



Cowglen Planning Study

Spatial Masterplan

Consultation Draft Report by
IronsideFarrar
April 2011



Cowglen Planning Study

Spatial Masterplan

Consultation Draft Report by
IronsideFarrar
111 McDonald Road
Edinburgh
EH7 4NW

7500 / April 2011

Contents

1.0 INTRODUCTION

- 1.1 Background
- 1.2 Purpose
- 1.3 Site Location
- 1.4 Land Ownership

2.0 PLANNING CONTEXT

- 2.1 Overview
- 2.2 Glasgow and Clyde Valley Structure Plan 2006
- 2.3 Glasgow City Plan 2
- 2.4 Planning for a Sustainable Environment
- 2.5 Cowglen Planning Study

3.0 COWGLEN: SITE APPRAISAL

- 3.1 Introduction
- 3.2 Site Description
- 3.3 Site History
- 3.4 Landscape and Townscape Setting
- 3.5 Key Views and Visual Containment
- 3.6 Ecology
- 3.7 Geology
- 3.8 Utilities
- 3.9 Hydrology and Drainage
- 3.10 Transport and Accessibility
- 3.11 Key Constraints
- 3.12 Key Opportunities
- 3.13 Spatial Objectives

4.0 OPTIONS APPRAISAL

- 4.1 Development of the Concept Brief Scenarios
- 4.2 Land Use Mix
- 4.3 Link Road Location

5.0 SPATIAL MASTERPLAN

- 5.1 Developing the Spatial Masterplan
- 5.2 Key Design Principles
- 5.3 A Clear Structure
- 5.4 High Connectivity
- 5.5 High Quality Walking Environment
- 5.6 Mixed Use Neighbourhood Centre
- 5.7 Scale and Massing
- 5.8 Housing Variety and Mix
- 5.9 Sustainable Housing Densities
- 5.10 Quality Landscape and Green Space Network
- 5.11 Variety of Car Parking Solutions

6.0 DELIVERY & PHASING

- 6.1 Delivery through Partnership
- 6.2 Phasing
- 6.3 Recommendations / Next Steps

FIGURES

- 1 Cowglen Site Location
- 2 Current Land Ownership
- 3 Concept Development Brief: Initial Consideration of Options
- 4 Cowglen Context
- 5 Contextual Appraisal
- 6 Site Appraisal
- 7 Model representing existing site
- 8 Cowglen Indicative Spatial Masterplan
- 9 Legible Urban Structure
- 10 Indicative Model illustrating Principal Street
- 11 Indicative Model—scale/massing/housing types
- 12 Relationship to surrounding landscape

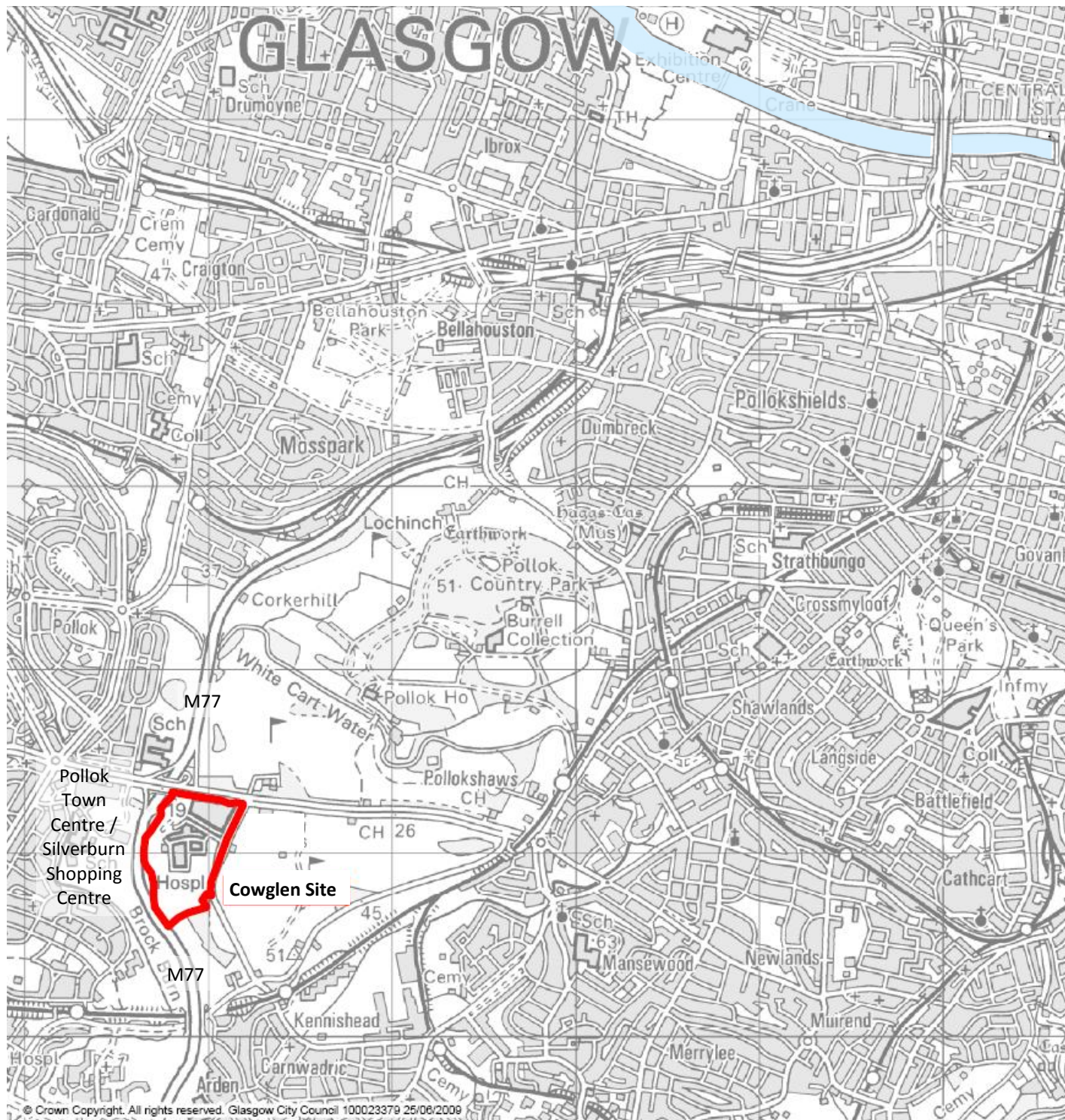


Figure 1
Cowglen Site Location



Introduction

1.1 Background

The Cowglen site, immediately to the east of Pollok Town Centre, has been identified in the adopted Glasgow City Plan 2 as an opportunity for future mixed use development. This involves a commitment to undertake a Planning Study to facilitate development and co-ordinate development aspirations.

This **Spatial Masterplan** forms the third and final stage of the Planning Study, seeking to develop and express in three dimensions the land-use principles established through the Concept Development Brief (August 2009). It is also informed by a number of thematic studies covering hydrology and water management, geotechnical and landscape issues which help to identify spatial constraints.

1.2 Purpose

The Spatial Masterplan seeks to assist future developers by describing the place-making principles, design concepts and spatial parameters developed to ensure the delivery of

the Cowglen vision as set out in the Concept Development Brief:

‘a sustainable residential and business community within a high quality environmental setting that connects to the adjacent town centre.’

The key aims of the Spatial Masterplan are to:

- Provide, through a partnership approach, a co-ordinated framework to deliver a sustainable residential and business community.
- Integrate development within the surrounding established urban, residential and greenspace networks.
- Enable the future business development of NS&I within Glasgow to provide necessary modern business accommodation.
- Incorporate robust urban design principles to facilitate the long term sustainability of the site.
- Allow for flexibility in terms of land-use mix.
- Be responsive to potential land ownership constraints and development timescales.



Silverburn Shopping Centre



Core Path crosses through the site

1.3 Site Location (see Figure 1)

The study area is centred on the site of the former Cowglen hospital, between the M77 and Pollok Estate in southwest Glasgow. To the west of the site, opposite the motorway lies the new Pollok Town Centre, which includes the Silverburn Shopping Centre.

1.4 Land Ownership

The Cowglen study area comprises three adjoining sites in 3 separate ownerships: NS&I own land accommodating their operational office premises and associated car parking to the north and east; NHS Greater Glasgow and Clyde (NHS) own the vacant site of the now demolished Cowglen hospital in the centre of the study area, and Retail Property Holdings (SE) own the area of open land (circa 17 acres) adjacent to the M77 southbound slip road and underpass connection to Pollok Town Centre. These are shown in Figure 2.



Figure 2 Cowglen Site: Current Land Ownership

Planning Context

2

2.1 Overview

The development plan for Cowglen comprises the approved Glasgow and Clyde Valley Structure Plan 2006 and the adopted Glasgow City Plan 2. A summary of the planning context is provided below.

2.2 Glasgow and Clyde Valley Structure Plan 2006

The Glasgow and Clyde Valley Structure Plan 2006 is guided by the key principles of sustainable development, providing a strong emphasis on urban renewal and regeneration, seeking to strengthen the communities of the plan and the role of the towns in which they live.

The Plan designates Pollok as a strategic Urban Renewal Area, effectively prioritising investment to this location, amongst other locations identified within the plan.

2.3 Glasgow City Plan 2

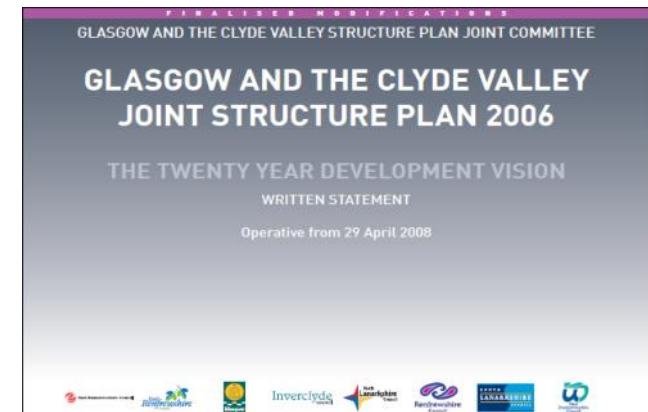
Glasgow City Plan 2 was adopted, following a public inquiry, at the end of 2009. The three guiding principles of the local plan include:

- Promoting social renewal and equality of opportunity

- Delivering sustainable development
- Improving the health of the city and its residents

City Plan 2 recognises Cowglen as an edge-of-centre site with strategic importance, offering a significant development opportunity in an accessible prominent location, close to the existing Pollok Town Centre. Policy presumption is in favour of an integrated, sustainable development approach for the site, which comprises three land ownerships: National Savings and Investments (NS&I), NHS Greater Glasgow and Clyde and Retail Property Holdings (SE) (see figure 2).

As a result of objections to specific policies in the Local Plan to extend the designation of 'other retail and commercial' to the Cowglen site the Reporter, having regard to the Planning Study for the Cowglen area, recommended that the plan designates the whole site as 'Related Policies – Development Opportunity for mixed uses in accordance with planning study' with no change to the edge of centre designation.



Extract from Glasgow City Plan 2

Recommending that the Planning Study focuses on opportunities to introduce a more diverse mix of activities and land uses in support of the longer term viability and vitality of Pollok as a Tier 2 centre.

2.4 Planning For a Sustainable Environment

Glasgow City Council supports a wide range of activities relating to environmental protection and enhancement with a vision to become one of the most environmentally sustainable cities in the UK.

A key objective of the Glasgow City Council Environmental Strategy is to ensure that the Council contributes positively towards the achievement of a high quality, sustainable, built environment for Glasgow, now and in the future.

Through the planning process, it seeks to promote social renewal and equality of opportunity, deliver sustainable development, improve quality and design and provide a context for sustainable growth. Potential developers for the Cowglen Site should be mindful of these issues in developing their proposals.

2.5 Cowglen Planning Study

NS&I are currently progressing with an estate rationalisation and modernisation programme, which will involve the demolition of their existing offices located in the north east of the site that are not fit for future purpose. Glasgow City Council is committed to assisting NS&I in development of their options, which includes the potential to secure new build modern office accommodation at their existing campus and provide stability for their future business development within Glasgow. The Council also wishes to explore the potential combined development opportunity within the three land ownerships.

Glasgow City Council has taken forward the first two stages of the Cowglen Planning Study, namely the Cowglen Concept Development Brief—which sets out two scenarios (see Figure 3) - and a range of thematic studies covering hydrology and water management, geotechnical issues and landscape context to identify spatial constraints.

The Spatial Masterplan forms the final stage of the Planning Study, further exploring the land-use



principles set out in the Concept Development Brief and developing these in three-dimensional form to provide a strategic framework for development proposals.

Early assessment, carried out in partnership with the site landowners, included exploring the potential options for land-use and identifying initial thoughts on infrastructure.

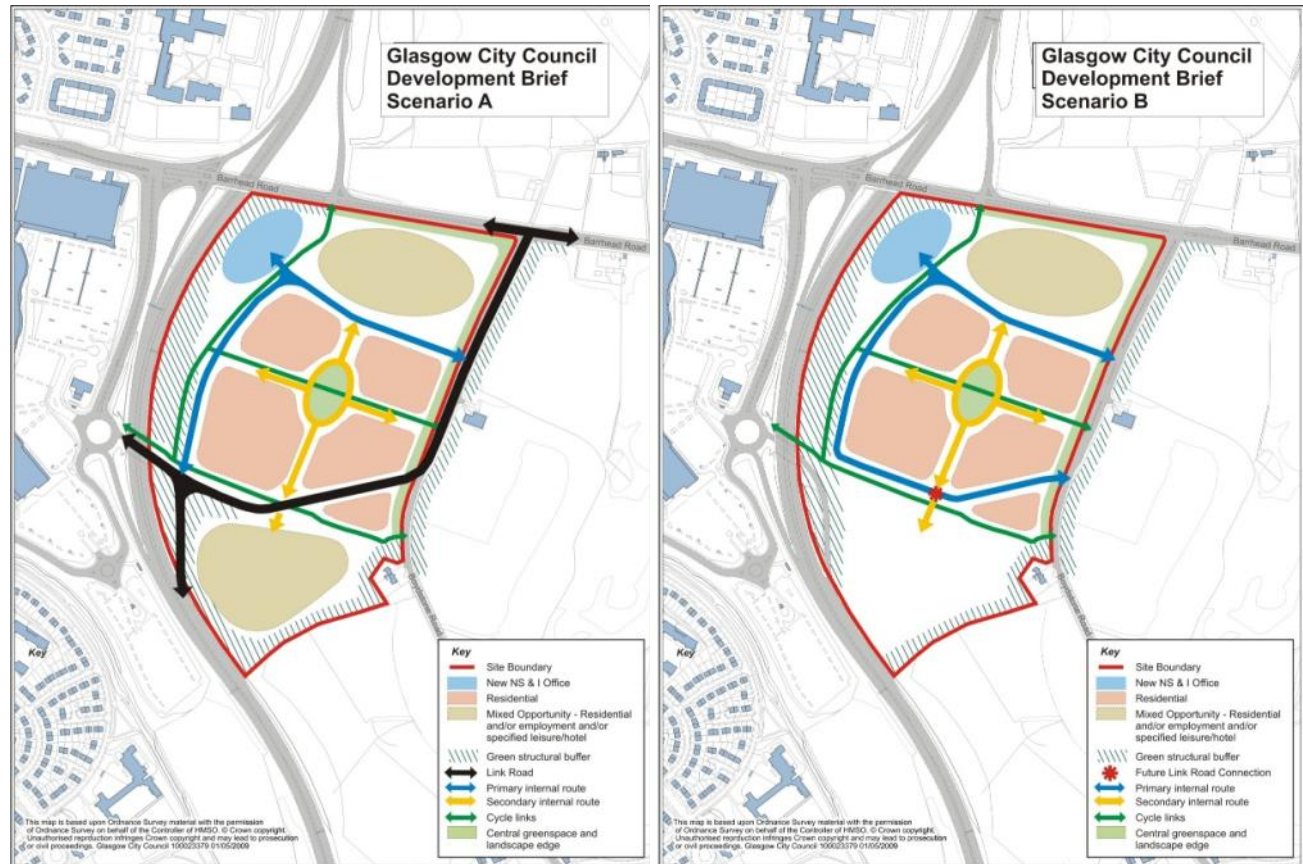
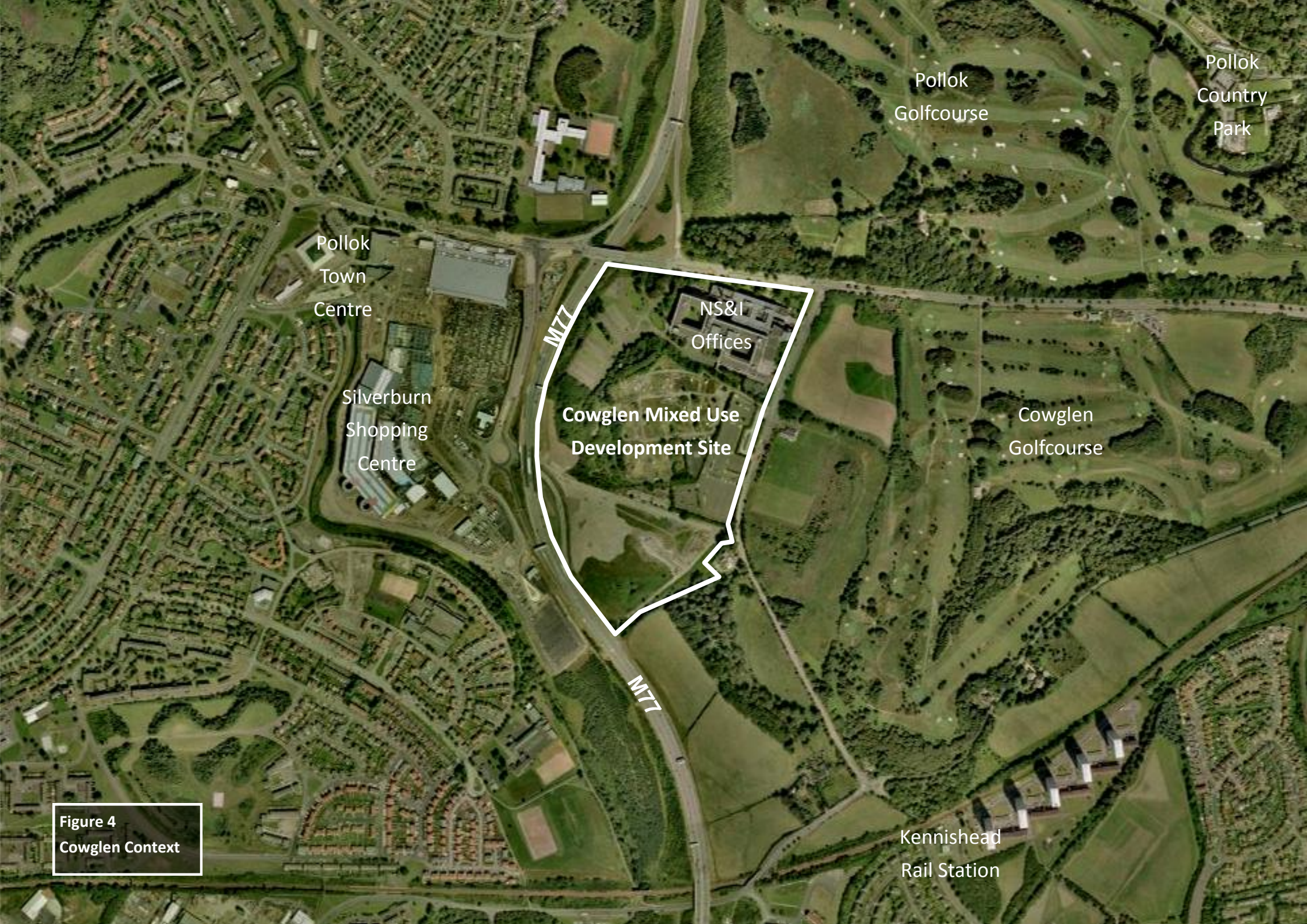


Figure 3: Cowglen Concept Development Brief: Initial Consideration of Options



Pollok
Country
Park

Pollok
Golfcourse

Pollok
Town
Centre

NS&I
Offices

**Cowglen Mixed Use
Development Site**

Cowglen
Golfcourse

Silverburn
Shopping
Centre

M77

M77

Kennishead
Rail Station

Figure 4
Cowglen Context

Cowglen: Site Appraisal

3

3.1 Introduction

This section summarises the analysis of the development site and its wider context, helping to identify the key spatial issues and objectives to be addressed through the Spatial Masterplan.

3.2 Site Description

The predominantly brownfield site comprises 26.1 hectares and currently accommodates the NS&I office building and car park to the north; the vacant site of the now demolished Cowglen Hospital in the centre; and an area of vacant land to the south adjacent to the M77 Junction 2 southbound slip road.

Its proximity to Pollok Estate and inclusion of mature feature trees provides a high quality environmental setting for new development as well as access to recreation opportunities.

3.3 Site History

From the 1st Edition OS map, circa 1860, until 1937, the study area was undeveloped, with the exception of Cowglen House in the northern part of the site. However, a feature corresponding to

the position of the Cowglen Pit is visible in the north east section.

Construction of Cowglen Hospital commenced in February 1937, in the central portion of the site and in the course of this work, shallow mineworkings were unroofed. Periodically the hospital was subject to a number of adaptations and renovations over the ensuing years. Taken over for military purposes during the Second World War, and considerably expanded, some deposition of fill took place at the western part of the site.

The existing NS&I offices were constructed in the 1970's in the northern part of the site with the subsequent closure and demolition of Cowglen Hospital in recent years. Evidence confirms that the southern part of the site was apparently used for emergency refuse disposal in the 1970s.

3.4 Landscape & Townscape Setting

The site sits between two contrasting landscapes:

- Immediately to the west are the major built



Model of Existing Site



Existing Site Post Demolition



Figure 5 Cowglen Contextual Appraisal

forms of the M77 motorway and Town Centre / Silverburn Shopping Centre with its large areas of surface car parking and the Park & Ride facility. These uses restrict movement and impact negatively upon the site in terms of visual, noise and air pollution.

- To the east the mature designed urban greenspace of the Pollok Estate, incorporating Cowglen and Pollok Golfcourses, and the Pollok Country Park further to the east, provide a more tranquil setting.

Land rises southward from the southern boundary with a large area of the slope covered by protected ancient woodland, Kennishead Wood, which noticeably contains views to the south (see section 3.5).

With the exception of the area to the south west of the site, the wider residential areas of Pollok are largely obscured visually from the site by the Town Centre buildings and road infrastructure. They contain predominantly two-storey terraced or semi-detached housing in a

variety of architectural styles, and some three- and four-storey small flatted developments west of the Barrhead Road roundabout. The existing housing generally provides good levels of continuous street frontages in perimeter block forms within a curvilinear street pattern.

Immediately to the southeast of the site boundary are two single-storey semi-detached cottages fronting onto Boydstone Road. These are located on the outside of the major bend in the road, set back some 20 metres from the pavement edge with low perimeter wall.

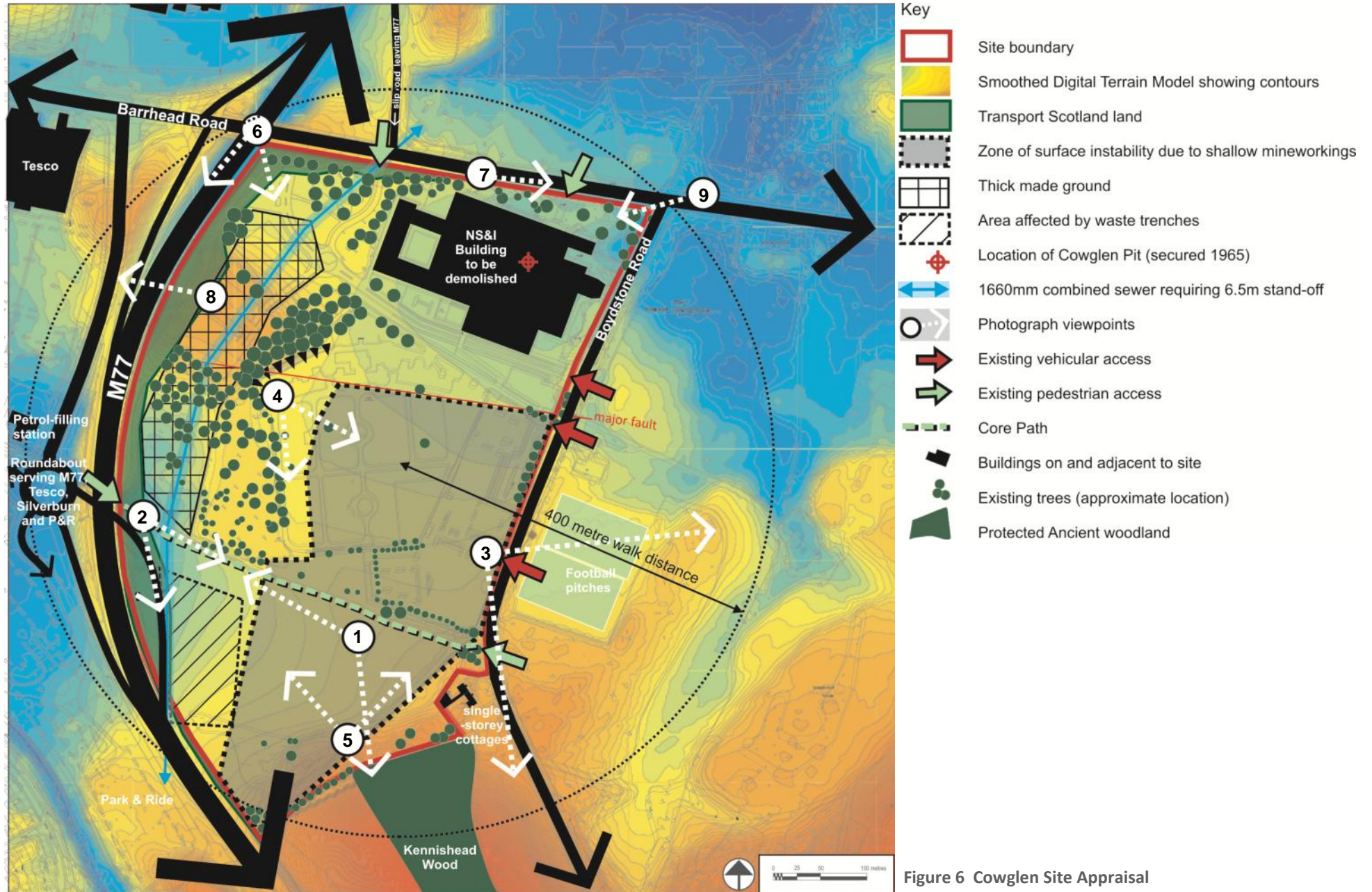
3.5 Key Views & Visual Containment

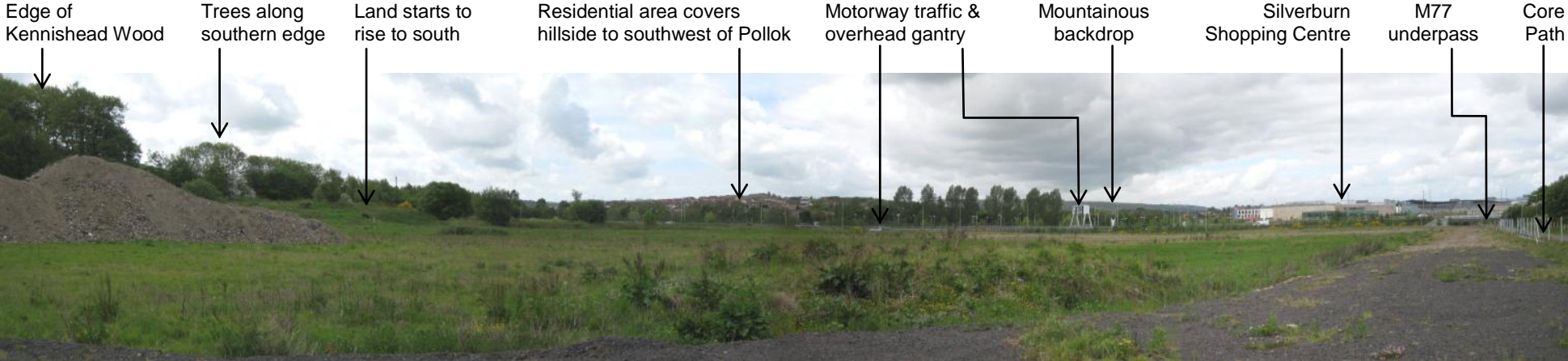
Figure 5 illustrates how the landform, landscape features and built elements combine to shape views into and out of the Cowglen site.

The visually exposed nature of the southern part of the site, where land is generally level with the motorway, allows wide views into the site from the motorway and the large hillside residential area west of the Park & Ride facility (see photo/panorama 1).

To the south, trees along the site boundary together with the slopes of Kennishead Wood offer a strong degree of visual containment, as mentioned above, in terms of views from within the site (see photo.2).







Photograph 1: View south west from southern area of site



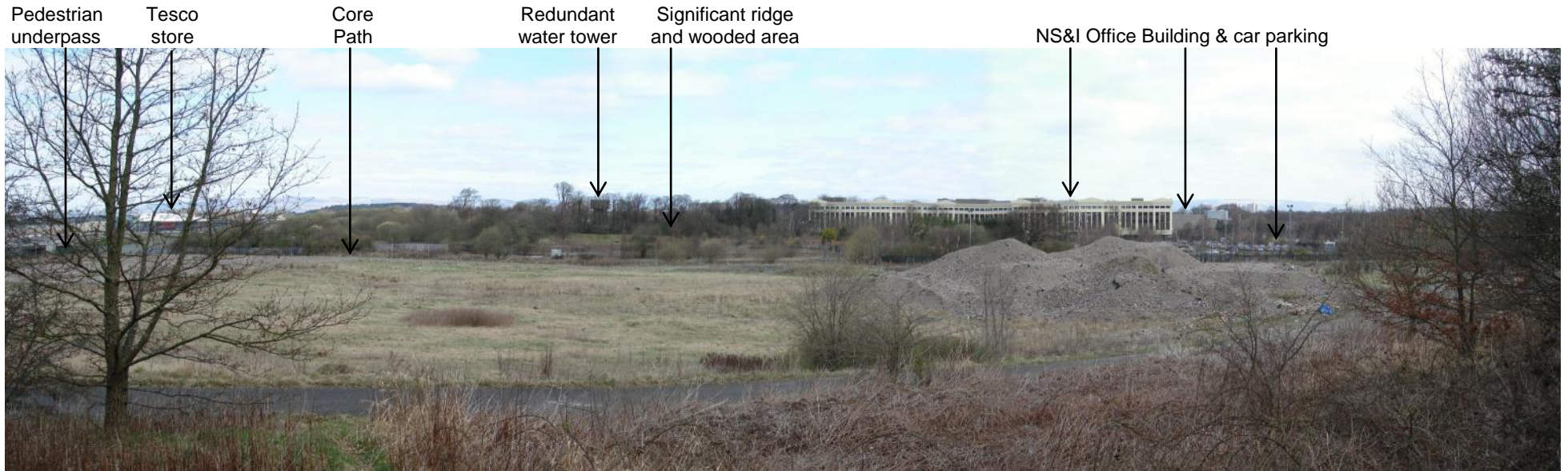
Photograph 2: View south from east exit of M77 pedestrian/cycle underpass (Core Path)



Photograph 3: View south east from eastern edge of site (southern-most vehicular access along Boydstone Road - summer view)



Photograph 4: View south east from central / former hospital area of site (winter view)



Photograph 5: View north from southern site boundary

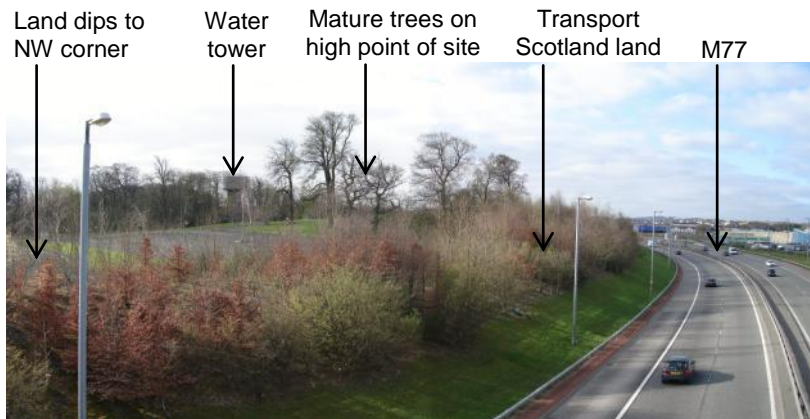


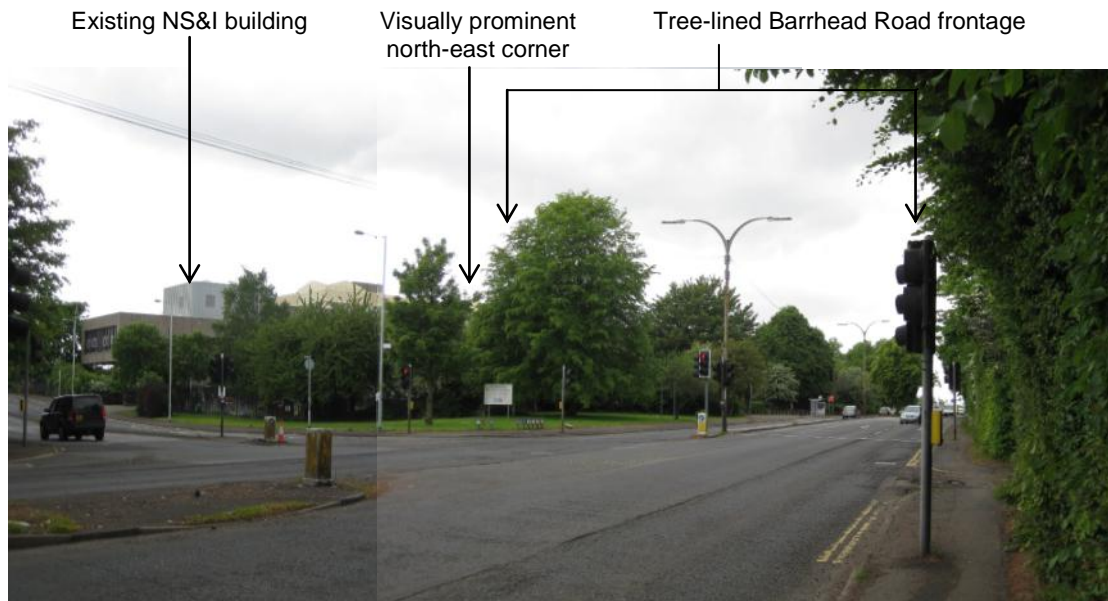
Photo 6: View south from M77/Barrhead Road bridge into north-west corner of site



Photo 7: View east along Barrhead Road frontage



Photo 8: View from high point of site towards Silverburn Shopping Centre across M77



Photograph 9: View of Barrhead Road / Boydstone Road junction, the northern and northeast corner site frontage

To the southeast, the generally open parkland setting allows for fairly wide and distant views. These views are contained by small wooded hills to the south east and by the tops of the high-rise Kennishead Flats which stand beyond the railway line. These combine to create an attractive green backdrop punctuated by distinctive landmarks (see photos/panoramas 3 & 4).

Views to the north of the site are far more contained, due to woodland planting strips along the entire length of the north side of Barrhead Road east of the M77. The generous levels of mature planting within the northern area and frontage of the site, also contribute to screening much of the site from traffic on Barrhead Road. See photographs 5 to 7.

From within the site, higher ground in the north west provides occasional views towards the Tesco and Silverburn Shopping Centre (see photo 8). As mentioned above, land in the southern part of the site looks out towards the motorway and residential hillside areas beyond.

3.6 Ecology

The site at present is of relatively limited nature conservation value, being largely brownfield land. However, a number of species-poor habitats exist, including dense and scattered scrub and tall ruderal species located on the derelict land to the south and south west and mixed parkland and scattered trees to the north and north west of the site.

Previous site walkover surveys have identified the presence of protected species such as bat and bird species, however no evidence of badger activity was recorded.

The higher ground in the north west of the site supports a valuable set of mature trees which should be largely retained to provide an attractive setting to future development.

3.7 Geology

This site can be divided into two parts in geological terms separated by a major fault. Coal extraction has taken place at significant depth in the northern area, however given the

thickness of rock cover over these seams, no significant ground movements are likely, and this area has mineral stability. The Cowglen Pit, beneath the NS&I building was secured in 1965 and the condition of the capping should be checked following the building's demolition.

The Cowglen group of coals outcrops underlie the mid-eastern part of the site at very shallow depth. Stoop and room workings have been identified and there are records of work to secure the area in 1937, however the extent of this is not known. It is considered that much of this area is unstable and would need to be consolidated by drilling and grouting prior to development (area shown in Figure 6).

Made ground is known to be present over much of the site – in the former hospital site mainly derived from infilling the old coal workings, and from the demolition process, and in the southern part of the site, which was used for refuse disposal. The maximum thickness of made ground recorded is 4 metres in the western part of the site, possibly in association with the construction of the M77. Rockhead was

found to underlie the made ground at very shallow depth in the central part of the hospital site.

It is likely that methane is being generated by the decomposition of the putrescible material within the area of waste trenches (see Figure 6). Further investigation will be necessary prior to development—greater detail contained within *Report on Mineral Conditions (GCC, December 2009, project no.17304)*.

3.8 Utilities

The NS&I office building to the north is serviced and, due to the historic presence of the Cowglen Hospital, gas, electricity, water and telecoms utilities, both serviceable and decommissioned, enter the site predominantly from the Boydstone and Barrhead Road boundaries. A combined sewer crosses the western part of the site, requiring a 6.5 metre development stand-off.

3.9 Hydrology and Drainage

The Surface Water Management Strategy (Aecom, Sept. 2009) states that the current

combined surface water systems will not have capacity to accommodate future surface water runoff from development within the Cowglen area.

For future development to comply with current legislative requirements and planning and pollution prevention guidance, there is a requirement to appropriately manage future surface water runoff with the opportunity to provide benefits to the water and natural environments through appropriate Sustainable Urban Drainage Systems (SUDs).

3.10 Accessibility

The Cowglen site is relatively well serviced by all modes of transport, particularly by virtue of the pedestrian and cycle connection along the Core Path which crosses the site to link Boydstone Road with the Town Centre /Silverburn complex via the M77 underpass.

The Town Centre incorporates a recently refurbished bus station adjacent to the civic centre building, and there are a number of bus

stops along Boydstone and Barrhead Roads. A new Park & Ride facility is located south of Silverburn car parking area, immediately west of the motorway. This provides dedicated shuttle buses every 15 minutes to Glasgow City Centre.

Kennishead Rail Station is located to the south of the site, approx. 900 meters from where the Core Path leaves the site along Boydstone Road. This is roughly equivalent to 11 minutes average walk time. Trains run generally every half hour to Glasgow Central, taking approximately 12 minutes.

In terms of the strategic road network, the site is located immediately adjacent to Junction 2 of the M77 motorway. Its southbound exit slip road joins the B762 Barrhead Road which forms the site's northern boundary. The southbound 'on' slip road passes under the M77 and through the site and is accessed via the 'Silverburn roundabout' adjacent to southwest edge.

The Barrhead Road corridor and the Silverburn/ M77 Junction 2 link road are busy routes for

commuters and those visiting the shopping centre with the 2008 Traffic Assessment confirming significant traffic flows. Boydstone Road is subject to lighter traffic flows in comparison.

The site has three remaining vehicular access points, all situated along Boydstone Road. There are two pedestrian access points along Barrhead Road to the north, one on the western edge via the M77 underpass and one in the southeast of the site onto Boydstone Road, serving the Core Path.

A Transport Assessment was undertaken in September 2009 to inform the Concept Development Brief. This considers two accessibility options, the first (Scenario A) incorporating a new road to link Boydstone Road with the M77 southbound slip road and to Pollok Town Centre, and the second (Scenario B) without a link road. The next chapter discusses in more detail the development of these scenarios.

3.11 Key Constraints

- Barrier to movement formed by the M77 motorway
- Sensitivity of adjacent Pollok Estate including Kennishead Wood to the south which is an Ancient Protected Woodland.
- Combined sewer represents major utility infrastructure crossing site requiring development standoff of 6.5 meters.
- Visual, noise and air pollution impacts associated with the adjacent motorway
- Existing mature trees should be retained, particularly along northern/Barrhead Road edge.
- Substantial area of mineral consolidation required.
- Area of thick made ground within northwest
- Area affected by waste trenches to southwest

3.12 Key Opportunities

- Improve existing pedestrian underpass
- Provide new vehicular connections from site linking Silverburn roundabout to Boydstone

Road.

- Relatively clear distant views from the east, coupled with the mature leafy setting, point to the opportunity to create a visually prominent building or group of buildings to highlight the eastern 'gateway' into Pollok.
- Take advantage of large open aspect of Cowglen greenspace/golfcourse to develop at higher scale along Boydstone Road frontage.
- Retain existing mature trees along the northern boundary, providing a natural 'screen' to both visually soften and protect development from noise and visual impacts of traffic along Barrhead Road.
- Create a central greenspace whereby the existing group of mature trees surrounding the water tower provide a green backdrop and distant views are afforded towards Kennishead Wood and the Kennishead flats to the south (see Photograph 4 taken from this location).

3.13 Spatial Objectives

The vision and objectives set out in the Cowglen Concept Development Brief, together with the findings of the site appraisal, help to define the key spatial objectives for development (see below). Proposals should demonstrate, through their associated design statements, how each of these are met.

Principal Spatial Objectives

- Improve connectivity to surrounding areas, particularly by walking and cycling
- Emphasize the status of the Barrhead Road/ Boydstone Road corner as a 'gateway' to both Pollok Town Centre and Pollok Park
- Create attractive and distinctive new frontages to Pollok Estate/Cowglen and Barrhead Road
- Ensure a sensitive relationship of built form to the setting of Kennishead Wood (Ancient Protected Woodland) to south
- Protect residential spaces and buildings within the site from the visual and noise impacts of the M77 and Barrhead Road

- Create a clear and legible spatial structure and hierarchy, enabling ease of navigation and movement
- Create an interesting and varied framework of public spaces, from parks, to main streets, to smaller and more informal residential lanes and mews
- Allow existing landscape features, mature vegetation and topography to inform the urban structure
- Take advantage of open setting to explore potential for greater building scale



Figure 7 Model representing Existing Site

Options Appraisal

4

4.1 Development of the Concept Brief Scenarios

A starting point for the preparation of the spatial masterplan has been to progress the development of Scenarios A and B put forward in the draft Concept Development Brief. These, together with a number of alternative scenarios (see page 23), have been explored through discussions with landowners and Glasgow City Council Planning in order to help to draw out an acceptable way forward for progressing the spatial masterplan. The main points arising from this exercise are detailed below.

4.2 Land Use Mix

The Concept Development Brief identified appropriate uses as employment / business and residential, with a possible hotel and sport related leisure, such as pitches.

Locating business uses along the western edges, particularly the visually exposed areas to the south-west, would offer the dual benefits of using less sensitive land uses to absorb the visual and noise impacts from the motorway and buffer the interior areas of the site, while also

providing businesses with visually prominent and accessible locations along the M77.

The levels of business use that the market will support particularly in the short to medium-term is fairly uncertain. The Market Appraisal (Halcrow, June 2009) recommends the potential for the provision of further business space in the longer term. However, discussions around the various scenarios concluded that the level of business space being proposed through the masterplan should be fairly limited.

It was generally accepted that much of the site would be suitable for residential use, with some vertical mixing of uses allowing for some ground floor local retail and business uses.

The masterplan establishes important design parameters, but in terms of land-use it will need to be applied flexibly in order to respond to changing market circumstances. For example, circumstances may change to favour a greater level of employment/business use and lower levels of residential (in line with GCC's objective

to reflect Structure Plan requirement for local employment opportunities). The general design criteria set out in the following chapter will still need to be considered and full justifications given where proposals depart from them.

4.3 Vehicular Connection

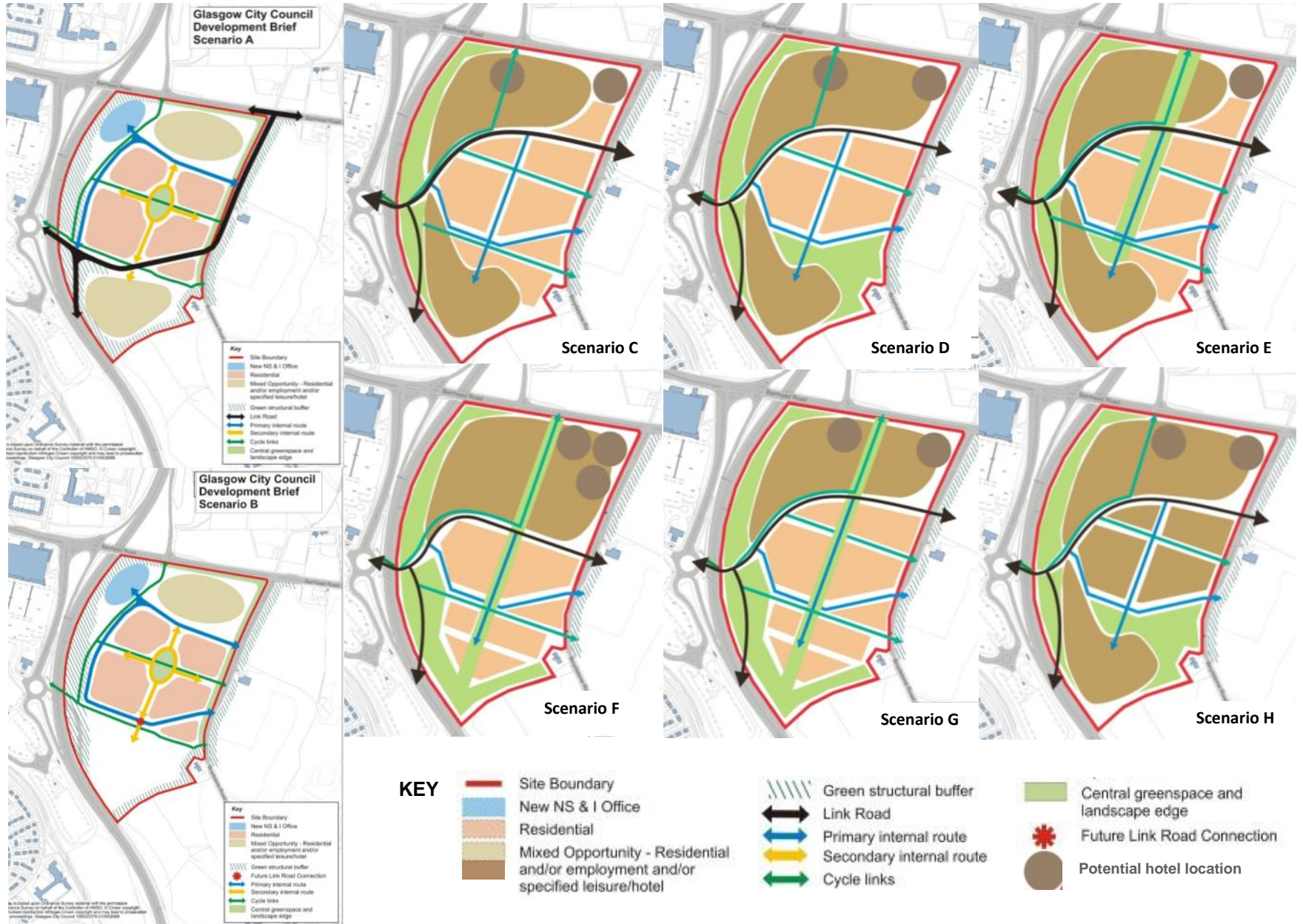
The Concept Development Brief preferred Scenario (A) proposed a link road to connect Boydstone Road and the Silverburn / M77 roundabout. This would redistribute a proportion of traffic from the surrounding network through the site, thereby alleviating some of the traffic congestion currently experienced along Barrhead Road, in particular that associated with traffic generated in relation to the Silverburn shopping centre.

The need to accommodate relatively high volumes of traffic would need to be reconciled with the need to ensure the creation of a sustainable and high quality residential and mixed use environment. A sensitive, and perhaps innovative, approach to the street design would be necessary to allow traffic

through the site without creating a high speed corridor which would be to the detriment of the residential environment. Positive street design is promoted through national planning policy, *Designing Streets*.

In developing the indicative concept plan various scenarios were considered in addition to the original scenarios A and B . Many of these looked at locating the link road through the northern part of the site in order to serve business uses along the north and west edges which would in turn buffer residential parts of the site from the motorway and Barrhead Road.

However, in terms of deliverability—from both a landownership perspective and the need to retain a fully functioning NS&I office building while a new one is developed— the link road would require to be located as shown in Scenario A.





“The vision for Cowglen is to create a sustainable residential and business community within a high quality environmental setting that connects to the adjacent town centre.”

Cowglen Concept Development Brief (August 2009)

Spatial Masterplan

5

5.1 Developing the Spatial Masterplan

An indicative spatial masterplan (Figure 8) provides an illustration of how the site might be developed to meet the vision and objectives set out in the Concept Development Brief together with the principal spatial objectives set out in this document. It has been developed in consultation with the three main landowners and Glasgow City Council Planning and Roads Officers to help ensure a deliverable design solution.

While this masterplan is indicative, development proposals will be expected to reflect the design as far as possible and fully justify proposals which depart from it. The Council recognises the need for flexibility, particularly in terms of land-uses and the need to respond to changing market conditions. However, where a proposed building's use may change it will still need to respect the design requirements in relation to its impact on its surrounding public realm and longer distance views.

5.2 Key Design Principles

This chapter sets out the key design principles, explains how they should be incorporated within development proposals and how the indicative spatial masterplan (Figure 8) demonstrates consideration of these principles.

5.3 A Clear Structure

A coherent and legible settlement structure is essential to encourage pedestrian movement. It enables an instinctive understanding of where a person is in relation to the settlement at large. The built form, the movement / public space framework, and the mix of uses all combine to convey this structure. The most successful and legible urban structures tend to be those which have a clear hierarchy of built form, with an identifiable central focus and the highest densities and mix of uses/activities generally being located within the most accessible areas.

At Cowglen, development should be structured to take advantage of the parkland / woodland setting and views to the south and east, while encouraging access by sustainable modes to



Figure 8 Cowglen Indicative Spatial Masterplan

Pollok Town Centre. The spatial masterplan illustrates this by:

- providing a clear, well-defined and legible public realm framework as highlighted in Figure 9
- locating less sensitive land-uses, such as business/employment uses, alongside the M77 edge—in the south west where the site is most exposed to the motorway—and residential development within the central and northern parts of the site. In this way housing is protected to some extent from the impacts of the motorway, while from a commercial perspective, businesses may also benefit from visually prominent locations in relation to the strategic road network.
- creating a clear greenspace framework, which serves to create a landscape buffer along the northern, western and southern edges connecting to the ancient woodland and 'Greenbelt' designated land further to the south. Emerging from the north-western boundary greenspace, a central amenity greenspace utilises the existing ridge and small woodland currently set around the

water tower to provide an attractive backdrop. This also contributes positively to the retention of locally distinctive features.

- ensuring that the central greenspace and a good proportion of streets are oriented to take advantage of parkland views, distant views of the wooded hillsides and the Kennishead Flats to the south-east and of the ancient woodland to the south.
- proposing a clear street/public space hierarchy which encourages pedestrian and cycle movement, discourages local car travel and encourages through traffic to use the principal street as opposed to rat-running.
- recognising that Boydstone and Barrhead Roads form the key public frontages to the site. The importance of both streets in the public realm hierarchy, together with the openness of the parkland setting to the east, is reflected in the greater scale and massing of the buildings fronting them. Continuous frontages, reinforced by street tree planting, help to create a strong and positive façade to the wider Pollok Estate and overlooking Cowglen Park.

- arranging buildings within a perimeter block layout so that they positively define and front onto the streets and public space network while locating private and semi-private spaces securely within the blocks.

5.4 High Connectivity

New development best integrates with the existing settlement by maximising its connections with adjacent areas. Connections through and within the new development should facilitate travel by sustainable modes. Routes should follow natural pedestrian desire lines as far as possible, offering good access to centres of activity, other local facilities and public transport. The greater the number of connections to the local centre, to public amenity spaces and to public transport nodes, the more viable and successful these services / amenities are likely to be and to remain in the long-term.

There is unlikely to be scope for additional points of access for pedestrians over / under the motorway to connect the Cowglen site to Pollok Town Centre / Silverburn. Greater focus must



therefore be placed on improving the pedestrian experience along Barrhead Road and through the site, together with channelling movement towards a significantly upgraded pedestrian / cycle underpass.

The spatial masterplan illustrates how connectivity should be maximised by:

- arranging residential plots and buildings into a variety of perimeter blocks to form a modified or irregular grid layout. This provides for more direct and convenient access, and for a choice of routes.
- retaining the existing four pedestrian / cycle access points into the site in, or close to, their current locations.
- creating one additional pedestrian / cycle access point along Barrhead Road and two more along Boydstone Road in addition to the two vehicular access points.
- ensuring pedestrian/cycle accessibility through the greenspaces, with paths connecting with the street network.

- creating a street connection from the site into the Town Centre / Silverburn complex. This would necessitate the construction of a roundabout to allow southbound access onto the M77 and vehicles into the site and through to Boydstone Road. This benefits the wider street network connectivity, rather than seeking to encourage local car journeys.
- retaining a direct route through the site for the existing Core Path. This largely follows the proposed main street.

5.5 High Quality Walking Environment

The quality of connections is equally important. A major problem with much recent development is that standard road dimensions, layout and hierarchies are set in place as solutions simply to physical land constraints and meeting road safety standards by the simplest means, without genuine consideration for the sense of place being created.

Streets should feel like intrinsic and important parts of the public space network where people thrive and cars speeds are restricted. This can be achieved by creating more enclosed streets with limited building setbacks, tighter corner radii, continuous and active frontages (many entrances onto the street) and good levels of overlooking to provide opportunities for passive surveillance. This encourages pedestrian and cycle movement as streets feel safe, comfortable and attractive and the buildings shape the street rather than the carriageway being visually dominant.

These principles now form part of national planning policy through *Designing Streets*. This policy statement and guidance applies to all streets within urban settlements, the only exception being trunk roads.

The spatial masterplan illustrates how development should seek to achieve the following:

- Improve the quality of connection between the town centre and the residential/business communities. In particular, this includes improvements in the quality of the pedestrian

underpass and its approach at both ends. This incorporates a proposed 'civic' space which allows for good visibility / surveillance of the underpass entrance. Design solutions for enhancing the underpass should involve a combination of measures such as tiling (or similar treatment) of all surfaces, effective new lighting (see GCC Lighting Strategy), and incorporate local public art where possible.

- **Development should be orientated to allow clear views through the underpass and public facades should to front onto its approach, again maximising opportunities for passive surveillance.**
- **Buildings should clearly front onto the street or other public space, maximising opportunities for activity (e.g. people entering or leaving their homes) and passive surveillance of public space.**
- **Corner houses should address both streets/spaces that they face onto. Featureless and windowless side gable walls will not be acceptable. Features such as corner bay windows and chamfered building lines will be encouraged as a means of contributing to the positive treatment of public spaces.**
- Figure 10 provides guidance to inform designs for the principal street.



Looking towards the site through the existing underpass



Lighting can be used to enhance the walking experience through the underpass



Figure 10 Indicative model illustrating the view west along the principal street

The following will apply to the design of the **principal street** with a view to reducing traffic speeds 'passively' and creating an attractive pedestrian environment:

- Carriageway width should be 6 metres to accommodate a bus route (narrowing of the carriageway may be allowed along sections of no more than 5 metres as a means of traffic calming)
- 3 metre (minimum) shared foot and cycle path both sides of the carriageway to include street trees
- This achieves an 'adoptable' street width of 12 metres
- A minimum of 1 meter (for flats) and 2 metres (for townhouses and office buildings) privacy strip/building set-back from pavement edge
- On-street parking should be incorporated where appropriate and overlooked by housing.
- Frontage vehicular access to properties will generally be allowed where necessary
- Bus lay-bys should not be incorporated – buses stopping within the main carriageway contributes to traffic calming.
- Design speed (and statutory limit) should be no more than 30 mph.

5.6 Mixed Use Neighbourhood Centre

Successful and healthy communities require a full range of accessible local services and facilities. Locating a range of uses together in and around a local centre encourages multi-purpose trips, for example, shopping for a few groceries, meeting friends, catching the bus, etc. This offers a more sustainable pattern of movement that does not rely solely on car use. The mix of uses and activities also helps to create a more vibrant, attractive and economically viable centre. Such centres also need to be flexible in terms of building uses in order to adapt to changing markets, local needs and circumstances.

A local / neighbourhood centre at Cowglen is likely to be limited in terms of its mix of uses, given the scale of nearby town centre provision, and existing provision of schools and other services nearby. There is the need to relocate the existing nursery/crèche currently located within the NS&I building, and there may be demand for a local convenience shop, small offices and live/work units, which could be 'vertically mixed' with flats above. Providing

the right location will also determine its potential viability.

The spatial masterplan shows two potential locations for a neighbourhood centre. Both are located along the principal street at junctions with other well-used routes to benefit from higher levels of passing trade. Both would incorporate a hard landscaped public space helping to 'punctuate' and add interest along the principal street.

5.7 Scale and Massing

The scale, massing and height of proposed development should be considered in relation to that of adjoining buildings, the topography, the general pattern of heights in the area and views vistas and landmarks.

Relating new development to the general pattern of existing building heights should not preclude a degree of variety. Townscape character depends on how individual buildings contribute to a harmonious whole, through relating to the scale



Three-storey contemporary townhouses may form an appropriate frontage along Boydstone Road

of their neighbours and creating continuous urban form. A building should only stand out from the background of buildings if it contributes positively to views and vistas as a landmark.

The site at Cowglen enjoys an open parkland setting to the south and east and is fairly remote from existing development. Building scale and massing are not, therefore, especially restricted by the site context.

The site can be described as having an ‘edge of centre’ location, as opposed to a central urban or suburban location. It has relatively restricted accessibility by public transport, and does not form a particular civic function which merits visual prominence over and above the wider landscape/townscape. In this situation a generally medium-rise built form would be appropriate. This does not preclude greater building heights in certain locations where these may enhance the overall townscape, for example by reinforcing the street hierarchy, emphasising prominent corners and terminating prominent vistas.

Figure 11 provides a three-dimensional representation of the spatial masterplan to illustrate how building scale and massing can be arranged to positively shape the new townscape and contribute to its surroundings. It does this by proposing:

- **four-storey residential apartment blocks along Barrhead Road, with an additional storey element on the corner of the eastern-most building.** This fourth floor element does not stretch the entire length of the building and is set back at least 1 metre from the building line. This adds interest to the roofscape/skyline as seen from a distance and visually emphasizes the ‘gateway’ into Pollok.
- **three-storey flats, with additional fourth-storey elements set back, at key points or nodes along the principal street.** Again, the increased building heights help to reinforce these points/nodes along the main route, although the top-storeys are set back in order to limit the impact on street enclosure.
- **three-storey townhouses in terraced groups along the remaining frontages of Boydstone Road and the principal street.** Terraced

housing tends to provide good continuity of street frontages, good levels of street/public space enclosure, clear distinctions between public and private space and when properly designed can help to break down the form and massing to articulate a rhythm along the street frontage.

- **building heights of two to three storeys within the remainder of the residential area, with the three-storey properties generally focused along the central residential street and greenspaces.**
- **three to four-storey buildings within the business park to the south.** Prominent corners, key nodes and frontages adjacent to the motorway edge are emphasised by sections of building with increased height. This helps break down the overall massing and add interest, but should be limited to no more than two additional storeys and be clearly justified.

In considering the heights and massing, care should be taken to avoid unacceptable overshadowing of circulation routes.



Figure 11 Indicative Model: shows how the spatial masterplan deals with scale and massing and accommodates a variety of housing types and sizes

5.8 Housing Variety & Mix

A range of housing types, sizes and tenures, including provision for live work units, should be provided to encourage a balanced community mix. This ensures that households do not need to move away from the local area in order to satisfy their changing housing needs and demands, it avoids the creation of socially restricted or ‘dormitory’ settlements, and ensures that there are more ‘eyes on the street’ throughout the day. Homes should also be designed to be able to adapt more easily to changing household circumstances related, for example, to disability.

Such a variety of types and sizes will also reflect in the overall built-form of development contributing positively to spatial hierarchy and townscape legibility.

The three -dimensional model (Figure 11) illustrates how the spatial masterplan incorporates a variety of housing types and sizes. This mix is most effectively accommodated within a perimeter block layout.

- **Flatted development along the Barrhead Road frontage should provide for a range of dwelling sizes with south-facing communal gardens.**
- **Flats are also located at key nodes along the principal street, with flats above shops and businesses around the two proposed local centres.**
- **Three-storey terraced townhouses front onto Boydstone Road and the parkland opposite.** Properties here would offer views over the parkland and might be more spacious to appeal to the higher end of the residential market.
- **Two and a half- and three-storey terraced townhouses would create relatively continuous frontages along the central residential street and greenspaces.** These are likely to suit a mix of household types including families.
- **The remaining internal residential streets and lanes accommodate two-storey detached and semi-detached dwellings.** These lower-density areas are likely to cater more for family households.

5.9 Sustainable Housing Densities

Housing density is an important issue in developing more sustainable places, increasing the local catchments of facilities and encouraging a more active community use of local services, which in turn supports safer places and community well-being.

Densities of 26 to 40+ dwellings per hectare net (dph) start to offer the benefits of more walkable communities, sustainable public transport, lower road infrastructure investment and benefits of reduced impacts on wider landscape assets while still offering privacy and security and integration of local greenspace and play provision.

Development proposals should incorporate a range of densities which aim to reinforce the spatial structure and hierarchy and place a greater concentration of households along the public transport routes and close to proposed local shops and services.

The spatial masterplan does this by:

- **focusing highest residential densities along**

Barrhead Road which is the key public transport route adjacent to the site.

- **locating low-rise flats and narrow-fronted terraced townhouses—hence providing a high number of units—along the principal street between Boydstone Road and the Silverburn roundabout.** Flats are focused around the proposed local centres. The principal street also forms a potential bus route, ideally linking the site to Kennishead Rail Station to the south.
- **ensuring that the proposed Boydstone Road townhouses provide a sufficient density of built-form in order to create a robust edge to the wide parkland area.** This may not necessarily translate into high density in terms of number of units—it may be that these units are greater in size.
- **framing the central greenspace and central residential street with medium to high density terraced townhouses.**
- **accommodating lower-density housing within the internal parts of the development structure and less accessible areas.**



Figure 12 Relationship to the surrounding landscape

5.10 Quality Landscape and Green Space Network

Greenspace networks are more useful for visual amenity, recreational use and wildlife corridors than isolated and unrelated spaces. They can become an integrating element between new and existing development, and can serve to connect the development to the wider landscape both physically and visually. They are important if development is to promote healthy lifestyles and high environmental quality.

The greenspace network should incorporate, wherever possible, existing areas of quality greenspace, woodland and other positive landscape features and natural assets. Green spaces within the settlement should be functional, accessible from the public space / street network, contribute to biodiversity and wherever possible be overlooked by housing to provide passive surveillance and encourage use.

The spatial masterplan proposes a landscape and greenspace framework (see Figure 12) which :

- retains existing mature trees and other positive landscape features where possible.

This is particularly important in terms of the broadleaf trees within the northern parts of the site.

- provides a landscape buffer to mitigate visual/noise/air pollution impacts of the motorway by virtue of a generous landscape ‘strip’, tree planting, earthworks and the incorporation of SUDS features such as attenuation ponds.
- connects to Green Belt land to the south
- provides an attractive and generous setting to the ancient woodland, Kennishead Wood, allowing for attractive views from within the development.
- provides a central greenspace which offers a highly accessible and high quality amenity space for residential properties. The central greenspace retains the existing ridge and small woodland as it’s backdrop—also contributing to the landscape buffer. The greenspace is oriented to capture key views to the south and south-east.
- integrates effectively with the proposed SUDS (sustainable urban drainage system).

- integrate new planting with that within Transport Scotland-owned land along the motorway the existing tree cover along the motorway frontage.
- incorporates street trees along the length of the principal street, to reinforce its primacy in the spatial hierarchy, to soften the built environment, to break down the street section and contribute towards calming vehicular speeds.

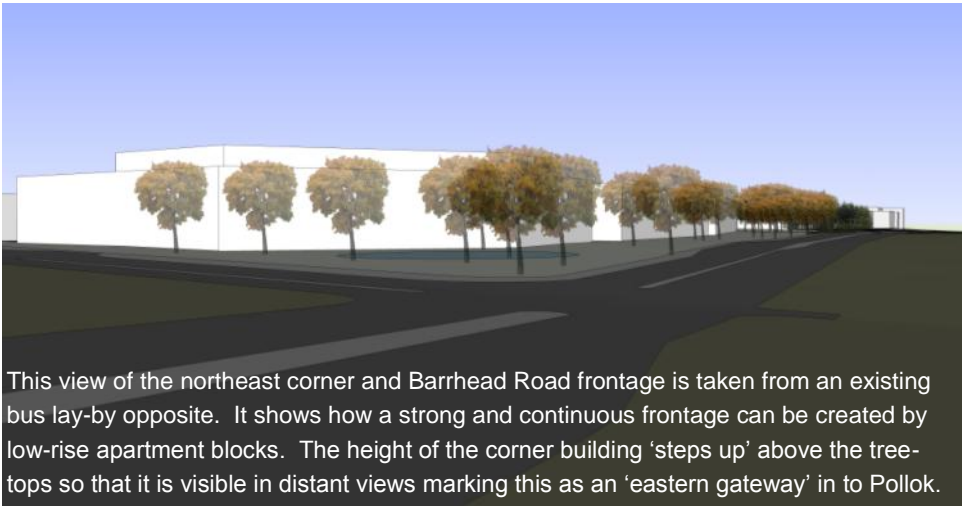
5.11 Variety of Car Parking Solutions

Car parking should be accommodated through a variety of means to provide flexibility and lessen visual impact. This should include small communal parking courtyards within the centre of blocks and on-street parking bays.

- Properties served by courtyard parking should have direct access to the courtyard.
- Where parking is provided within a property curtilage, this should not be to the front of properties, but to the side or rear, to

encourage appropriate levels of street enclosure. As such, wide street sections, that tend to encourage higher vehicle speeds and are unfriendly for more vulnerable users, can be avoided.

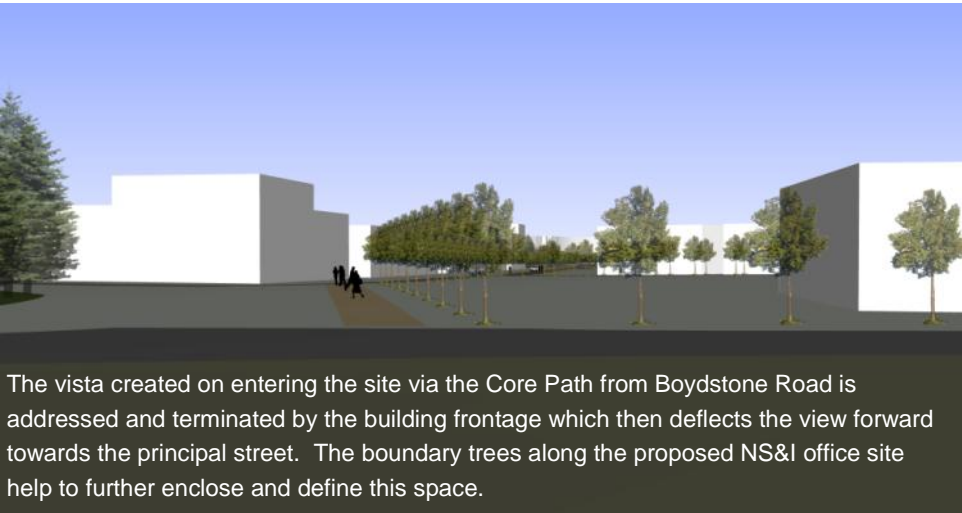
- Surface parking is likely to be required to serve business uses. These should be contained within the centre of perimeter blocks. They should incorporate high quality surfacing, boundary treatments and landscaping to further reduce visual impact.
- Development proposals should follow parking provision requirements as set out in Glasgow City Council City Plan 2 Policy TRANS 4: Vehicle Parking Standards.
- Shared covered and secure cycle parking facilities should be provided for all offices and residential flats.



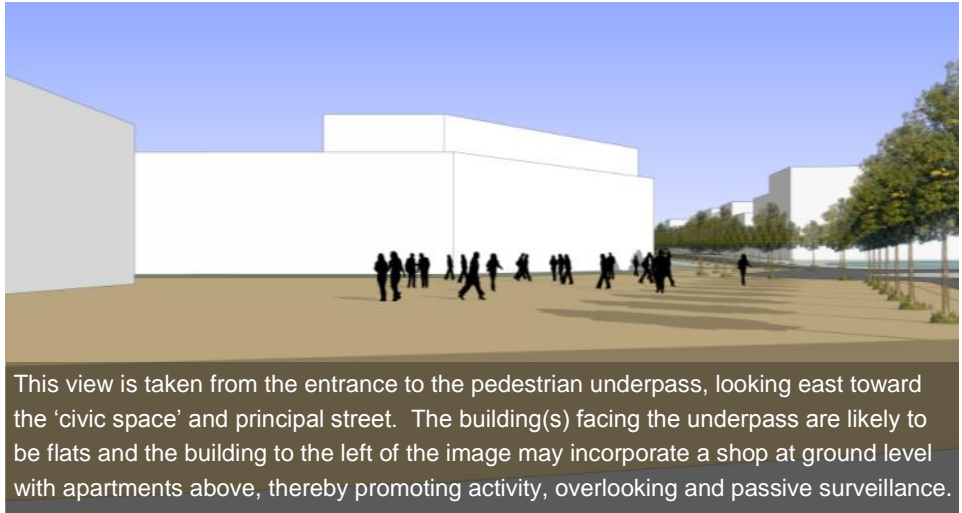
This view of the northeast corner and Barrhead Road frontage is taken from an existing bus lay-by opposite. It shows how a strong and continuous frontage can be created by low-rise apartment blocks. The height of the corner building 'steps up' above the tree-tops so that it is visible in distant views marking this as an 'eastern gateway' in to Pollok.



This view of the Barrhead Road frontage approached from the M77 slip road shows how the retention of the existing mature trees can play an important role in visually screening properties from the busy roads while softening the impact of large buildings to better integrate them into their surroundings.



The vista created on entering the site via the Core Path from Boydstone Road is addressed and terminated by the building frontage which then deflects the view forward towards the principal street. The boundary trees along the proposed NS&I office site help to further enclose and define this space.



This view is taken from the entrance to the pedestrian underpass, looking east toward the 'civic space' and principal street. The building(s) facing the underpass are likely to be flats and the building to the left of the image may incorporate a shop at ground level with apartments above, thereby promoting activity, overlooking and passive surveillance.

Views taken from 3D model of the indicative spatial masterplan illustrate how the scale, massing and positioning of buildings contribute towards a legible environment.



Delivery & Phasing

6

6.1 Delivery through Partnership

This spatial masterplan for Cowglen has been established in an iterative process of design, critique, consultation and design development, involving Glasgow City Council and the three landowners NS&I, Retail Property Holdings (SE) and NHS Greater Glasgow and Clyde. The masterplan is based on established urban design principles, from which the development of detailed proposals can be created, to bring forward high design quality proposals. The spatial masterplan and the illustrative proposals it incorporates provide a benchmark for testing more detailed proposals as they emerge in the future.

Glasgow City Council has facilitated the development of a partnership approach between the three key land holders who have reviewed and indicated their in principle collective support for the spatial masterplan.

The principle elements detailed in this report have been created to enable the co-ordinated establishment of a new sustainable residential and business community within a high quality environmental setting that connects to the adjacent town centre of Silverburn.

6.2 Phasing

To achieve the delivery of a successful new residential and business community requires some flexibility within the phasing strategy that allows for future fluctuations in market demands. An appropriate indicative phasing strategy is outlined below.

Approach

Key to the successful phased development of Cowglen is to ensure that new residential and business development will at each stage provide the essential infrastructure services and high quality landscape required for successful places. Importantly the public realm and urban structure must offer a clear sense of identity and coherence at each phase or stage in development. The draft phasing strategy includes four development phases.

Phase 1:

- Provision of new NS&I offices and initial infrastructure—including temporary access from Boydstone Road (subject to Ministerial approval).
- Complete initial site preparation/ making safe / and pedestrian connections

Phase 2:

- Undertake advance boundary landscaping and planting along motorway edge

- Demolition of existing NS&I offices
- Construct initial phase of principal street from Boydstone Road facilitating NS&I relocation and new public realm connections
- Provision of new Business space / Residential units to Boydstone Road/principal street
- Development of the key residential /public realm frontages to create identity and urban structure

Phase 3:

- Completion of principal street and key residential streets
- Provision of central core of residential/ core path/ green space

Phase 4:

- Complete remaining residential and office development
- Complete structure planting and establishment of green space

The spatial masterplan seeks to secure that a distinctive and viable place quality exists at each phase. Important to this will be the implementation of advance boundary landscape works and consideration of site remediation and greening works in the early phase.

6.3 Recommendations/ Next Steps

The spatial masterplan is intended to support and facilitate development and assist the partners bring forward discrete phases within an agreed contextual framework.

Delivery Mechanisms

Glasgow City Council has advanced the Cowglen site through the Local Plan process and planning study to advance investment and set a clear flexible framework for the site. The Cowglen study seeks to promote a mixed use land use and promote a spatial masterplan that can facilitate the development of new NS&I offices and redevelopment of the surrounding land as business, leisure and residential uses.

Critical to the success of Cowglen will be securing a momentum within the project and market place that requires all stakeholders to engage and promote Cowglen as a place for investment, employment and community growth.

Partnership working has been secured in developing the spatial masterplan and it may be necessary for more formal partnering arrangements to be put in place to address the delivery phase.

It is envisaged that all of the following will be actively involved in supporting and facilitating this process to deliver a sustainable residential and business community within a high quality environmental setting:

- NS&I
- Retail Property Holdings (SE)
- NHS Greater Glasgow & Clyde
- Glasgow City Council – Planning/ Economic Development/ Community Services/ Transportation and Environmental Services
- Public Transport operators
- Scottish Water and utility providers
- Private Sector Developer Interests and Housebuilders

An important component of the spatial masterplan is protecting the economic opportunity (NSI short-term needs); advancing investment and developing a sustainable community. Delivering new jobs and creating a new business location will require collaboration across services and coordinated marketing through other groups such as Local Business Forum / and key employment sectors / companies within the Glasgow and regional economy.

Glasgow City Council's are committed to facilitate and assist NS&I in the planning process to secure modern office accommodation at their Cowglen campus, whilst ensuring maximum long term gains are achieved for other land holdings are fully realized and that a range of investment opportunities are secured and made deliverable through appropriate phasing.

In the short term, NS&I are looking to relocate to their new office accommodation from the existing building by 2014. Should NS&I decide to proceed, specific elements that would allow for the delivery of this first phase as described above in Section 5.2 would include:

- A new office pavilion building to promote Cowglen as a centre for business
- Development of the existing and new Boydstone Road connections
- A new landscape and greenspace framework for the site connecting with existing open space of Pollok Park and local pedestrian networks.

Developing Design Codes and Guidance

Key urban design elements of the built form and landscape infrastructure of Cowglen are considered to have a strategic significance to the success and sustainability of the development as a whole and to address any areas of concern.

To secure these key elements Urban Design Codes should be established which relate to urban design and placemaking which have been outlined within the Cowglen spatial masterplanning process. These codes should relate to the design and protection of:

- External/ Internal Streets and Movement
- Urban legibility and gateways
- Built/ Landscape edges
- Landscape and public realm

The design codes should form part of the planning application reporting to include within planning submissions the following:

- Masterplan and Access Statement
- Landscape Design Strategy including green networks, public realm, paths and landscape management
- Environmental Management including BREEAM / SUDS / Environmental Performance

Design Codes, where appropriate, can be adopted by Glasgow City Council as supplementary planning guidance, or given status as a condition to planning permission or through planning agreements.

Design codes can provide a good, flexible delivery mechanism to ensure that the design and construction process takes place in line with the masterplan.

Glasgow City Council are committed to good urban design and sustainable placemaking. The Council believe a masterplan led approach, advanced in partnership with stakeholders and in accordance with guidance offers the best route to facilitate planning and secure quality in the urban environment.