of Draft Town Visions in March 2020
- Online Consultation Boards February 2021 – ‘A Vision for Cumbernauld’.
- New Vision New Places 160921 - North Lanarkshire Council
- Report to NLC Policy and Strategy Committee 30.09.2021. Reporting on the consultation on Draft Town Visions and seeking approval for the high-level design principles outlined in the finalised town visions (The finalised Town Visions are at appendix 6 in the document).
- HES has had sight of a Cumbernauld Town Centre Feasibility Study with redevelopment options for the Town Centre (February 2021 – Revised August 2022).
- Cumbernauld Town Visions survey data (June 2022)

HES has also had sight of details of a range of consultants and specialist reports commissioned by the Council to support the development of their proposals.

The summary submitted by the Council sets out the status and progress of the proposals for Cumbernauld Town Centre. The Council has confirmed that:

- NLC is committed to the regeneration and renewal of Cumbernauld town centre. In taking this forward, the Council has adopted a planning-based approach to support the redevelopment of the town. This has resulted in the development of the Cumbernauld Town Vision and Masterplan.
- NLC has been in discussion with owners and stakeholders since 2019 about the future of its 8 town centres, including with the owners of the majority of the CTC about acquiring the site.
- A Draft Town Vision for Cumbernauld was approved by NLC's Policy and Strategy Committee in March 2020.
- In 2020, NLC carried out a public consultation on both the Draft Town Vision and (separately) on the Town Hub proposals. NLC note broad support for both the Vision and for the location of the town hub on the site of CTC.
- In September 2021, NLC's Policy and Strategy Committee approved the Town Vision and Town Hub Proposals for Cumbernauld and approved the acquisition of The Centre.
- In 2021 consultants were appointed to develop a masterplan for the site.

- In early 2022 NLC reached an in-principle agreement to purchase the site.

We have also seen further evidence from NLC about the nature of their commitment to the redevelopment of the site (not published for reasons of confidentiality).

The North Lanarkshire Council (NLC) [Local Development Plan of 2021](#) (adopted in 2022) indicates CTC is allocated as a Strategic Town Centre (STC), and that development proposals in these locations will be assessed against support for office, service, education, and cultural facilities.

3. Assessment process

3.1 Assessment information

3.1.1 Listing assessment and evidence gathering

We received a proposal to designate CTC as a listed building on 21/03/2022.

For the purpose of our assessment, we visited CTC on 28/04/2022. We visited and photographed the exterior and interior of the building's public realm and former public realm. The interiors of the high-level run of three glazed pavilions were not accessible for health and safety reasons.

We undertook extensive document and archive research which included a review of several online sources and visits to North Lanarkshire Council archives and the Cumbernauld archive held at Edinburgh College of Art (dossier compiled by Prof Miles Glendinning, Scottish Centre for Conservation Studies).

To gather information about the cultural significance of the site, we carried out a public consultation from May to June 2022.

We received 2163 comments and the results were analysed both in terms of the information that was directly relevant to our assessment (comments relating to architectural and historic interest) and in terms of the more general value people placed on this site. We commissioned Kevin Murray Associates to analyse the responses and produce a summary report for us. The report and the full text of the responses we have been given permission to publish are available on our [Consultation Hub](#) (Citizen Space).

Other evidence/submissions which have informed our assessment and decision include:

- A public consultation on the listing proposal held in June 2022 by NLC (See [Consultation Hub](#))

- A Listing Assessment Report submitted August 2022 by Icen Projects on behalf of the current majority owner of Cumbernauld Town Centre. (See [Consultation Hub](#))
- A response from NLC (01/09/2022) setting out their views about the merits of the site for listing and a detailed account of ongoing development proposals (See [Consultation Hub](#))
- Reference to dossier of archive information on Cumbernauld Town Centre provided by Scottish Centre of Conservation Studies.

3.1.2 COINTL assessment

We received an application for a COINTL by the agents representing the majority owner of the CTC on 03/08/2022 and the same application was resubmitted to us on 12/10/2022 as it was not validated correctly in the first instance.

A COINTL application is processed in the same way as an application for listing. Applications are assessed using the listing selection guidance set out in our Designation Policy and Selection Guidance. We have combined these two cases and used the same evidence to inform both decisions.

3.1.3 Our decision to carry out this assessment

Our Designation Policy and Selection Guidance ([DPSG](#)) sets out our approach to carrying out our designation work, including how that work relates to designation proposals.

We consider the individual circumstances of each case. We will normally carry out a designation assessment unless:

- the site or place is unlikely to meet the designation criteria;
- designation is considered unlikely to be the best mechanism for recognising and protecting the cultural significance of a site or place;
- a Certificate of Intention Not to List is in place; or
- there are development proposals at an advanced stage.

In this case, we have decided to carry out a designation assessment using the selection guidance for listing. We did not have the evidence to make an initial rapid assessment of significance.

While we were aware of developing proposals for the building, we did not have detailed evidence about the nature or status of these proposals. Our decision to carry out a full assessment also recognised the wider public interest in the discussion about the future of CTC.

4. Consultation

4.1 Our approach to consultation

Because we understood there was likely to be a significant public interest in this case we sought early engagement with owners, the planning authority and the public soon after we received the listing proposal and to inform to our view on significance.

We launched a public consultation from 12 May to 12 June 2022 to gather that initial public response. We recognised the importance of CTC as a distinctive place about which people have many varied views and opinions, as well as diverse experiences.

This early engagement allowed us to gather an extensive amount of evidence about the site, which included views on the architectural and historic interest, information about the building's current condition as well as information about relevant development proposals.

We have also accepted comments from interested parties during the course of the case. In Section 4.3 we have summarised who engaged with us and what those responses were. A detailed summary of our public consultation and the responses are published on our [Consultation Hub](#) (Citizen Space).

4.2 How we take consultation responses into account

We consider comments and representations which are material to our decision-making, such as:

- Understanding of the cultural significance of the site or place and whether it meets the criteria for designation.
- The purpose and implications of designating the site or place. We consider whether these are relevant to the case.
- Development proposals related to the site or place. Where there are development proposals, we consider whether to proceed with designation in line with our designation policy.

Comments and representations which are non-material to our decision-making include:

- Economic considerations
- Lack of maintenance
- Popularity or unpopularity

4.3 Consultation summary

4.3.1 Summary table

Respondent	Summary Comments	HES Response
<p>HES consultation gathers views from 2163 members of the public and organisations</p>	<p>1827 respondents were not in favour of listing. The prevailing response against listing was based on the prospect of a new central mixed-use hub proposed to replace the existing site which is largely seen as no longer fit for its purpose. Design flaws and lack of maintenance were often cited.</p> <p>323 respondents were in favour of listing. These responses referred to specific aspects of architectural or historic interest. Several responses noted that the earliest phases of the CTC were pioneering in their design and were an important component of the new town plan.</p>	<p>We have taken all relevant comments on special interest into account in our assessment. The assessment of special architectural or historic interest is based on the selection guidance for listing.</p> <p>Condition and economic issues are not a factor in our assessment process.</p> <p>Issues raised related to the extent of development proposals are of material interest to the decision to designate a site or place as a listed building (DPSG, p. 7).</p> <p>We commissioned a third party (Kevin Murray Associates) to compile a full report which analyses the responses by referring to our selection guidance for listing. A full transcript of the responses is also included as an annex to the report (Consultation Hub).</p>
<p>North Lanarkshire Council (NLC)</p>	<p>The council provided a significant amount of information about plans and resources they have put into place to prepare for the proposed redevelopment of the town centre in</p>	<p>We accept that the development proposals planned by NLC are advanced and we have decided that we should not proceed with listing (see section 7).</p>

	<p>Cumbernauld. (See section 2.2 of this report.)</p> <p>The intention is to gain ownership of the centre to provide a mix of public and private facilities for the town. The purchase of the site is currently pending (2022).</p> <p>The council have not put forward any detailed views for or against listing in terms of the criteria of special architectural or historic interest.</p>	<p>We have assessed the site using the selection guidance for listing to provide a full understanding of the architectural and historic interest of the site. (DPSG, Annex 2)</p>
Majority owner - (Hamcap (Cumbernauld) LLP)	<p>Iceni Projects on behalf of the owner provided a building report and analysis of the implementation of the design of the CTC. They also considered the subsequent changes in terms of later alterations. Their conclusion is that the building is too altered and does not meet the criteria of special architectural or historic interest and should not be listed.</p>	<p>We have addressed this in our detailed assessment (see Annex A below). We have found that Phases One and Two are of special interest, taking into account the later alterations. Our assessment concludes that the nature of the building as an extendable megastructure has been able to withstand a high degree of later additions and alterations. The underlying structure is still clearly readable underneath a number of later additions.</p>
Owner (Avon House) - Swan Group	<p>Provided comments outlining why they consider the building does not meet the criteria of special architectural or historic interest including: While the building may be</p>	<p>We have addressed the level of alteration in our detailed assessment. Condition is not a factor in our assessment of special interest. (See DPSG, Annex A)</p>

	<p>unique and of interest in the past, Swan Group consider that the building is now too altered, poorly maintained and unfit for purpose to be of special interest.</p> <p>They argue that the style of the building may be considered rare but does not enhance the town centre's appearance and may only be of any special interest to select groups of individuals.</p> <p>While Swan Group note that the social historical interest of Cumbernauld and its place in the history of new town development is of importance to the history of Scotland, the town centre megastructure itself is not of such comparable importance that it should be preserved for future generations.</p>	
<p>Owner - Cornerstone House Centre Ltd</p>	<p>Cornerstone House Centre Ltd consider the building is not of a standard to meet the criteria of special architectural or historic interest.</p> <p>They propose that the former penthouses are the most interesting part of the site.</p> <p>Would rather see the CTC</p>	<p>Our detailed assessment addresses the question of special interest (see Annex A below).</p> <p>Condition is not a factor in our assessment of special interest. (See DPSG, Annex A)</p>

	retained if further proposals don't meet needs of community.	
Owner - Antonine Centre (Bridges Antonine LLP)	<p>The owners of the Antonine Centre consider that the CTC is not a site of architectural importance, as the property itself no longer serves the community as historically it was intended, and on the whole it has become obsolete over time and cannot realistically be repurposed without significant redevelopment.</p> <p>They believe that the repurposing of the property will form part of a natural evolution for the town.</p> <p>As part of their response to the survey, the owners of the Antonine Shopping Centre also confirmed they are willing to work with any appropriate partners to identify a more appropriate location for the St Enoch Clock to facilitate better public display and access.</p>	<p>Our detailed assessment addresses the question of special interest (see Annex A below).</p> <p>Comments in favour of redevelopment noted.</p> <p>Comments on St Enoch Clock noted. We will make NLC aware of this.</p>

4.3.2 HES public consultation (12 May to 12 June):

We received 2163 comments to our public consultation which was launched early in the case to gather evidence about the cultural significance of the Cumbernauld Town Centre and about the special architectural or historic interest.

The consultation responses were analysed by an independent research organisation, Kevin Murray Associates, and a summary is published on our [Consultation Hub](#) (Citizen Space).

Analysis overview

Across all questions, the majority of respondents did not agree with any proposed listing. This ranged from:

77.8% disagree or strongly disagree that CTC is of architectural interest.

84.5% disagree or strongly disagree that CTC should be listed.

However, the aim of the consultation was not just about raw response numbers but was also interested in capturing material comments made along with this. Two key arguments were made and have been represented in the Kevin Murray Associates report.

- The building has architectural merit as a megastructure and the centre of a new town development, which was a fresh approach to housing and community life. It was developed at a significant point of time in Scotland's social history.
- This is a building that does not meet the needs of the existing community. Ad hoc extension and development, a lack of maintenance and upkeep have resulted in a building that is not admired locally. Retaining the building could hold back opportunity for redevelopment of the town centre to something that is suitable.

4.3.3 North Lanarkshire Council Response

North Lanarkshire Council has not provided a view on the special architectural or historic interest of Phase One and Phase Two of the Town Centre. NLC has confirmed that they have adopted a planning-based approach to support the redevelopment of the town, resulting in the development of the Cumbernauld Town Vision and Masterplan.

North Lanarkshire Council provided a substantial body of preparatory work to demonstrate that their proposals for the town centre regeneration are at an advanced stage (see 2.2 Development Proposals).

NLC have additionally undertaken their own public consultation on the potential for listing June 2022 to gauge public interest in the listing proposal. This survey provided quantitative information about the potential architectural or historic interest of the CTC. The results of this survey are published on our [Consultation Hub](#) (Citizen Space).

4.3.4 Majority Owner Response (Hamcap [Cumbernauld] LLP)

A Listing Assessment Report was submitted in August 2022 by Icen Projects on behalf of the current majority owner of CTC. We have published the report at LINK.

The report identifies that CTC (The Centre / Central Area) is widely recognised as an early and uncommon example of an urban megastructure. The report also points out practical design issues as well as wider commercial and economic influences that contributed to the building's functional decline.

The report acknowledges the relationship between the Town Centre megastructure, the segregated traffic system and high-density housing as part of a new approach to post-war urban community planning. It also recognises difficulty in assessing setting in the context of a deliberately open-ended town centre that was intended to grow and adapt in ways that would reflect the passage of time.

The report acknowledges the social historical relationship between the town centre and the wider town in the context of post war urban development in Britain. It also recognises the shift in public perception of the town centre over time.

The report finds the building to be too altered to demonstrate special architectural or historic interest. It concludes by stating that 'everything that gave the Town Centre its significance has been negatively impacted'; that the 'megastructure design lost its flow of plan in demolitions of Phase One'; and that 'the style of New Brutalism lost its honesty in materials with unsympathetic additions, demolition and repairs'.

5. Assessment of special architectural or historic interest

We carried out an assessment using the selection guidance to decide whether a site or place is of special architectural or historic interest. See **Annex A** for analysis of the design, setting, age and rarity and social historical interest of the CTC.

The listing criteria and selection guidance for listed buildings are published in Designation Policy and Selection Guidance (2019), Annex 2, pp. 11-13, <https://www.historicenvironment.scot/designation-policy>.

5.1 Summary of assessment (Phase One and Phase Two)

Phase One and Two (1959-1972) of CTC is of special interest for the following reasons:

Architectural Interest

Design

- As a widely recognised seminal landmark of architectural megastructure and megastructural planning, embodying new ideas of adaptability, extendibility, and functional segregation within its design.
- As a unique and experimental example of bespoke, late-modernist architecture in Scotland, the design of which shares commonalities with the architectural theories of New Brutalism.
- As a pioneering New Town architectural and planning centrepiece reflecting the post-war call for new forms of compact urban environment with scope to evolve as socially cohesive communities.
- Later alterations have had an impact on some aspects of the design of interest, however Phases One and Two still retain key elements that demonstrate the buildings' megastructural design and plan form.

Setting

- Located at the centre of the hilltop, the CTC remains the visual, conceptual and functional centrepiece of Cumbernauld New Town. The location, size and intended function of the CTC establish it as the central area's first public building and its most architecturally significant.

Historic Interest

Age and Rarity

- As the world's first multi-level, covered-in town centre, incorporating a wide range of central functions within one single building.

Social Historical Interest

- As a watershed building in town planning history and a reflection of the ambitious urban planning spirit of the 1960s, merging welfare state social provisions and the integration of the private motor car with the beginnings of the consumer society.

The cultural significance of CTC, as far as it has been understood by social commentators, the public, architects, planners, and urban and architectural historians, is complex and unsettled, as demonstrated by the range of responses that we received to our survey of 2022.

The CTC was conceived as an architectural megastructure specifically designed to serve Cumbernauld new town, established as the first of a second generation of post-war new town developments. CTC was intended to grow and reflect the passage of time through a series of interconnected phases, with civic functions and amenities added or removed as required by the town's residents, in an open-ended program of development.

The Town Centre's first building, known as 'Phase One', was largely designed and constructed between 1959 and 1967. It represents an unprecedented attempt to introduce and legitimise a new kind of town centre in the context of 20th century

urban planning. Phase One was the prototype town centre 'megastructure' - a single, multi-level structure incorporating a diverse range of civic functions. The building is a physical manifestation of megastructural planning ideas and ideals. At the time of construction, it was Scotland's most prominent and innovative individual contribution to modern urban planning, receiving global recognition. By the time Phase Two was completed in 1972 the building had helped shape international understanding of megastructure as an infrastructural and architectural reality.

Phase Two (1968-72) is an integrated extension that was conceived prior to the construction of Phase One and represents a continuation of the megastructural planning principles embodied in Phase One.

Phase Two was designed and built to a simplified revised plan but shares numerous design principles with Phase One. The revised design of Phase Two does not incorporate scope for future expansion in the same way as Phase One and as completed acts as an architectural 'full-stop'.

Phase One and Phase Two of CTC continue to express and articulate emergent ideas in architectural design and urban planning that were of international interest and significance during the period of its design and construction.

Megastructure planning was never attempted in the same way again due to invaluable lessons learnt during the process of its conception and construction. Phase One and Phase Two of the CTC are therefore both an anomaly and an important landmark in the history of townscape design.

While the CTC did not legitimise megastructure or urban community planning in the way envisaged at the time of its construction, this does not lessen the important place it holds within town planning practice, nor the special architectural and historic significance of the attempt.

The special architectural and historic interest is demonstrated in the surviving original fabric of Phase One and Phase Two. Whilst there has been significant later alteration and addition to the earliest phases of the CTC, the plan form and structure are still clearly identifiable. The intention of the megastructural planning ideal, introduced and innovated in Cumbernauld, was for adaptability and extension. It is for this reason that later alterations have not adversely affected the special interest of what remains of the original design.

5.2 Summary of assessment (Phase Four, The Antonine Centre and The St Enoch Clock)

The idea of continuing to integrate a wider variety of additional town centre functions and activities within one expanding building was largely abandoned at Cumbernauld by 1972, with all later additions to the CTC being predominantly retail based. The later additions nevertheless continued to adopt the use of numbered 'phases' of development. The later additions after 1972 illustrate a shift in the ideological focus

and management of the town centre and we have not found them to be of special architectural interest.

5.2.1 Phase Four (1979-81) is a flat-roofed, elongated rectangular shopping centre extending eastwards from the north spur of Phase One. Designed and built between 1979 and 1981 by the CDC, it has a blockwork and brick exterior and a simple, elongated, low-level plan with roof-top parking. The building is evidence of a further move away from megastructural planning principles. The external elevations of Phase Four are exceptionally plain and non-descript. The main internal atrium with central escalators and ‘floating’ space-frame roof structure is a noteworthy interior element but is not considered to raise the interest of the building as a whole in listing terms. We intend to issue a Certificate Of Intention Not To List (COINTL) for Phase Four.

5.2.2 The Antonine Shopping Centre (2007) by Keppie Design is a largely free-standing shopping centre, the rear of which is connected to the south elevation of Phase One via two enclosed access walkways. Constructed on the site of the demolished section of Phase One and Phase Three, The Antonine Shopping Centre is a broadly rectangular flat-roofed building with a shallow curve to the southeast elevation. It is externally clad in buff stone panels and shares no visual relationship with the Phase One structure. We normally refrain from considering buildings that are less than 30 years old for listing, due to lack of historical perspective.

5.2.3 The St Enoch Clock (1877) was salvaged from the now demolished St Enoch Railway Station in Glasgow and presented to Cumbernauld on the 21st anniversary of the town in 1977. The clock was installed within an entrance link adjoining the west elevation of Phase One and Phase Three of the CTC building. This link was partly demolished prior to the construction of the Antonine Shopping Centre. The clock was repositioned within an access walkway (constructed 2007, now redundant) connecting The Antonine Centre to Phase One. The interest of the clock was raised by a number of respondents to our Public Survey 2022. As part of their response to the CTC listing proposal, the owners of the Antonine Shopping Centre confirmed they are willing to work with any appropriate partners to identify a more appropriate location for the Clock to facilitate better public display and access. As the clock was relocated to a newly created access walkway as part of The Antonine Shopping Centre scheme in 2007 it has not been assessed for listing in its own right or in the context of its current location as part of this assessment.

6. Other considerations in assessing special architectural or historic interest

A significant amount of responses to our survey on listing CTC referred to the building as no longer fit for purpose and that it was not in good condition.

It was also clear that the majority of respondents to our consultation who were not in favour of listing were concerned that listing would prevent the future development or demolition of the town centre.

Our policy for listing refers directly to condition and future use:

- The extent to which a building or structure survives is a consideration when assessing it for listing. However, the present condition of the surviving fabric is not a factor when deciding whether it is of special architectural or historic interest. DPSG Annex 2 (Section 14)
- Factors such as financial issues, proposed future use, or a building no longer being in its original use, are not factors when deciding whether it is of special architectural or historic interest. DPSG Annex 2 (Section 15)

While our policy does not take into account condition or future use, we have however considered how these types of comments reflect contemporary views on the value of the place for future preservation and conservation. While these views don't affect the assessment of special interest for listing, they do represent an important body of evidence for both decision-making and future research,

7. Policy Assessment (Designation)

The policy guiding our approach to designations is set out in the Designations Policy [Designation Policy and Selection Guidance | Hist Env Scotland \(historicenvironment.scot\)](https://www.historicenvironment.scot/designation-policy). Our approach to the handling of this case has been in line with the policy.

In deciding whether to designate a site or place while there are ongoing development proposals, we will consider:

- the implications of designation on development proposals;
- the effect of the proposed development on the significance of the site or place; and
- the extent to which plans have been developed for the site or place – where these are particularly advanced, we will not normally list or schedule.

Our approach to designation and development proposals is set out at <https://www.historicenvironment.scot/designation-policy>.

We have considered all of the evidence that has been submitted by North Lanarkshire Council during the course of our consideration setting out the nature, status and progress of their proposals for the Cumbernauld Town Centre site.

NLC's view, as set out in their submission, is that:

Given this level of investment, the work undertaken to date and the approved plans which are now in place, the council believe that the proposals for the renewal and redevelopment of Cumbernauld town centre should be considered to be at a "particularly advanced" stage. As such, in accordance with Historic Environment Scotland's guidance, the Council advocate that The Centre Cumbernauld, especially

given its central nature to the regeneration proposals for the town centre, should not be considered for listing.

It is clear to us that in the terms of the policy,

- the designation of the site would have a significant impact on the deliverability of the development proposals. Designation as a listed building would introduce a clear policy presumption against the demolition of Cumbernauld Town Centre, which is central to NLCs aspirations , developed through consultation.
- the current proposal, if carried out, would involve the demolition of the phase 1 and 2 in their entirety.
- the proposals are well-developed and have been subject to extensive public engagement and preparatory work. We have set out the nature of the Council's submission at 2.2 above. We have published the submission and the supporting documents where possible. We accept NLC's conclusion that their development proposals are well advanced, given that the removal of the CTC buildings has been central to their aspirations since 2020, the high-level design principles indicating that proposal were approved at the Council's Policy and Strategy Committee in 2021 and negotiations to acquire the majority of the site are at an advanced stage. We have had sight of further information from the Council that confirms their firm commitment.

We have decided that we should not list any part of CTC at this time.

8. Policy Assessment (COINTL)

A Certification of Intention Not to List (COINTL) is a legal guarantee that a building won't be statutorily listed for five years from the date the certificate is granted.

Information on a COINTL is found in our Designation Policy and Selection Guidance (2019), Annex 2, p. 13, <https://www.historicenvironment.scot/designation-policy>. Further guidance is also available on our website: [Certificate of Intention Not to List \(COINTL\) | Hist Env Scotland \(historicenvironment.scot\)](#)

Our guidance states that we may grant a COINTL to a building that:

- does not meet the listing criteria for special architectural or historic interest
- is not part of the curtilage of an existing listed building.

The guidance also states that if we have previously considered listing the building and decided not to list, it should not be assumed that a COINTL will be granted, even if the decision was recent.

The guidance states that if we are satisfied that the building is not of special architectural or historic interest, a Certificate is normally granted.

In this case, as we have concluded that phases 1 and 2 are of special architectural and historic interest, we will not issue a COINTL. As we have concluded that Phase 4 is not of special architectural or historic interest, we intend to issue a COINTL. As we have not carried out a detailed assessment of the Antonine Centre we do not intend to issue a COINTL.

9. Conclusion

Our conclusion is that phases one and two of the Cumbernauld Town Centre are of special architectural and historic interest. This conclusion is supported by our detailed assessment as summarised below and detailed at **Annex A**, which was informed by a range of research and evidence supplied by third parties.

Our decision is not to list any part of the CTC. This is because we have concluded that the development proposals for the site are too advanced for a designation to proceed, in line with our published policy.

Dara Parsons

Head of Designations
Heritage Directorate
Historic Environment Scotland

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ANNEX A

Assessment of special architectural or historic interest

1. Building or site name

Cumbernauld Town Centre

2. Description and historical development

2.1 Description of Phases One and Two

Cumbernauld Town Centre (Phases One and Two) was purpose-built as the world's first multi-level, covered-in town centre, incorporating an unprecedentedly wide range of town centre functions within one single building (Copcutt, Architectural Yearbook XI, 1965). Phases One and Two were conceived by the architects and planners of the Cumbernauld Development Corporation (CDC) largely between 1958 and 1963, under the direction of Hugh Wilson and Geoffrey Copcutt. Phase One was constructed between 1963 and 1967 under the direction of Philip Aitken and Neil Dadge. Phase Two is an integrated addition to Phase One, finalised and constructed between 1965 and 1972. The consulting engineers for both phases were Oscar Faber and Partners. The main contractor was Duncan Logan Construction Ltd.

Cumbernauld was designated as Scotland's third New Town in 1955. The town is located fourteen miles northeast of central Glasgow on an oval-shaped hill ridge, the highest point of which is 145 metres above sea level. Cumbernauld Town Centre (CTC) is located near the centre of the town's 400,000 square metre Central Area. The footprint of the earliest two phases of building covers 14,800 square metres. The Central Area is surrounded by a belt of relatively high-density housing covering the slopes of the hill. The earliest two phases of the CTC form an irregular, multi-level, interconnected structure of reinforced concrete columns and beams with projecting ramps and walkways. The building spans an arterial dual carriageway (A8011) which is incorporated directly into the design on an east/west axis.

Phase One is predominantly sited to the south of the dual carriageway. The superstructure is distinguished by its irregular, multi-faceted plan form and elevations, with lower-level pedestrian decks and higher-level geometric projections reflecting the internal spatial and functional arrangement. The building is raised on concrete pylons with car parking and vehicle services largely covering the ground floor levels. Levels two and three consist of pedestrian retail deck concourses, set out as a network of covered pedestrianised 'streets'. Level four predominantly consists of largely disused administration units and civic facilities including a library, small museum and a public hall. A row of five office modules with swept pyramidal canopy roofs, form part of an open-air section at the fourth level. Above the offices is a high-level, interconnected linear range of three rectangular-plan, glazed metal-frame pavilions with canted frontages. The building is capped at the highest level by

a long linear range of five interconnected rectangular units running the length of the building and formerly containing 35 split-level residential maisonettes or 'penthouses'. The penthouse range was converted to office space in 1980 and is currently known as Avon House (2022). The penthouse range (Avon House) has oval-shaped openings running the length of its north side and round cornered openings to the south side. It is supported by vertical slab columns that cut up through the horizontal decks below from the ground level. The unit at the southwest end of the penthouse range (Avon House) projects beyond the main bulk of the superstructure, supported at its far end by a partly freestanding slab column. The penthouse and pavilion ranges are linked by four interconnecting 'sky bridge' corridors. Three of these corridors have adjoining passenger or goods lift-shafts rising through the entire structure from the ground level. Wide, spiralling ramp walkways access the first four levels of the structure, one to the east side and one to the west.

A smaller section of Phase One continues the shopping concourse on the north side of the dual carriageway. This section, referred to henceforward as 'the Phase One spur', is connected to the south section by two twin-level bridge walkways spanning the dual carriageway. The Phase One spur incorporates a ground-level bus station adjacent to the dual carriageway, and further retail and banking services on its two upper levels. The Phase One spur was designed to allow for the integration of Phase Two at a later date, on similar design principles.

The modular, grid-like arrangement of internal units (referred to in 1963 as 'dismountable enclosures' - Copcutt, Architects Review, 1963) within the fixed frame has been reworked in several places to accommodate later changes from mixed retail, civic and community use, to a largely commercial function. The original interior scheme, which is minimalist in its design and is retained in parts, has been overlaid with a succession of decorative schemes dating from the early 1970s onwards. There is a relatively low survival of original fixtures and fittings of 1960s character. A notable exception is the steel and marble façade of the Royal Bank of Scotland branch, located at the northernmost part of Phase One, and now subsumed by Phase Two and by later infill.

Phase Two (1968-72) is an integrated extension that was conceived prior to the construction of Phase One and represents a continuation of the megastructural planning principles embodied in Phase One. Phase Two was designed and built to an adapted plan that was more modest than the initial vision, while sharing numerous design elements. Constructed of similar reinforced, shuttered concrete, it is a broadly rectangular-plan building consisting of horizontal slab decks, three to four levels in height, with recessed bands of glazing and a predominantly flat roof. The building is similarly raised above the ground on concrete pylons, in a continuation of the Phase One design, with the ground level occupied by car parking and vehicular services. The pedestrian deck level above also incorporates a network of retail units laid out in a pedestrian street-like fashion, with offices (Carron House) and various leisure facilities occupying other areas of the upper deck levels.

2.2 Description of later phases of CTC

Phase Four (1979-81) is a flat-roofed, elongated rectangular shopping centre extending eastwards from the north spur of Phase One. Designed and built between 1979 and 1981 by the CDC, it has a blockwork and brick exterior and a simple, elongated, low-level plan with roof-top parking. (Note: Phase 3 was demolished between 1997 and 2000 – see below).

Phase Four was not conceived with megastructural planning principles in line with the earlier phases and does not demonstrate any innovation in its design. The external elevations of Phase Four have no special architectural interest. The main internal atrium, with central escalators and ‘floating’ space-frame roof structure, is a notable interior element but is not considered to raise the interest of this part of the Town Centre building in listing terms.

The Antonine Shopping Centre (2007) by Keppie Design is a largely free-standing shopping centre, the rear of which is connected to the south elevation of Phase One via two enclosed access walkways. It was constructed on the site of the demolished sections of Phase One and Phase Three.

The Antonine Shopping Centre is a broadly rectangular, flat-roofed building with a shallow curve to the southeast elevation. It is externally clad in buff stone panels and shares no visual relationship with the Phase One structure.

The St Enoch Clock (1877) was salvaged from the now demolished St Enoch Station in Glasgow and presented to Cumbernauld on the 21st anniversary of the town in 1977. The clock was installed within an entrance link adjoining the west elevation of Phase One and Phase Three of the CTC building. This link was partly demolished prior to the construction of the Antonine Shopping Centre. The clock was repositioned within an access walkway (now redundant) connecting The Antonine Centre to Phase One in around 2007.

2.3 Historical development

In 1954, the Clyde Valley Planning Advisory Committee recommended a new town for 50,000 residents at Cumbernauld, as a direct response to the country’s social and economic issues in the aftermath of the Second World War.

Cumbernauld was the third of six post-war new town developments in Scotland, namely East Kilbride from 1947, Glenrothes from 1948, Cumbernauld from 1955, Livingston from 1962, Irvine from 1966, and Stonehouse from 1973. The priorities for all of Scotland’s new town initiatives were housing, health, education, employment and, more latterly, regional economic development.

Following the aspirations of the Garden City movement of the early 20th century, the first generation (or Mark I) new towns of the 1940s were principally characterised by low-density 'neighbourhood unit' planning models. This 'fixed' planning model was increasingly viewed as out-dated by the early 1950s due to a number of factors. These included its perceived lack of planning flexibility to address changing societal need, urban cohesion and the integration of the motor car, as well as the widely dispersed lay-outs being hamstrung by land-use planning restrictions (Richards, 1953).

Cumbernauld was the fifteenth of 30 new towns built in Britain between 1946 and 1973. Significantly, as the only New Town designated between April 1950 and October 1961, it became the prototype Mark II new town. Hugh Wilson was appointed Chief Architect and Planning Officer to the Cumbernauld Development Corporation (CDC) in 1956. Importantly, he established multidisciplinary planning and design teams within the Corporation and began formulating 'a new approach to a New Town' (Architect's Journal, 1957), promoting Cumbernauld as a break from the dispersed, low-density planning arrangements of the earlier New Towns. The Preliminary Planning Proposals of 1958 described the concept of the town as a compact, high-density, self-contained urban community with its own identity (CDC, 1958).

The compact, high-density model for Cumbernauld was a turning point for urban community planning in Britain and was enthusiastically supported by the Scottish Office and Secretary of State. In 1960, the Chief Planning Officer for Scotland, Robert Grieve, noted his hope that Cumbernauld would 'reflect the experience gained from the successes and the failures of its predecessors' (Grieve, 1960). Part of this new approach involved working on an innovative open-ended or 'phased' programme of town centre development, based around the emergent concepts of architectural megastructure and megastructural planning. A main motivation behind megastructures was to contain and manage expanding urban centres and traffic networks by concentrating a wide range of central function activities in one place. The town centre at Cumbernauld was to be the civic focus for the whole town, favouring known urban forms (Copcutt, 1965) and a much older type of dense clustered urbanism but using new planning methods.

Early concept sketches were produced in 1959 by Geoffrey Copcutt for Phase One of the Town Centre (Architectural Design, 1963; Taylor, 2010). The sketches illustrated a multi-level building with high-level housing piled up above broad, horizontal pedestrian decks, and a dissecting dual carriageway cutting through its centre.

In 1960, Hugh Wilson set out guidelines for the phased development of the town centre, instead of a fixed 'masterplan' approach common among earlier post-war New Towns. Geoffrey Copcutt was employed as Central Area Group Architect, responsible for leading on the Town Centre design. By this point it had been agreed that Phase One should incorporate a wide range of commercial, residential, administrative, recreational, and transport facilities within a single, compact structure.

The design team included Philip Aitken, who would replace Copcutt as group leader in 1963 (Cluster Citadel, 1991).

Groundwork for the construction of the Central Area began in February 1962. The target population of the town was expanded by the Scottish Office from 50,000 to 70,000 in the same year. Dudley Leaker became Chief Architect and Planning Officer, replacing Hugh Wilson who took up the post of Consultant Architect Planner at the Skelmersdale New Town Development Corporation in England, producing outline designs for Skelmersdale while remaining a consultant at Cumbernauld.

Plans and large-scale models of the proposed town centre were built by the CDC architects, outlining various ways in which the town centre could potentially grow in a series of flexible, phased developments. The models indicated how later phases of development might take shape. The ideas behind the town centre were explained in essays by Copcutt and Wilson, principally in *Architectural Design* (May 1963) and *The Architectural Yearbook*, (Volume 11, 1965). The building received attention during its construction in the world's architectural press, including the *Architect's Journal* (1962 and 1968), *Architectural Design* (1963), and *Architectural Forum New York* (1964 and 1966).

Phase One went through various design iterations between 1961 and 1963 as the concept evolved to address present need and to allow space and scope to integrate the expected changing demands of the expanding town over time. These designs were restricted by the allocated budget of around two million pounds for Phase One.

Copcutt left Cumbernauld Development Corporation in February 1963 to become Chief Architect for the centre of the new town at Craigavon near Belfast (*Dictionary of Scottish Architects*). Senior staff shortages (CDC Annual Reports, 1963-67) appear to have been largely due to high-profile job offers from other British New Town development corporations, including those at Irvine and Skelmersdale, on account of the national prestige that the Cumbernauld scheme enjoyed at the time.

On-site construction of Phase One began in October 1963. Working drawings were supplied to the engineers and contractors, who had been hired on a 'design and build' basis (Copcutt, 1965). Construction work began on the Golden Eagle Hotel in 1964. This building, attached to the north spur of Phase One, was a separate project designed by Sam Bunton and Associates.

In 1965, the planned extension of the Town Centre development (Phase Two) was announced and awaiting approval from the Scottish Development Department. It indicated the intention to incorporate further office accommodation and retail concourse, a cinema, concert hall, police and fire stations and a technical college.

Phase One became partly operational in 1966, by which time around 4,000 new dwellings were occupied in the residential belt surrounding the town centre. Phase One of Cumbernauld Town Centre was officially opened by Princess Margaret in May 1967. The operational functions within the building in that year included 35 residential apartments, around 30 shops and other commercial services, a public

library, a medical centre with local doctors' surgery, a dentist and an optician, a general post office and sorting office, a hotel, five commercial banks, a community hall and stage, council chambers, commercial offices, restaurants, cafés, a supermarket, a labour exchange and probation office, a function suite with a bowling alley and dance floor, two public houses and a crèche. (Official Opening Brochure, CDC, 1967).

Phase One was deliberately left open to incorporate future expansion on the north side of the dual carriageway. Construction of Phase Two began in 1968 on a reduced scale to that envisioned in the Phase Two outline plan of 1965. The design and the construction of Phase Two therefore represents both the idea and the reality of adaptable phased megastructural planning. It shares various structural design principles with the Phase One model while appearing to demonstrate a deliberate move away from the linear extendibility of Phase One. Phase Two opened in 1972.

The expansion of the central area of Cumbernauld along megastructural planning lines, was largely abandoned after 1972. A single-storey, flat-roofed superstore for W F Woolworths (referred to in contemporary documentation as 'Phase Three') was designed and built by CDC in 1973-74, with two levels of 'forecourt' parking in front of the store.

1976 saw the release of architectural historian Reyner Banham's global retrospective of megastructure, in which Phase One of Cumbernauld Town Centre is described as the most convincing example of megastructure yet built. The book considers the design deficiencies as they were understood at that time, while also explaining why the idea of megastructure was accepted by the establishment as a practical urban planning solution at the time of its conception (Banham, 1976).

Between 1979 and 1981 a mall-like retail extension (known as 'Phase Four') was added to the north side of Town Centre building. The high-level penthouse flats surmounting the Phase One structure were also evacuated and converted to offices between 1979 and 1981, reportedly in response to the Government's 'right to buy' housing legislation (Johnson, 2010). This involved internal reconfiguration, and the replacement of roof-top parapets and dividers with a shallow-pitched, metal-sheet roof covering. The Golden Eagle Hotel (1966 by Sam Bunton and Associates, which adjoined Phase One on the north side of the dual carriageway) was demolished in 1983.

In 1987, the CDC transferred ownership of the CTC to a private development company who intended to press ahead with 'Phase Five' of the town centre development (Dundee Courier, 1987). A flat-roofed indoor ice rink was built on the site of the former Golden Eagle Hotel.

In 1992-3, Phase One of CTC was chosen as one of 60 key Scottish monuments of the post-war period by Docomomo Scotland.

1995 saw the discontinuation of the Cumbernauld Development Corporation. All five Scottish New Town Development Corporations were wound up in this year or shortly thereafter.

Between 1997 and 2000, demolition of the lower, terraced section of the Phase One structure (principally the former medical centre, and the southern entrance pedestrian ramp) took place. Demolition of the former Woolco Superstore (Phase Three) also took place during this period.

In 2003 Cumbernauld was placed among the most endangered sites of twentieth century modern heritage in the UK by international conservation body ICOMOS.

2007 saw the opening of the Antonine Shopping Centre, on the site of the demolished sections of Phase One and Phase Three.

In September 2021 the proposed demolition of the entirety of Phases One, Two and Four was made public by North Lanarkshire Council. They are in negotiations to buy Cumbernauld Town Centre (The Centre Cumbernauld) from its current owner, with the intention of replacing it with a new mixed-used town hub. The shopping deck and the town library located within Phase One currently remain in operation (2022).

3. Assessment of special architectural or historic interest

To be listed a building must be of 'special architectural or historic interest' as set out in the [Planning \(Listed Buildings and Conservation Areas\) \(Scotland\) Act 1997](#). To decide if a building is of special interest for listing we assess its cultural significance using selection guidance which has two main headings – architectural interest and historic interest (see Designation Policy and Selection Guidance, 2019, Annex 2, pp. 11-13).

The selection guidance provides a framework within which judgement is exercised in reaching individual decisions. The special architectural or historic interest of a building can be demonstrated in one or more of the following ways.

3.1 Architectural interest

The architectural interest of a building may include its design, designer, interior, plan form, materials, regional traditions, and setting and the extent to which these characteristics survive. These factors are grouped under two headings:

3.1.1 Design

Architectural design and town planning

The design of Phases One and Two of the Cumbernauld Town Centre (CTC) holds an important place in the context of urban architecture and town planning, both in

Britain and internationally. The CTC was an attempt to bring into being emergent theories of community planning, which rose to prominence during the late 1950s and early 1960s. These were exceptionally fertile years for large-scale urban infrastructure construction and renewal projects across the world, fed by the belief that technological advances in communication and mobility would inevitably shape urban development in the future. As part of an effort to introduce and legitimise a 'new concept in community living' and urban planning, Phases One and Two of the CTC are of special interest for their early advocacy of 'megastructural' planning theories, manifested physically and symbolically throughout the design.

The individualistic structural form of Phase One represents a deliberately disruptive break from established notions of town centre planning, reflecting the surge of new ideas that were sweeping through the planning and architectural professions during the late 1950s. It is for this reason the building has been widely recognised, both at the time of construction and in subsequent years, "...as a unique product of the brief, but highly influential, period of convergence between architectural modernism and town planning..." (Gold, 2006).

During the 1950s, various affiliated groups of progressive architects from around the world (including Team 10, the future members of Archigram, the Dutch Forum Group, the Japanese Metabolists and the British 'New Brutalists') reacted against the rigid formalism and functionalism of earlier 20th century modernism. In its place they proposed more adaptable, open-ended, community-orientated planning models, intended to grant citizens greater social freedom over the organisation of everyday life (Gannon, 2021). Their ideas were widely disseminated through publications, such as the Team 10 Primer (1953-62) and the architectural and planning press, at exactly the time work began on planning CTC. Phases One and Two are an early, high-profile example of a Scottish building of the late-Modernist period, that attempts to express this new, user-orientated philosophy and the inevitability of change, throughout every aspect of its design.

CTC (Phase One and Phase Two) is recognised internationally as a significant early embodiment of megastructural planning. 'Megastructure' was first defined in 1964 by the Japanese architect Fumihiko Maki as 'a large frame in which all or part of the functions of a city are housed'. The term megastructure was further defined by the American architect Ralph Wilcoxon in 1968, as being 'capable of great extension' with 'a permanent framework expected to have a useful life much longer than the smaller units which it might support'. Cumbernauld's significant place within the history of megastructure as a building concept, is fully contextualised in Reyner Banham's seminal 1976 retrospective 'Megastructure – Urban Futures of the Recent Past'.

Hugh Wilson's reference to Cumbernauld as a 'cluster citadel' and Copcutt's references to growth, flexibility and adaptability over time (Architectural Review 1963 and Architectural Yearbook 1965), echo the ideas and language used in the Team 10 Primer (1953-62), by The Dutch Forum Group, and the Japanese Metabolists who were early advocates of 'megastructural' or 'megaform' planning solutions.

These ideas were untested on such an urban scale, but it has been suggested that they were accepted by the Scottish Office establishment because of the inherent 'buildability' and the relative simplicity of the overall concept (Banham, 1976). The concept was based on patterns of long-established, centralised urban activity and socialisation, with CDC planners referring to compact and high-density Italian hill-top towns for comparison.

Belief in the idea was further strengthened by a combination of factors. The centralised, high-density plan for Cumbernauld had a positive reputation by 1960, there was a favourable response to the initial designs published in the architectural press and elsewhere, and there were a steadily increasing number of official visits to the town by planners and architects from all over the world throughout the 1960s. It has been suggested that of all the British New Towns, a recurring source of admiration to architects and planners from abroad, Cumbernauld [was] the most revolutionary in concept (Concrete Quarterly, 1963).

As the central component of the Cumbernauld new town plan, Phase One of the Town Centre had a particularly high international profile during 1967 and was visited by thousands of state officials, urban planners, and architects from more than sixty countries in that year alone. In June 1967, the jury of the American Institute of Architects (AIA) selected Cumbernauld for the Reynolds Memorial Award for Community Architecture. Chosen on the strength of its concept and execution as a work of urban design, they claimed that Cumbernauld holds great significance for the architectural profession and for the future development of community architecture in the Western world. The jury also suggested the town centre was the prototype of the form that must evolve, sooner or later, for the central business districts of cities in the United States (AIA Journal, July 1967).

At the Reynolds Award for Community Architecture ceremony in June 1967, the president of the AIA noted that the architects of Cumbernauld had a vital role of leadership in the problems of urban design. Additionally, they noted that the task also called for political and industrial support, and for intelligent, active support by the public. The president of the AIA also pointed out that 'thousands of problems – political, financial and architectural – have been solved or are being solved' at Cumbernauld (Cumbernauld News, June 22, 1967). At the ceremony, the CDC Chairman stated that "...in many ways the pioneering days of Town Centre planning are behind us..."

While there was a strong conceptual basis for thinking about huge multilevel and multifunctional buildings (Gold, 2006) by the late 1950s, Phase One put these principles into practice at a time when these ideas were still largely theoretical and loosely defined. This was before wider interest in megastructural solutions saw many universities, housing complexes and commercial centres throughout the world adopting and refining these ideas during the later 1960s and early 1970s. For Banham, many of these later buildings (which were predominantly self-contained projects with fewer uses or one owner and not intended to grow over space and time) exploited the stylistic currency of megastructure rather than attempt to progress the idea as a practical architectural or infrastructural solution (Banham, 1976). In this

context, the CTC is an important early, and genuine manifestation of these theoretical ideals.

Interest of the designer

Phase One of CTC was planned and designed as a joint effort by a newly collaborative team of public sector architects and planners within the CDC. Within this largely anonymous context, the design of Phase One is widely understood to have been chiefly influenced by the initial concept as envisioned by Chief Planner Hugh Wilson, and the individualistic visionary ideas of central area team leader, Geoffrey Copcutt (1928-1993).

Hugh Wilson (1913-1985) was a knowledgeable and respected front-runner in the emergent architect-planner discipline and worked on several major urban redevelopment projects including Canterbury, Cumbernauld, Irvine and Skelmersdale, as well as later acting as a consultant for the UK Government on the setting up of the new Department of the Environment in 1970 (Dictionary of Scottish Architects).

Geoffrey Copcutt was born in Yorkshire, studied architecture at the Edinburgh College of Art in 1951, and was a partner in Copcutt, Hancock & Associates in Leicester from 1952 to 1956. Copcutt and Partners were named the outstanding young architects for the year in 1957-58 (Dictionary of Scottish Architects). Copcutt joined the Cumbernauld New Town Development Corporation in 1958, receiving First Class honours in Traffic Engineering and Highway Planning at the Royal Technical College of Glasgow in 1961 (Dictionary of Scottish Architects).

The role of architect and planner was elevated during the post-war period to address the needs of a diverse and growing urban population, as well as an aging and inefficient pre-war urban infrastructure, the rise of technology, consumerism and private motor car ownership, and the impact of social welfare legislation. Significantly, Phase One of CTC was planned and designed at the exact point when both the ambition and the autonomy of the newly collaborative teams of public sector architects and planners were at their height and the desire for bold and innovative solutions for modern living seemed most pressing. In this respect, the multi-level 'town centre' at Cumbernauld became a prominent focal-point of 'a large number of relevant planning ideas actually being carried into practice' (Johnson-Marshall, *Rebuilding Cities*, 1966).

Within the wider context of early megastructural planning activity, it has been claimed that no other building in Scottish history has had such a pervasive influence on designers across the world during its construction (Glendinning, *Cluster Citadel*, 1991). This statement is supported by the tens of thousands of official visits by architects and planners from around the world, and by the interest expressed in architectural and planning periodicals and journals throughout the 1960s (*Architectural Design*, *Concrete Quarterly*, *Architects Journal*, *American Institute of Architects Journal* etc).

More recently, the structure has been described as serving as an inspiration for generations of architecture students in the last 40-50 years, both as an example of a radical building that was built for ordinary people, and as a rallying cry for each new generation to think differently (HES Survey, 2022).

Materials

Phases One and Two use relatively simple and well-established reinforced concrete deck construction methods, but its use on this scale was notable. The multi-level skeletal frame of the building is largely comprised of in-situ concrete columns, beams, panels, ramps and waffle slab floors/ceilings.

The use of concrete at Phase One was a means to create, on a monumental scale and on a restricted budget, a single tightly knit 'town centre' structure in which 'the whole is greater than the sum of its parts and where the citizen is encouraged to participate rather than play a passive role' (Copcutt, 1965).

The extensive use of raw concrete at the CTC is also broadly compatible with the 'New Brutalist' idea of showing how a building is constructed as part of its design.

The theories of 'New Brutalism' that emerged in 1950s Britain were broadly concerned with the truthful use of available building materials, whether timber, brick, metal or concrete, in order to expose the method of construction, the materiality and the ordering principles of a building. Brutalism is demonstrated in the design of buildings such as Le Corbusier's Unité d'Habitation (World Heritage Site) of 1947 in Marseilles, London's Barbican Estate (Listed Grade II*), and Aberdeen city-centre's multi-storey housing blocks (listed category A and B). This approach to design and use of materials is compatible with Phase One and Phase Two of CTC.

The structural frame of the Phase One building, currently partly hidden beneath later accretions, is organised as an expression of phased, flexible and extendable planning theories (Copcutt, 1965). It also reflects the spatial and functional arrangement throughout the multi-level building (Copcutt, 1963, 1965). The tight wrapping of the structural frame around the various functions of the building largely dictates Phase One's expressively deterministic appearance, with the reinforced concrete frame being the overriding aesthetic.

It should be noted that 'Brutalism' is not a term that was used by the design team at Cumbernauld, or in its early reception. However, the term later became shorthand for a stylistic form of architecture broadly characterised by expressively sculptural use of rough-cast concrete. Buildings commonly referred to as Brutalist tend to exploit the design possibilities of mass, unfinished concrete on a large scale. Due to the expressive use of concrete at Phase One in particular, the CTC is sometimes referred to as an example of 'Brutalist' architecture (2022 Survey).

For these reasons the CTC is of interest within the context of emergent New Brutalist architectural theory, and, to a lesser extent, the architectural 'style' known collectively as Brutalism.

Interior design

The interior decorative scheme of Phases One and Two of the CTC were deliberately minimal. Few early decorative design features or fixtures and fittings of 1960s character survive.

The interest of the interior revolves around the wider identified special interest of the building, which is the internal and external structural reinforced concrete frame. The contextual relationship between the vertical columns and horizontal beams, decks and ramped arrangements of the structural concrete skeleton, as it relates directly to the plan form of the structure, is the focus of interior interest.

Plan form

Phase One has been referred to as the beginning of an indefinite scheme of community urban development that reached out well beyond the conventional scope of architecture (Gold, 2006). This interest is expressed through the structural plan form in several ways:

Extendibility

An important aspect of 'megastructural' planning was its potential for extendibility, often in a linear fashion as demonstrated in the design of Phase One. The idea that open-ended and adaptable systems of building might grant individual citizens greater freedom over the organization of everyday life, was an appealing concept to planners and architects on a global scale during the post-war building period.

The potential for open-ended and continuous extendibility is demonstrated in the design of the five-unit penthouse range and the three-unit glazed pavilion range. This is particularly evident at the southwest end of Phase One, where the high-level penthouse range extends one module further to illustrate the 'open-ended' nature of megastructural planning.

Extendibility is also expressed in the way the building is intended to resemble a 'slice' taken out of a longer building that could extend, potentially indefinitely, at either end. The east elevation of Phase One is expressed as a cross-section through the building 'revealed like a map' (Copcutt, 1963). The inherent potential for future growth is further expressed by the blocked apertures and projecting floor slabs at the east end. Similar treatments can be seen in other megastructures such as the Anderston Centre and the Irvine Centre (see section 3.2.1 Age and Rarity).

Flexible or adaptable growth is also symbolised by the 'clustered' jumble of subordinate and potentially transient blockwork and brick modules, piled up beneath the projecting penthouse section of the west elevation of Phase One. The open gap that appears 'unfinished' between the jumble of blocks and the penthouse range

above, and the way the potential for extendibility is coded into the design of Phase One, has been described by Banham as ‘a symbolic promise of change and development’ (Banham, 1976).

Vertical segregation

A further important aspect of megastructural planning, as expressed in the plan form of Phase One and Phase Two, was the vertical segregation and total separation of pedestrians and traffic.

The idea was that the new planning methods would allow for more socially responsive living environments, with a town centre capable of retaining or dispensing with centralised functions in response to the changing needs of the town’s residents over time. The complete segregation of pedestrians and traffic was a fundamental new aspect of the Cumbernauld town plan (and the plans of subsequent Mark II British new towns up to 1973). It was a way of safely reconciling the personal mobility and freedom provided by the popularity of the motor car, with the social and commercial advantages of high-density, compact urban living. The highly influential Buchanan Report (1960-63) proposed how British towns could be redesigned to accommodate motor car use, which was accurately expected to treble within two decades. Compact, segregated development was seen by Colin Buchanan as a response to the prospect of low-density sprawl, of the kind he had witnessed on a study tour in the USA, and inappropriate for a relatively compact and densely populated island like the UK. The Buchanan Report refers to Cumbernauld, the traffic planning of which was begun several years before, as an important and successful example of traffic management and improving the pedestrian’s quality of life.

Cumbernauld was the first town where this idea of total segregation extended into the megastructural plan for the town centre. In this respect the CTC is an early built embodiment and reflection of the car’s pervasive influence on society and urban development. The entire structure of Phase One and Phase Two is elevated on piloti (or concrete pylons) above the car park, for reasons of functional efficiency and traffic safety. This vertical separation, with vehicles entirely restricted to the ground level and with pedestrians only on the decks above, has been recognised as Britain’s ‘first thoroughgoing attempt at vertical separation of cars and pedestrians’ (Architectural Design, 1963). It is of architectural interest that the town centre building was designed as a direct continuation of the traffic and pedestrian segregation that characterised the planning concept of the entire town.

The busy dual carriageway that connects the east and west sides of the town passes immediately under and through the middle of the town centre. The relationship of the dual carriageway to the CTC was a ‘significant departure from previous practice’ (Gold, 2006). The decision to run the road through the centre of the megastructure was both a symbolic and practical one (Banham, 1976). It reinforced the idea of

pedestrian and traffic segregation, while also symbolising the dynamic relationship of a pedestrianised town centre within a town built around the motor car. The decision to run the road through the structure provided the sense of 'plunging through a vast urban structure, even if all the motorist is really doing is driving down the side of a dank servicing and loading bay area' (Banham, 1976). It also allowed easy and safe access to the parking areas beneath the town centre structure.

There is special architectural interest in the surviving components of the vertical traffic segregation within the plan form of Phases One and Two of the CTC. The vertical segregation has been truncated to some extent by demolition of the southernmost portion of Phase One in 1999-2002, and large areas of ground-level carparking covers much of Cumbernauld's wider central area. Despite these alterations, the remaining elements of Phase One and Phase Two, and its integral relationship with the A8011 dual carriageway, continue to demonstrate the innovative concept of pedestrian and vehicle separation.

Phasing and spatial planning

The special interest of the phased approach to planning, as introduced and innovated at Cumbernauld, is demonstrated by the relationship between Phases One and Two.

The phased development of CTC was intended to proceed in an organic, open-ended way that would reflect the passage of time (Wilson, Copcutt, 1963) and allow flexible future development, rather than being fixed to the restrictive 'masterplan' of the earlier new town models in Britain. In this respect the design of Phase One was deliberately left open to future expansion along similar (adaptable) lines on the north side of the dual carriageway. Conceived prior to the construction of Phase One, Phase Two (1968-72) is of special interest as a demonstration of the continuation of the 'megastructural' design principles embodied in Phase One. Phase Two represents both the idea and the reality of adaptable phased megastructural planning, while also demonstrating a cautious move away from the template or 'catalyst' (Copcutt, 1965) conceptualised within the main body of Phase One.

The later phases of the CTC after 1972, largely reject the original principles of the Town Centre design. They reflect a shift away from the provision of services to enrich the lives of the residents, towards an increasing reliance on private sector commercial development.

The vertical piling up of functions within the CTC was intended to be readable through the interlinking and interpenetration of spaces between levels, walkways and ramps. The intention was that the building would be made navigable by open perforations and vistas throughout the various levels of the interior structure, so that users would always be aware of their location within the wider structure (Copcutt, 1965). The lift shafts and the penthouse slab block supports are the principal vertical elements within the structure, cutting up through the horizontal decks. The various forms that 'erupt' out of the higher levels of the building could be 'accepted' by the

structure, due to the relative plainness and conformity of the lower deck levels (Copcutt, 1965).

The inter-penetrative nature of the design was not compatible with user comfort during cold, wet and windy weather. Remedial alterations carried out soon after the building was completed in 1967 included the covering in of some of these exposed areas of the building. Further segregation and infill of these perforated or interpenetrating spaces for the purpose of fire safety and other regulations has diminished this aspect of the design to some extent, but it is still retained within the permanent skeletal framework of the building.

The architects within the CDC believed there would be 'financial advantage in the decision to build a permanent structure with demountable enclosures' (Copcutt, 1963). The grid-like internal arrangement used for Phase One drew inspiration from the vernacular architecture and 'organically grown' systems of traditional urban settlement. The layout of the covered retail/shopping decks within Phases One and Two was a deliberate attempt to draw on the lively atmosphere and irregular lay-out of pedestrian shopping streets, markets and casbahs within much older town centres, to encourage chance meetings and social and commercial interaction (Banham, 1976). The individual retail units within the decks of the shopping concourses were designed to be adaptable to suit the large or small-scale needs of the incoming retail traders (CDC, 1962) fulfilling the requirement of the Development Corporation to maximise returns on rentable mixed-use floorspace (Gold, 2006).

In this respect, the idea of a permanent structure that could accept phased additions and 'retro-fitting' can be viewed as an early attempt to lessen the disruptive and expensive cycle of demolition and rebuild, which characterises regeneration and progress in long-established centres of social and commercial activity.

Through the structural ordering of Phases One and Two to convey the ideas of extendibility, traffic segregation, phased expansion, and spatial interconnectivity, CTC has been described as the nearest thing yet to a megastructure that one can visit or inhabit (Banham, 1976).

Technological Excellence and Innovation

Phases One and Two of the CTC have an exceptionally innovative plan form for the reasons of vertical segregation, inter-connectivity, phased development and extendibility, as noted. Another type of innovation was the intended adaptability or flexibility of the building.

Adaptability

Phase One of the CTC was designed to be as adaptable as possible, within the technological and budgetary constraints of its time. Copcutt noted 'provision for the future can be made in four ways: firstly, by rearranging the interior; secondly, by ensuring a considerable space factor of safety within the planned extent of the town

centre; thirdly, by allowing the centre to expand at each end over its own vehicular apparatus which is arranged within a structural grid; and by reserving sites for completely unknown and unforeseen uses with special buildings sited alone on either the north or south faces of the structure and linked back to the decks' (Copcutt, Architectural Review, 1963).

The visionary scope for future adaptability is demonstrated by Copcutt's claim that should particular central area functions decline, the CTC could become a 'gigantic vending machine' (in reference to perceived decline of the high street and the increase in ordering products from home to be collected or delivered from a central facility) or eventually be turned over to industrial production (Architectural Design, 1963). These claims demonstrate compatibility with the ideas of flexible growth and adaptable urban planning, as set out in the Team 10 Primer (1952-63). Copcutt and Wilson's visionary yet practical template for the town centre, as expressed through the unique design of Phase One, set a challenge for later development to reckon with and ideally to live up to.

Fire safety precautions were considered from first principles due to the new multi-function nature of the building. More than 30 meetings were held to resolve problems of access for fire appliances, escape routes and alarm systems, using the new buildings standards that were brought into operation by the Scottish Office at the time. A great deal of thought was also given to methods of heating and cooling the structure in ways that would not inhibit organic growth or the expected inevitable changes of function (Copcutt, 1965).

Authenticity and completeness

There has been a significant amount of remodelling of Phase One and to a lesser extent Phase Two. The removal of the southern ramp and flat-roofed office section of Phase One between 1997 and 2002 is the most significant change along with the change to the penthouses from residential to commercial use in 1980. Other changes have been more cosmetic or transient in nature such as the removal and integration of several internal retail units to form a large gymnasium and fitness suite around 2010.

These changes had an impact on some of the design intention of the buildings which strived for the complete integration of a town's functions both public and private. However, the special interest of the buildings is in the fundamental skeletal structural form and their ordering principles.

Despite this change, the megastructure in its essential (skeletal) form remains structurally robust withstanding the impact of a range of remedial alterations over a period of more than 60 years. The overall design interest of the CTC continues to be demonstrated by Phases One and Two in their present form (2022) as they retain the key design elements that demonstrate its three-dimensional linear plan, as a visual representation of phased megastructural planning.

3.1.2 Setting

Immediate and wider setting

While the setting of Phases One and Two has evolved considerably since completion of Phase Two in 1972, the visual contrast between the imposing CTC building and the surrounding, relatively low-key housing is of special interest under this heading.

Phase One of the CTC was, and to some degree, remains the visual, conceptual and functional centrepiece of the town, situated at the centre of the hilltop. The location, size and intended function of Phase One of the CTC establishes it as the town centre's first building and its most architecturally significant. The building was designed to be a distinctive and disruptive landmark, intended to encourage engagement with a new way of thinking about town centre development, while also reflecting its civic importance as a social and commercial focal point.

The prominent location and the monumental scale of the building emphasises its importance as the central component of one of the first built realisations in the world of a new generation of intensely planned post-war urban settlement (Buildings of Scotland, 2016). The building was designed to dominate the hill-top site in distant views. The entablature of high-level penthouses (offices) that run the length of the Phase One structure maintain visual prominence in distant views of the hill-top town from the surrounding countryside.

The position of the A8011 dual carriageway is integral to the setting of the building. CTC was an early attempt to completely integrate the motor car within a New Town settlement. The presence of the main road, as a constituent part of the megastructure, provides a sense of how the perceived opportunities, thrills and complications provided by the rise of the private motor car were both embraced and subjugated through 1960s planning. The importance was illustrated by the CDC in 1963 by the 'cockpit' view of Phase One from behind the wheel of a car (Architectural Review, 1963).

Phases One and Two of the CTC are surrounded by a range of later accretions and detached buildings. These have little or no theoretical or visual continuity with the initial concept for the town centre, as expressed in the design of Phases One and Two.

The CTC was intended from the initial design stages to grow in ways that would allow the unforeseeable to be accommodated, and that could adapt to the changing needs of the residents of the town (Copcutt, 1965). A large area of space was demarcated for future phased development of the town's central area. The impact of changes to the immediate setting is largely irrelevant as the planning ethos was that the town centre was expected to grow and adapt to change in unexpected ways and with the passage of time. Therefore, subsequent changes to

the immediate setting of Phases One and Two are not considered to lessen the intrinsic interest of the building.

Relationship with townscape and other buildings

For a variety of reasons (see Section 6 – Other Information) the intended development path deviated quickly and significantly from the visionary planning concept expressed in the structural ordering principals of Phase One.

There are some buildings of architectural significance within the immediate setting of Phase One and Phase Two. St Mungo's Church (Church of Scotland) including Halls and Steel Cross by Alan Reiach (1963-1964, listed category B, ref: LB46977) is set to the immediate northwest of the Cumbernauld Town Centre building. It is a detached town centre building by a private practice that was an integral part of the Development Corporation's Phase One scheme. Its forecourt precinct area blends with the hard and soft landscaping of the north side of Phase Two.

Cumbernauld Technical College (1971, by Gillespie, Kidd and Coia, listed category B, ref: LB47482) is sited near to the demolished south pedestrian entrance, shops and services of the Town Centre Phase One. It was conceived as part of the Phase Two development. Its form and massing reflect the idea of linear extendibility of Phase One on a smaller scale and is one of the few detached buildings in the town centre that attempts to mirror the theoretical concepts of the Phase One megastructure. The college shares the idea of expressing its non-hierarchical internal structure or ordering of space within the building throughout its exterior form and its understated entrance, abstracted as a two-dimensional pattern at each gable end.

The building group interest of St Mungo's Church and the Technical College is demonstrated and enhanced by their contextual interrelationship and setting on the periphery of Phase One and Phase Two of the CTC megastructure.

Setting in relation to function and historical context

Cumbernauld New Town is located on and around a ridge-like oval hill, around fourteen miles northeast of the centre of Glasgow. The CTC forms the core of the 'Central Area' which covers the hilltop location, surrounded by four areas of high-density housing (Seafar to the north, Carbrain to the south, Kildrum to the east and Greenfaulds to the west). The hill provides the topographic framework for the relatively compact, zoned housing developments clustered around the Town Centre.

The setting of CTC is directly related to the way in which the town was planned and was intended to function, with the importance of the private motor car expressed through the routing of the A8011 dual carriageway through the centre of the Central Area and beneath the CTC.

The town was designed in a compact, high-density fashion to ensure the social, civic and commercial life of the town would be in easy walking and driving distance for the majority of residents. Amenities were deliberately kept to a minimum within each residential zone, with a small shop intended for every 300 properties (Johnson, 1977) to encourage residents to depend on the Town Centre for most of their social and retail activities. The relationships between the housing, the town centre, and the traffic and pedestrian networks, were considered at every stage of the design process, with each element contributing to the creation of a total unified environment (CDC, 1962).

3.2 Historic interest

Historic interest is in such things as a building's age, rarity, social historical interest and associations with people or events that have had a significant impact on Scotland's cultural heritage. Historic interest is assessed under three headings:

3.2.1 Age and rarity

Phase One of Cumbernauld Town Centre was 'the world's first multi-level, multi-occupation structure to provide all the functions commonly thought at the time of designing to be central area uses' (Copcutt, Architectural Yearbook, 1965). The building was a radical departure from any preceding town centre plan built in Britain and this fact was readily acknowledged by the CDC, who proclaimed it to be unique in the country and internationally (CDC, Brochure, 1967).

Phases One and Two of the CTC are of special interest for both their age and rarity, and as a seminal example of their building type. 'Megastructure' was a central component of architectural discourse throughout the 1960s, and many large building complexes with a wide range of multiple uses were constructed in the UK during this period. However, it is understood there are no earlier or contemporary buildings anywhere in the world that combined as many aspects and features of phased megastructural town centre planning as possible, or established a multi-level, multi-occupation, covered-in town centre to a comparable degree to Cumbernauld.

The CTC can, however, be usefully compared with contemporary multi-use projects elsewhere in the world which were similarly ambitious in their exploration of parallel themes of community, integration of transport and communications, productivity, and expandability.

Notable early megastructure or linear city prototypes that remained un-built include paper projects by Le Corbusier such as the Fort L'Empereur scheme for Algiers in 1931. The 1959 student project for Boston Harbour Housing (led by Japanese Metabolist Kenzo Tange, also loosely associated with Team Ten) has been referred to as one of Tange's two definitive megastructure projects (Banham, 1976). Tange visited Cumbernauld in 1969 while working on Tokyo Olympic Stadium.

Lulea Centre, Sweden (1955) by English/Swedish architect and Team Ten affiliate Ralph Erskine, was an early example of a post-war shopping and cinema complex. Although much smaller than the Cumbernauld project, and simpler in terms of its provision for traffic circulation, the inter-penetrability of spaces through the interior of the Lulea Centre, for both aesthetic and navigational purposes, may have influenced the design concept for Cumbernauld Town Centre (Glendinning, 1991).

Developments in other New Towns

Several UK new towns including Craigavon (1964), Runcorn (1965), Irvine (1966), and Killingworth (1970) all proceeded with the early stages of town centres using megastructural planning ideals in the wake of Cumbernauld. These towns also largely abandoned the megastructural ethos before completion for a range of reasons. The reasons for the move away from megastructural planning principles during the 1970s are complex and varied (see section 6 - Other Information).

Hook New Town (1958-61 for London County Council, unbuilt) was broadly contemporary with CTC, with the teams from both development corporations working in collaboration during the development of their respective plans. The proposed New Town of Hook was widely circulated and shared many ideas that were put into practice in Cumbernauld. In both towns, the shopping element was conceived as being part of a much larger urban megastructure. While unbuilt, the highly influential document 'Hook - The Planning of a New Town' communicated the value of comprehensive planning over piecemeal growth during the period when it was believed, however naively in hindsight, that bringing about change through design was not only desirable but essential (Gold, 2015).

Nordwestzentrum (1962–68) in Frankfurt, is a notable German example of a new town that represents an early effort at this new form of community planning incorporating an early realisation of the megastructure or 'mega-form' concept. This attempted to concentrate an entire city centre in one large structure. Numerous university buildings in Germany were also constructed using mega-structural or mega-form planning principles during the 1960s and early 1970s. (Hnilica, 2022).

In Scotland, the Irvine Centre, Irvine (Irvine Development Corporation, 1969-75) continued the megastructural underpinnings of the CTC in a Scottish context. Like the CTC, the Irvine Centre was designed as a linear, pedestrian-segregated structure intended to be flexible and extendible and incorporate shops, offices, and multi-storey car-parking. Phase One of the Irvine Centre has been partially demolished. The principal surviving element (now part of the Rivergate Shopping Centre, spanning the River Irvine) has been cosmetically reworked but continues to demonstrate its intended form and its megastructural intentions to some degree. Subsequent unbuilt phases were to include a hotel, cinema, transport interchange, and rows of penthouse apartments in direct reference to the CTC (Gosling and Maitland, 1976). Cumbernauld Town Centre, Shopping City (Runcorn) and Hook Central Area were explicitly cited as influences by the design team at Irvine.

Other large, multi-function building complexes in Britain

The Bull Ring Centre in Birmingham (Birmingham City Architects Department 1961-64. Remodelled 2003) was Britain's first post-war indoor 'shopping centre', integrating office space, restaurants, a ballroom and multi-level carparking into its design. While sharing a number of conceptual characteristics with Phase One and Phase Two of Cumbernauld's Central Area, such as the transport integration and multiplicity of function, the Bull Ring was not designed with extension and adaptability in mind, or as an integrated Town Centre. It can therefore be described as a large multi-function building complex but not an early expression of extendable megastructural planning.

The Tricorn Centre, Portsmouth (Rodney Gordon, Owen Luder 1961-63, construction 1963-66, rejected for listing 2003, demolished 2004) was a multi-level complex of shops, flats, hotel, pubs, nightclub, petrol station, and parking that has been suggested demonstrated a deliberate stylistic packaging of megastructure (Banham, 1976).

The Anderston Centre, Glasgow (Richard Seifert and Partners 1967-73) included shopping, office space, tower block housing, restaurants, pubs, a leisure complex, a bus station and subterranean car parking segregation. Based on a multi-level system constructed from pre-cast concrete, connected via sloping walkways, the Anderston Centre was an example of a phased approach to megastructural planning, although the proposed Phase Two was not constructed. Now extensively remodelled and partially demolished, the core design of the Anderston Centre shows the influence of multi-functional sites such as the central area of Nordwestzentrum in Germany.

The Brunswick Centre, London (1967-72) by Patrick Hodgkinson, Listed Grade II in 2000, has been described as a classic example of megastructural design integrating housing, shops and a cinema within one coherent, and potentially extensible, concept. Hodgkinson resigned in 1970 and the centre was not finished to its intended specification but, since listing, the centre has realized his intended sophistication (Harwood, England's Post-War Listed Buildings).

Within this wider context of post-war or mid-twentieth century town planning, CTC stands apart as one of the world's first and most significant realised attempts at an integrated town centre megastructure.

3.2.2 Social historical interest

Social historical interest is the way a building contributes to our understanding of how people lived in the past, and how our social and economic history is shown in a building and/or in its setting.

Phases One and Two of the CTC are of social historical significance because they are an outstanding, surviving physical representation of a utopian vision in

architecture and town planning in the post-war period, which focused on communities and their improvement and success through design.

Cumbernauld, as the first Mark II New Town, broke decisively with several principles that underpinned the planning schemes of the first generation of New Towns. The CTC was created at the high point in the architectural profession's belief that it could create a better world to live in (Johnson, 1977). It was highly conspicuous during this transformative period and was promoted on its adoption of the new ideas around community planning and compact urban living (Preliminary Planning Proposals and Addendums, 1958-1962; Phase One Opening Brochure, 1967; Town of Tomorrow, CDC Promotional Film, 1970). The designers and planners were concerned with integrating several outcomes or practicalities including how to make buildings and traffic systems that work for the inhabitants of the town, how to further collective understanding of how best to build New Town centres from the ground up on a restricted budget so that they are equipped to respond to the inevitability of change, and to be a profitable investment for the government in the long term. In this respect, the building is directly illustrative of the 'utopian' and socialist ideals of urban planning and design in the UK during the late 1950s and early 1960s.

Whilst the idealism of the designers, planners and politicians who created the CTC were strong in their belief of making a better way of living, equally strong today are the feelings of many of the later generations of the town who have come to know the town centre as a failed social experiment (HES Survey, 2022).

The town and the CTC have received several notorious, publicity-fuelled 'anti-awards' that reflect the wider backlash against concrete modern architecture that gathered momentum throughout the 1980s and 1990s. In 2001 and 2005 Cumbernauld was the unwilling recipient of the 'Plook on the Plinth' title, though it did win the accolade of Best Town at the Scottish Design Awards in 2012 (The Herald, 2017).

Recent editorial commentary, and the results of our 2022 survey, indicate the various ways the building continues to be interpreted, both physically and symbolically, and provide evidence of its continuing social historic interest.

The results of the 2022 HES Survey show it is generally acknowledged that the earliest phases of the CTC were not as successful as hoped in terms of their intended function for a variety of reasons. The reasons for this have been shown by recent commentators to have been as much influenced by economic and political shifts than as the result of flawed or overtly idealistic planning ideas. However, that does not lessen its wider interest as a cultural asset whether seen positively or negatively.

In December 1967 Cumbernauld featured in the world's first global satellite television link watched by around 350 million people (The Herald, 2017).

A popular and well-known contemporary reference is made to the Cumbernauld Town Centre and the town more widely as it was featured in the 1980 film *Gregory's Girl*.

3.2.3 Association with people or events of national importance

There are no people or events of national importance associated with the building.

4. Summary of assessment

Phase One and Two (1959-1972) of Cumbernauld Town Centre are of special interest for the following reasons:

Architectural Interest

Design

- As a widely recognised seminal landmark of architectural megastructure and megastructural planning, embodying new ideas of adaptability, extendibility, and functional segregation within its design.
- As a unique and experimental example of bespoke, late-modernist architecture in Scotland, the design of which shares commonalities with the architectural theories of New Brutalism.
- As a pioneering New Town architectural and planning centrepiece, reflecting the post-war call for new forms of compact urban environment with scope to evolve as socially cohesive communities.
- Later alterations have had an impact on some aspects of the design interest however Phases One and Two still retain key elements that demonstrate the buildings' megastructural design and plan form.

Setting

- Located at the centre of the hilltop, the CTC remains the visual, conceptual and functional centrepiece of Cumbernauld New Town. The location, size and intended function of the CTC establish it as the Central Area's first public building and its most architecturally significant.

Historic Interest

Age and Rarity

- As the world's first multi-level, covered-in town centre, incorporating a wide range of central functions within one single building.

Social Historical Interest

- As a watershed building in town planning history and a reflection of the ambitious urban planning spirit of the 1960s, merging welfare state social provisions and the integration of the private motor car with the beginnings of the consumer society.

6. Other Information

The points noted below are not directly related to whether Phases One and Two of CTC are of architectural and historic significance as an experimental building prototype, but rather relate to the wider socio-historical context that has helped shape public and professional opinion about the value of experimental buildings of the post-war period, of which Cumbernauld Town Centre is a particularly high-profile example.

Many respondents to our survey (HES Survey, 2022) suggested the building in its present form is no longer fit for purpose and no longer represents the original multipurpose function. While it is clear the building has operated at a reduced functionality for many years, a building does not need to function as intended to demonstrate special architectural and historic interest (Designations Policy and Selection Guidance, Annex 2, p. 12.)

The American Institute of Architects Jury in 1967 noted of the minor faults in execution, the most obvious is an apparent lack of continuity between the original design and the executed building, which may result from the method of constructing the project on a scope ('design and build') type contract (AIA Journal, 1967).

Concrete finishes were quality controlled by the contractor rather than the Development Corporation. Flaws in the finishing of the concrete work are not considered to lessen the identified special architectural and historic interest.

Not long after Phase One became fully operational, it was suggested that for all the things the town centre was getting right, the decision to construct a building incorporating a mix of open and enclosed spaces build on top of a wet and windy hill meant the user experience was not as pleasant as it might have been (Morris, 1970).

The hill-top location of the town centre was known by the CDC architects from the outset to have drawbacks relating to height above sea level and wind and rain impacting the site. The success of the CTC was considered dependent upon the existence of a monumental external landscape (Copcutt, 1965). The risk was to be mitigated by several design solutions that for various reasons were never carried out. These included a 45-foot-tall earthwork rampart to the west, a terrace or 'town wall' of over 1000 dwellings to the south, intended to act as a windbreak, and later peripheral phases of tall residential and leisure complex development, to establish a more pleasant micro-climate within the town centre. Remedial works to the building during the 1970s, including additional infill and covering of areas exposed to the elements, addressed many of these issues.

Several wider factors also impacted on the building, most of which were beyond the control of the designers and planners. These include:

- The impact of economic recessions during the 1970s.
- The long phased developmental cycle of megastructures, requiring an ongoing system of self-reliant central management and governance that would keep pace with socio-political and economic change.
- The planning and architectural profession who championed the urban planning ideals of the late 1950s began to reject those same ideas before the end of the 1960s. This reflected the increasingly cyclical and market-led architectural fashion as well as a more widespread disillusionment with modernist planning principles during the 1970s (Glendinning, 2003).
- These shifting movements within the realm of architecture and planning were directly related to ideological and political changes away from overspill migration and welfare state provision towards regional economic growth targets, commercialism and inner-city renewal. The political conflict of the period and the changing role of the CDC was increasingly compelled to focus on expanded population targets with reliance on private sector development (Middleton, 1983).
- After 1980 the general media narrative of Cumbernauld as a deprived community took hold, backed up by a general disapproval of all forms of modernism within contemporary architectural discourse and opinion. It has been suggested that the historical context and reality of Cumbernauld as an important example of post-war planning had become almost obscured until the more recent reinvigorated interest in understanding the innovation, the scope and the legacy of Britain's New Town planning policy (Glendinning and Watters, 2012).

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