



PEOPLE make PLACES

because
Glasgow belongs to you

EXECUTIVE SUMMARY

“ Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody.”

JANE JACOBS

Report of the
PlaceCommission\Glasgow
2022

In Search of Place

People make Places is the final report of the Glasgow Place Commission.¹ The work of the Commission was undertaken as a long-form charrette with periods of intense activity and periods of reflection through the pandemic, lockdown and a major international event in Glasgow focused on the climate emergency. Over the last two years, the ground has shifted under our feet. Working against the backdrop of the COVID-19 pandemic, it was not possible to run the commission as originally intended. An agile way of working was developed, and the commissioners became a sounding board involved at key moments when circumstances permitted. Engagement was conducted entirely online during periods of lockdown and requiring new techniques to be adopted including online means to 'see' the city as meetings on-site were not possible. More face-to-face contact, and more time spent in Glasgow's places would have been desirable but, with the goodwill and pragmatism of participants, the review process worked well.

A small group of prominent independent practitioners from differing backgrounds including architecture, health, community engagement, engineering, landscape design and development with senior or former roles in the public, private and third sectors were asked to act as commissioners. We were supported by a team from Glasgow City Council and Glasgow City Region and by two leading experts whose role was to provide background analysis, design and facilitate the engagement process and to keep a focus on objectivity.

In the uncertain times of the pandemic, focus was understandably on the need to recover and get 'back to normal'. As the pandemic wore on, and away from the immediate urgency of the front line, provided an opportunity to reflect. It became clear that recovery from the pandemic would become irrevocably linked to the climate and nature emergencies under the shadows of Brexit, the financial crisis and other unknown externalities not least a major war in Europe that has seeped into energy policy and the cost of living. It was evident that going back to normal was highly unlikely, that achieving a new normal was slightly utopian and the next normal, however imperfect and uncertain that might be, needed to recognise that uncertainty was likely to prevail for some time. In terms of the collective response by cities, flexibility and agility would be important.

The Commission's direction was informed by the work of the City Urbanist around three themes apposite to Glasgow – the international city, the metropolitan city and the everyday city with the last pre-eminent for the daily lives of those who live, learn, visit and work in the city. Work of the Commission involved five principal tasks: desk research to identify and review published research; a programme of data collection and analysis; a review of the place policy landscape at the Scottish, city region and city level; an engagement programme in two phases to explore the condition

of, and prospects for, Glasgow's places from a range of perspectives; and workshops to identify and synthesise learning from the process and agree priorities for action.² Early in the process, a United Nations conference was staged in Glasgow on the theme of City Living organised around Glasgow's aspiration of being a liveable city. The conference endorsed the principles of the UN Charter on Sustainable Housing and prepared a declaration on sustainable and affordable housing for the UNECE following in the footsteps of Vienna. Living in a changing world and in a city in transition became a leitmotif for the work recognising its fundamental importance to quality of life and quality of place.

In *People make Places* the Commission has reported on:

- The concept and complexities of place, discussing why these matter and reviewing the growing body of evidence that place quality can deliver economic, social and environmental value;
- The history and evolution of modern Glasgow in four eras of: 19th/early 20th century industrialisation; de-industrialisation and modernism in mid 20th century; late 20th century regeneration; and a 21st century recovery towards transition and renaissance;
- The process, synthesis and the results of an engagement programme and the exploration of systematic approaches to place and consensus building around the key issues;
- A stocktaking of place in contemporary Glasgow, looking at the city through the lenses of an international, metropolitan and everyday city, concluding with a review of the *Places of Glasgow* and what may be learned from them revealing valuable insights presented in a series of *Place Stories* throughout the report³; and
- A series of findings based on the investigation and analysis to establish a series of goals, challenges and opportunities for Glasgow over the decades to 2030 and 2040 concluding with recommendations about what Glasgow might do better to combine place thinking and climate awareness and setting out practical steps to mobilise Glasgow's 'place ecosystem'.

The programme for the commission was impacted on by the pandemic and readying for COP26 in the autumn of last year. Although frustrating, this did permit the exploration of Glasgow's remarkable housing turnaround through the making of the film *Living in Glasgow – a journey to 2030*, reviewing the issues facing the River Clyde reported in *a River runs through it*, and the completion of other research, including *Scotland's Urban AGE 2022 – Shocks to the System* and, *Place and Life in the UNECE* an international UN action plan to 2030 to tackle challenges from the COVID-19 pandemic, climate and housing emergencies in region, city, neighbourhood and homes. This work has helped to inform this report.

1. The full report is available in printed and digital versions.

2. This work is summarised in the endnotes of the full report.

3. The Place Stories are included in full in the main report and documented here in synoptic form.

Towards an ecosystem of place

For centuries Glasgow, as a bucolic fishing village and ecclesiastical centre on the banks of the River Clyde, held little of strategic significance. When success and later threats came to the city, it was as a consequence of explosive growth during the industrial era that left a significant civic presence accompanied by social and environmental challenges. Wartime damage to the fabric of the city and the subsequent implementation of modernist planning left Glasgow with a series of existential threats to the lives and the health of its people that have taken time to understand and come to terms with.

In a few remarkable decades of late 20th century regeneration, Glasgow began to be put back together. The trauma of the second half of the 20th century is fading but not yet a distant memory. Resilience built over the last 50 years has instilled a belief in the city that a constructive, pro-active and creative approach is needed to face the existential challenge of the climate emergency. There is recognition that such action can be transformational and help safeguard and improve people's lives and the quality of their places in a process described as a just transition that has become central to Glasgow's approach.

The work of the Commission is summarised here in the ten findings and seven recommendations from the report *People make Places*.

Finding 1: What we mean by Place

We began the work by reviewing concepts of and practice about place. We concluded that Place is widely understood in a general sense but in working with place, particularly with communities, there is a need to be precise and clear about what we mean when we practice placemaking and place management. Propositions around place quality, place attraction and place value need to be made explicit and principles need to be clarified and used to build consensus. There is widespread recognition that some form of change in working practice will be necessary to bring these principles to the fore and build credibility to deliver their aims particularly around wellbeing and the achievement of a net zero carbon city within the decade.

In city planning, place should be well served by the forthcoming NPF4 providing a powerful and statutory driver in the pursuit of placemaking that will inform the new development plans in Scotland and the City Development Plan in Glasgow. However, planning alone is insufficient to deliver good places as place quality and place value depend on the interaction and integration of wider priorities through effective delivery and management of social, housing, community, economic, travel and environmental policy and contingent action to deliver placemaking outcomes.

Figure ES1: Place value – the outcomes

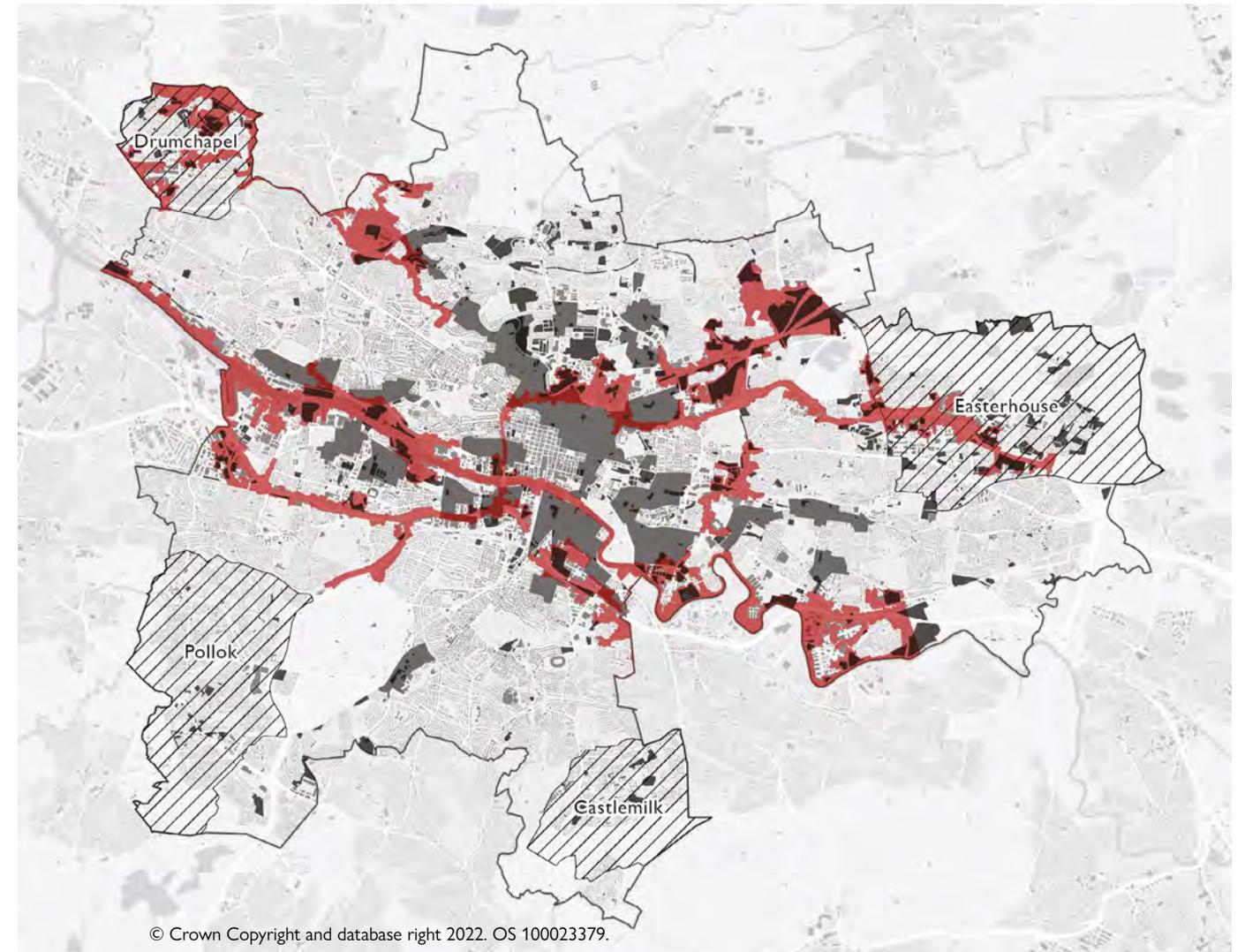


Finding 2: Glasgow's Journey

The city of Glasgow has made a remarkable journey across the last 150 years through industrialisation, de-industrialisation, modernist planning, regeneration and renaissance. The overview highlighted the key stages in the city's transition from a policy framework predicated on Glasgow as a failing city locked in a seemingly irreversible cycle of decline, to the rediscovery and celebration of the qualities that make Glasgow a great city. The City, once seen as a liability, is now – despite imperfections – an admired model for post-industrial renewal, a symbol of the new urban age and a magnet for international visitors, students and creative talent.

To a significant degree the 20th century *shatter zones* and the peripheral estates shown in Figure ES2 mirror the geography of disadvantage in Glasgow expressed through the Scottish Index of Multiple Deprivation. This in turn is reflected in the geography of regeneration and place described in Chapter 5 of the main report. There is a correlation, but not a causality, between disadvantaged communities and physical degradation of the environment. There is more to disadvantage than the state of the physical environment state (e.g. access to opportunity) but these factors have a compound effect that Glasgow recognises. This report advocates continued effort to address this challenge.

Figure ES2: The shattering of urban form in mid 20th century Glasgow



Finding 3: Engagement

The engagement programme encouraged systematic thinking, integrated approaches and creative imagination. Glasgow's places are perceived in different ways by citizens, businesses, visitors and prospective investors. The city is a well-loved place for the majority, but for some, it is a place where lives are blighted by poverty, crime, drug and alcohol abuse, degraded living environments and low expectations where a lack of agency leaves communities powerless and excluded while others lead lives benefitting from an array of life-enhancing experiences.

Participants acknowledged the historic challenges facing the city – economic transformation, social justice, poor connectivity, COVID-19, and the climate emergency. They stressed the importance of an holistic approach to placemaking, argued that single-issue responses inevitably fail, and stressed the need to combine differing agendas into an over-arching place-based narrative that combines policy, design-thinking and citizen engagement to deliver outcomes for positive change. Irrespective of lived experience, it is important to ensure that all voices are heard and can engage with and influence placemaking decisions and outcomes.

“Silo-thinking” has become something of a cliché, but remains prevalent. We were struck by the deep, local knowledge and specialist expertise of our participants and their appetite for a place perspective to promote dialogue across disciplines and sectors to oxygenate a city-wide conversation about creative solutions to better serve the needs of communities. Benchmarking and the sharing of good practice were identified as powerful ways to encourage “borderless conversations”.

The engagement process confirmed there is no perfect model, no silver bullet. But a meaningful start might map the relationship between models of good practice in the UK and internationally, Glasgow's priority issues, and places with similar spatial, historical, cultural and climatic attributes should be analysed to identify exemplars that Glasgow can learn from. This is not simply a matter of finding “cities like Glasgow” and a frequent refrain was to “learn from Glasgow”.

Participants highlighted governance, including city-region processes, as a particular challenge. There was keen interest around the proposition of Glasgow's “place ecosystem” as the network of actors and protagonists who collectively plan and mobilise the city and city region placemaking resources. This ‘ecosystem’ has had some notable strengths and success stories, but there was agreement that it is suboptimal in terms of delivering place outcomes. This puts a focus on decision-making and delivery processes, and the frameworks and infrastructure that underpin them. The importance of an evidence-based approach puts a premium on collecting data to map the baseline of Glasgow's places against economic, social, environmental and health outcomes while organising performance

management processes to ensure policy and decision-making deliver place quality and, through this, place value.

The governance agenda provoked discussions about the administrative boundaries and the spatial politics of decision-making in the Glasgow city region recognising that issues are complex, and there is no “right answer”. There was considerable support for a strengthened city-region decision-making process, with greater devolved powers. Many participants advocated an elected mayor on the English model with Greater Manchester cited as the primary precedent. Transport planning and climate change resilience were identified as issues that demand to be addressed in an integrated way at the regional level. Mission Clyde was highlighted as an initiative that needs to be designed and implemented at city-region scale, but there was scepticism about the governance model and questions about adequacy of resources.

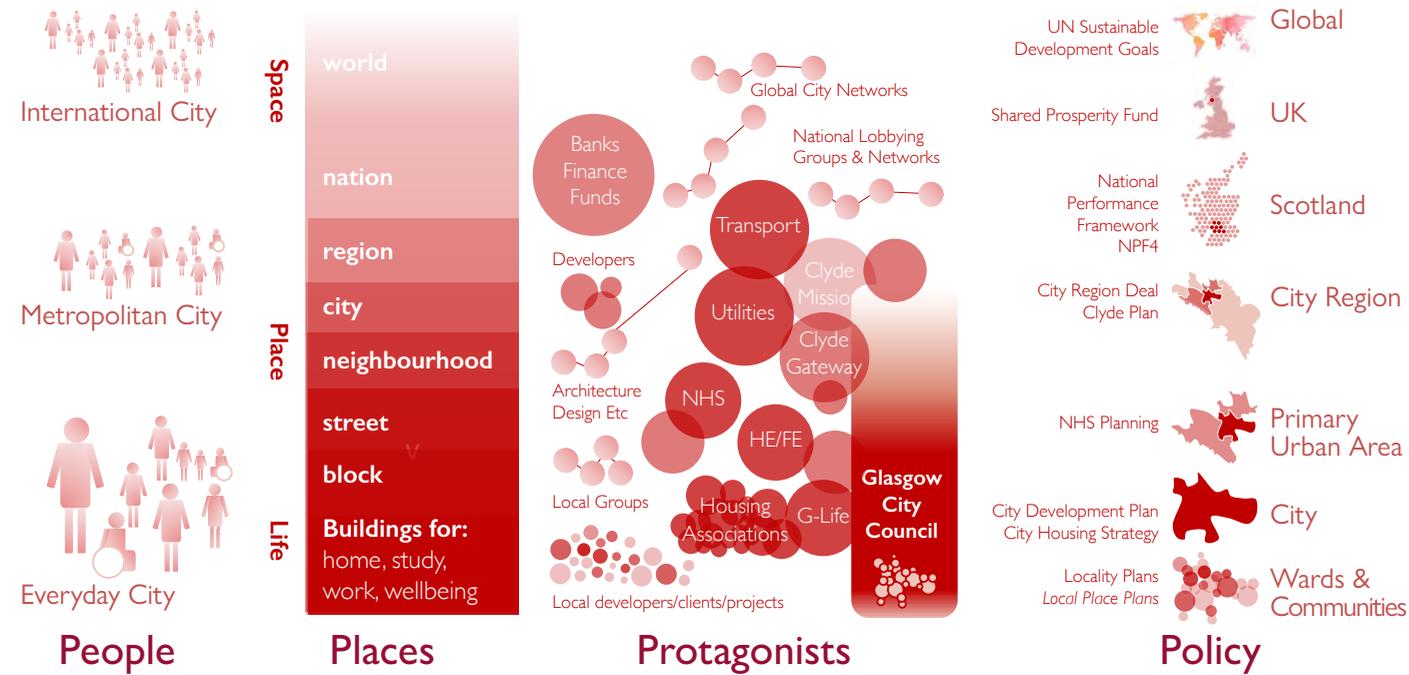
Other spatial issues should be addressed at the city level. Proposals for innovation districts, the public realm, a new vacant and derelict land strategy focusing on long-term unused sites, ‘*meanwhile uses*’ and the practical application of 20-minute neighbourhoods were cited as good examples of action required across the city.

There was strong support for local decision-making and community empowerment, to help tackle social injustice. Small actions can make a big difference, and they can have a cumulative effect on community trust and confidence. There is a desire to see more decisions devolved to the neighbourhood level, and for communities to be empowered to initiate schemes for public health improvements, social housing, community facilities and neighbourhood planting and growing.

The engagement workshops brought together a remarkable group of people from Glasgow and beyond with a shared interest in how places shape the life of the city with a desire to build and implement an holistic placemaking process. There is world-class expertise in Glasgow in design, housing, placemaking and related disciplines. People are proud of what Glasgow has achieved and how far it has come but acknowledge frustrations and disappointments. The frequently stated aim to mobilise all the knowledge, creativity and other resources of the city to be “*more than the sum of the parts*” has proved elusive, and decision-making can be slow and opaque. This can be demotivating, and some people admitted to being battle-weary. COVID-19 has imposed a huge extra burden in terms of new threats and a difficult working environment now exacerbated by challenges around cost of living and local authority budgeting.

There is a real appetite for a new agenda and new ways of working to tackle the historic and contemporary challenges facing Glasgow in the next 20 years and, in the process, rewire the knowledge networks of the city to inject fresh energy and insights into the placemaking process.

Figure ES3: A diagrammatic representation of Glasgow's ecosystem of place



Finding 4: Engagement Outcomes

The engagement exercise generated a series of outputs.

Building a shared understanding of Glasgow's ecosystem of place:

Participants felt the ecosystem map for Glasgow could include more detail and functionality to build an 'ecosystem atlas for place' to include:

- A breakdown of needs characterised under the three headings of 'everyday city', metropolitan city' and 'international city' with emphasis on the 'everyday'.
- A register of past, current and planned engagement projects to disseminate and inform.
- A documentation of places, place types, quantities, qualities and other important attributes including demographics and investment levels.
- The protagonists' section should provide more detail of the many public, private and third sector actors and networks within the system and the relationships that exists between them.

Having this information would support many different forms of collaborative discussion to develop a collective view of how the ecosystem is responding to the developing challenges and opportunities faced by the city with a review of:

- The drivers of change facing the city's place agenda and opportunities for innovation and intervention (by communities).
- Identification of opportunities to bring different communities of interest together.
- Prioritising future investment.

Building a shared ambition for Glasgow's places to embrace social justice, the climate emergency, COVID-19 recovery, and better productivity building on the spirit of Glasgow:

Participants and stakeholders advocated using the work of the Commission to build a succinct group of ambitions for place in Glasgow and seek to embed these in the numerous strategies, policies and plans that exist and are being developed for Glasgow's places with engagement around:

- Best practice in the city for organising and designing places that address place themes within this holistic ambition.
- Using the ambition to influence the way organisations articulate and align the impact of their place-based projects in Glasgow to help drive collective impact.

Sharing and building knowledge through collective learning:

There are many opportunities to connect the knowledge and experience of place development in Glasgow (and beyond). Developing a culture of sharing, learning and collective problem solving to deliver Glasgow's holistic ambition for place could be achieved by setting up short life collaborative events and projects to explore issues and develop solutions to shared challenges. Short burn events might take different forms such as sharing best practice across sectors, engaging the collective experience and expertise in Glasgow and tracking developments in real-time. All of these would need a multidisciplinary approach and engagement with Glasgow's citizens and communities of place and interest. Examples included:

- Exploring which engagement approaches are working well within Glasgow and how engagement practices for Glasgow could be developed further to inform place development.
- Building capability and capacity to empower communities in local placemaking in Glasgow.
- Exploring how and why details matter.
- Developing innovative ways to tackle pervasive challenges such as vacant and derelict land, the importance of place in stubborn health inequalities, and the need for integrated movement systems.
- Developing discussion and experimentation around the 20-minute neighbourhood within Glasgow, with particular attention to consequences and opportunities for the city centre and local neighbourhood centres.
- Setting up support and infrastructure to enable different communities of practice to initiate their own collaborative events around emergent issues of shared interest.

Building a shared approach to measurement and impact:

The many individuals, organisations, initiatives and networks within Glasgow's ecosystem of place operate with different performance indicators and measurement practices, designed to demonstrate progress against their individual strategic objectives or funder's requirements. There is a need or discussion about how Glasgow can achieve collective impact through all this activity within the city's place ambition. A collective scorecard of indicators for Glasgow's places could be developed. Such models exist in other cities and Glasgow could learn from these examples, examining the role of information in securing investment for the city.

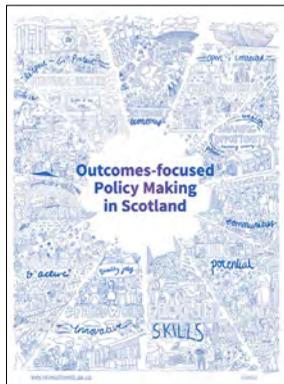
Initiating new approaches to communication across Glasgow's ecosystem of place:

There are many inspiring examples of place-based initiatives already in play within Glasgow which are not widely shared beyond those immediately involved. Collective impact could be enhanced through a series of targeted communication initiatives:

- Sharing success stories – at varying scales, stories describing impact and outcomes as well as process. There are few forums and channels for disseminating this information to wider community audiences. New formats for sharing should be explored such as inviting audiences to experience projects in progress in real time.
- Exploring and explaining complex topics – the relationship between place and the city's proposed place ambition can be challenging to communicate for example the impact of the climate emergency in day to day lives. The long-term and serious health consequences of poorly defined places take time to accrue. Imaginative approaches are needed to engage audiences in Glasgow's place ambition. Participants suggested using physical and digital models, storytelling techniques, engaging creative practices and using social and online media to support communication.
- Effective communication will be essential in unlocking investment, collating and presenting evidence of both progress and ambition will be critically important.



Click on the image to download Glasgow's Climate Action Plan



Click on the image to download Outcomes-focused Policy Making in Scotland

Delivery of collective impact:

This list of initiatives requires co-ordination and leadership, working in partnership with others across networks, championing the place agenda, increasing visibility, and curating collective impact.

The importance of systems thinking:

We have stressed the importance of cross sectoral working that requires vertical integration (scales of governance – national, city region, city and local) and horizontal integration (different functions of city governance) of policy and outcomes. This should be strategic and make explicit links between propositions that are already in play. This can be light touch and avoid complexity by using policy levers that already exist.

There is a developing congruence between the UN SDGs, NPF4 (NPF Planning) and local development plans in respect of policy for place. There are also links between the SDGs and Glasgow's Climate Action Plan (CAP). Equally, there is synergy between the SDGs, Scotland's National Performance Framework and national outcomes (NPF Performance) that is informing aspects of national policy (e.g. Scottish Government's Housing to 2040). Further work is required to make explicit links between the SDGs (and targets and the UN Regional Action Plan for the ECE for 2030) and the CAP in respect of indicators and outcomes that refer upwards to NPF and SDGs and across to the CDP. The recent research publication by the Scottish Government 'Outcomes-focused Policy Making in Scotland' is very welcome in this regard and resonates well with the 'place ecosystem' advocated here.

Such a systemic response will be needed to tackle the uneven landscape of challenges, involve the widest possible range of communities, agencies, stakeholders and partners to come together to co-design place-based actions and deliver outcomes of an integrated nature expressed in Finding 1 and spatially as expressed in Finding 2, 5, 6 and 7.

Finding 5: The cities of Glasgow: International, Metropolitan and Everyday

Throughout our work there have been three persistent issues raised:

Firstly, there is a passionately held view about the importance of learning from Glasgow itself;

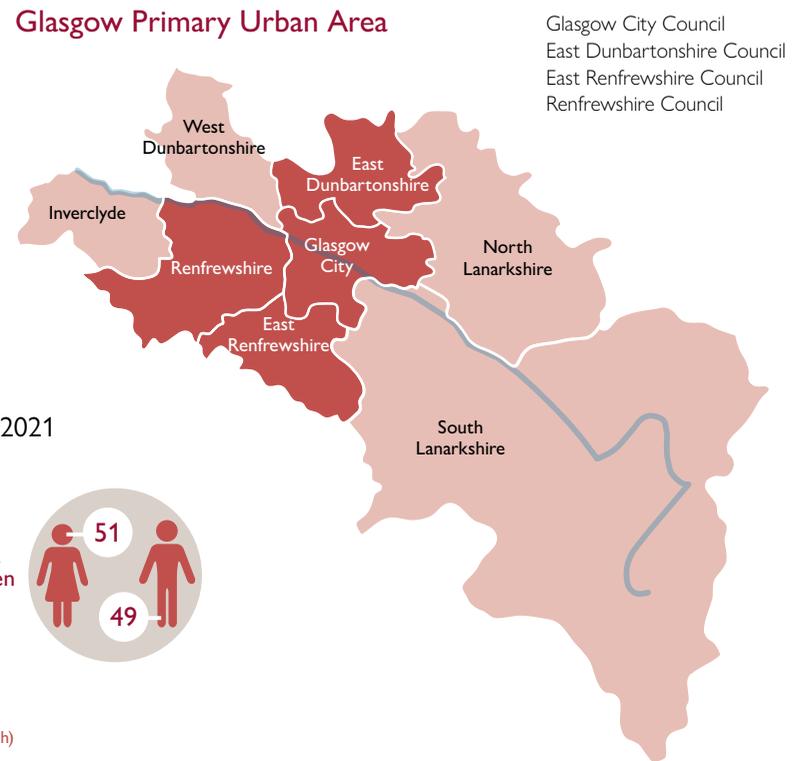
Secondly, there is frustration that no one and no organisation has a handle on everything that is happening with place across Glasgow and as a result their impact, rather than collective is fragmented. This is less a criticism of the City Council and more a reflection that so much is happening, it is difficult for the Council to track everything collectively rather than within individual programmes.

Thirdly, there is a conviction to escalate activity, impact and outcomes addressed to quality of people's lives, the quality of their places and strategic action pursuant on the climate emergency. Viewing the city through the lenses of international, metropolitan and everyday was seen as a helpful device in looking at city activity.

In Chapter 5 we looked at the three themes as well as the places of Glasgow.

Glasgow as an International City looks from the outside at Glasgow's reputation on the world stage. As the city's standing grows again, more organisations, investors and visitors look to Glasgow, Scotland's largest city, for leadership, engagement and participation. In an early 21st century world of uncertainty and angst, Glasgow's international profile is based on culture, sport and positive climate transition with the support of a diverse people creating the personality of a welcoming, destination city. There is alignment between these propositions, but they require care and investment, and the city has some distance to travel before it reaches a settled place on the world stage. But the direction of travel is positive and constructive.

Figure ES4: The bigness of Glasgow – city



Glasgow as a Metropolitan City recognises that the city does not function in isolation; the seven surrounding local authority areas within the Clyde Valley City-Region are as interdependent today as they have been throughout their history. Glasgow is not only the largest city by population in Scotland but unlike the other three large cities that are surrounded by sea and landscape, Glasgow is surrounded by itself. The network maps in Chapter 5 illustrate the opportunity to work region wide with local communities at the local level to help transform the network of places across the city region over the next 20 years. These programmes should not be seen as a top-down strategy but rather as organising principles that present the opportunity for communities to work in partnership with support from stakeholders to assist in a level of transformation potentially as great as any since the city's growth. These regional proposals can be implemented in 'bite-sized' pieces at the community level to deliver place outcomes through a multifunctional and systemic approach that can be aggregated to deliver cumulative and collective impact.

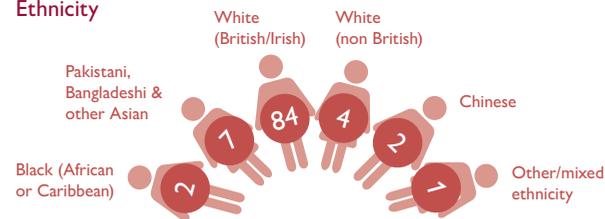
Figure ES5: Glasgow demographics 2021

GLASGOW 2021

There are over 630,000 people living in Glasgow. Represented in 100 people, the population of the city looks like this.



Ethnicity



Age



Disability



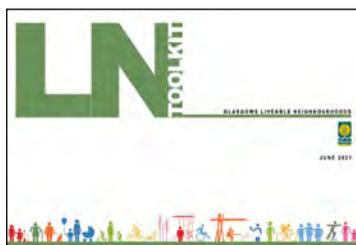
Glasgow as an Everyday City relates to the way we experience the city as residents, workers, businesses, or visitors. The places we live in affect our everyday lives – our lived experience. The *Everyday* is the foundation upon which the *Metropolitan* and the *International* are built. In delivering on the Place Principle and Place-making policy, the most important focus needs to be the *Everyday City* that is of paramount importance to the people of the city, their lives, and the quality of their places. The public realm of the everyday city is the milieu where residents, businesses and visitors come together. A positive perception of quality of life as a factor of place value and attachment is a positive attribute for any city.

Local is important and Glasgow has adopted a constructive approach but there are challenges that arise: firstly initiatives are mainly plans, guides and toolkits, not action programmes; secondly they are understandably based on the electoral wards of the city – designed to keep local people and their elected representatives in touch – but there is an issue with the geography and the size of electoral wards in terms of working with the finer grain of the neighbourhood that tend to be smaller in extent; and thirdly there are financial and resource constraints in a period that is already challenging for city budgets that are about to become much worse. If place and neighbourhoods are central to people's lives and to addressing the climate emergency, we need to do better – we need to deliver on these plans and provide help to communities to take them further.

Data sources: National Records of Scotland, Glasgow City Council, Scottish Index of Multiple Deprivation, Understanding Glasgow.



Click on image to download Place Guide: A process for improved Place-based decision making



Click on image to download Liveable Neighbourhoods Toolkit

Finding 6: The Places of Glasgow – of people, by people, for people

There are dozens if not hundreds of place projects taking place across Glasgow. We have selected 16 Places Stories to construct a narrative around them. Some were conceived as top-down initiatives, others are bottom-up. Some are multi-agency and partnership driven, some are local and community driven. Many have come about as a consequence of the housing stock transfer and the Transforming Communities Glasgow partnership that has been built over the decade following the stock transfer and around the Transformational Regeneration Areas set up in the 20th century shatter zones.

The stories range from Glasgow Life's *Artists in Residence* programme embedding different types of artists with communities across all the wards of the city. Pandemic stimulated events (*On the Edge, After the Pandemic*) that provoked remarkable expressions of place attachment and a yearning for engagement and action. *The Clyde in the Classroom*, an educational and citizen science programme that over twenty years has reached 75% of the primary schools of the city region, as well as heritage (*Bell Street, Monteith Row*), community and cultural regeneration (*Scotstoun Community Garden, Glasgow Women's Library*), living with climate action (*Woodside Towers*), growing stories (*South Seeds*) and a welcoming project (*Refuweegee*). What these stories share and what defuses debate and underpins consensus is the certain belief of the local people that the projects are on their side, they are undertaken for them and with them and for Glasgow and not some anonymous owner or benefactor however well-meaning.

Place Stories:

The process sought examples of projects recognised by their peers as successful which were then reviewed, with their authors, to establish why. The stories include high-performing initiatives, public investment programmes, as well as volunteer driven micro-level projects. They describe ideas that have worked, sometimes against the odds and delivered despite rather than because of the system. They are representative of Glasgow and show how Glasgow can put into practice what participants in the engagement programme described as “a need to learn from the city itself”. They are not presented as being geographically, typologically or institutionally representative, nor universal, only diverse, committed, and inspirational

Whilst the stories are diverse and different, they can have certain things in common like the type of organisational lead, type of programme or initiative, or scale of intervention. To bring a degree of consistency to the process of looking at commonalities, a number of place characteristics were drawn from the engagement discussions, by reference to Carmona's outcomes for place quality, place value and place attachment, and from other references described in this document. These place characteristics are listed below and summarised in the table:

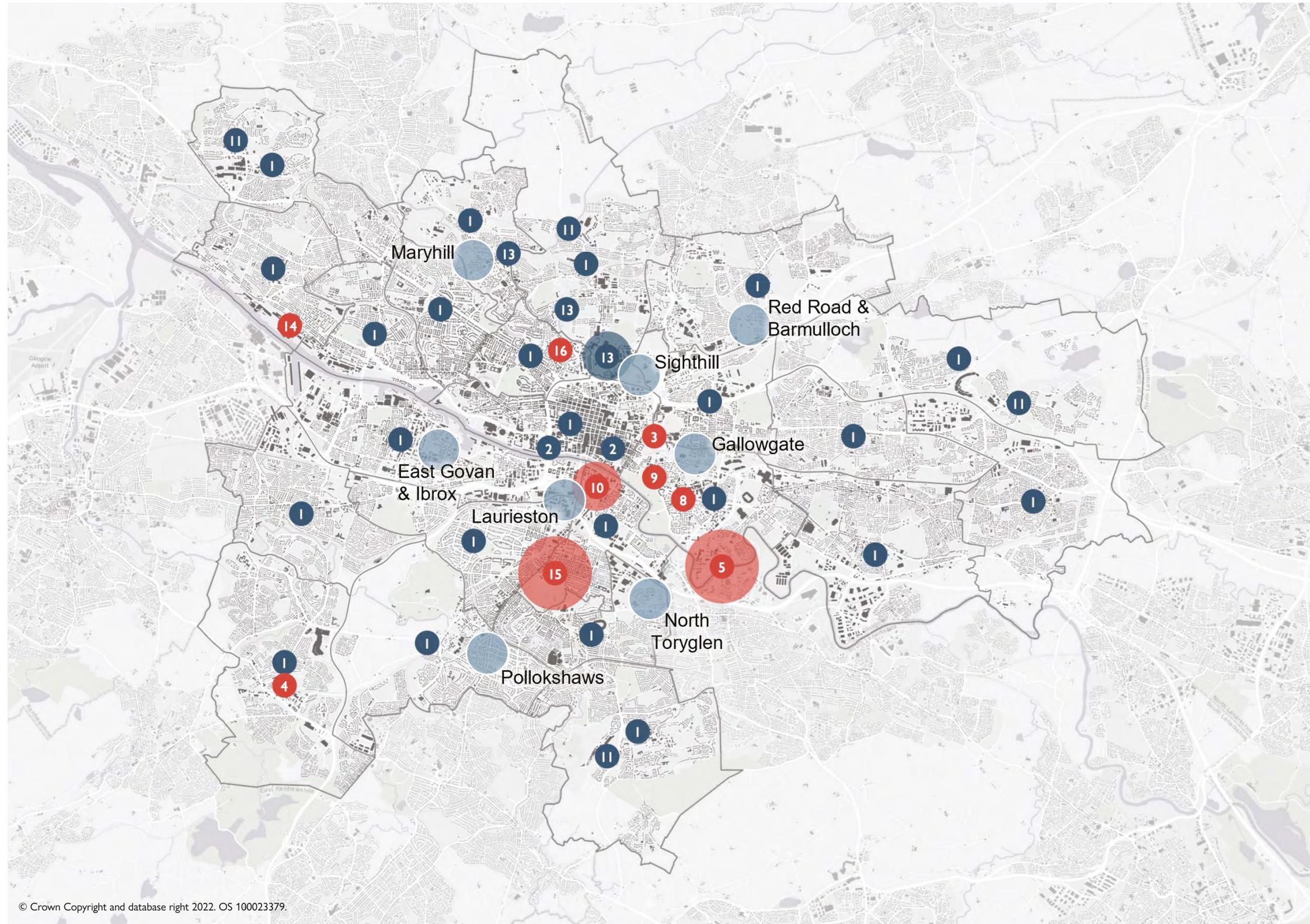
Figure ES6: Place Characteristics

Community Engagement	Explicit Values
Community Empowerment	Climate Action
Community Activation	Wellbeing
Volunteering	Design Excellence
Public Support	Scale
Private Initiative	Agile Procurement
Social Enterprise	Robust Governance
Partnership	Education & Learning
Co-creation	Delivery
Inspirational Intent	Longevity

What these stories share and what defuses debate and underpins consensus is the certain belief of the local people that the projects are on their side, they are undertaken for them and with them and for Glasgow and not some anonymous owner or benefactor however well-meaning.

The Place Stories are mapped in Figure ES7 and described in the following pages. Each Story heading includes a link to access further information.

Figure ES7: The Place Stories



- 1 Artists in Residence (AiR)
Citywide
- 2 After the Pandemic
- 3 Bell Street Stables
- 4 Centre for Civic Innovation (CCI)
Citywide
- 5 Clyde Gateway
- 6 Clyde in the Classroom
Regionwide
- 7 Clyde Climate Forest
Regionwide
- 8 Glasgow Women's Library
- 9 Monteith Row
- 10 New Gorbals
- 11 On the Edge
Citywide
- 12 Refuweege
Citywide
- 13 Scottish Canals
- 14 Scotstoun Community Garden
- 15 South Seeds
- 16 Woodside Towers
- Transformational Regeneration Areas

(source: Place Commission)

Place Stories 1 – 8 (click on titles for further information)



1 \AiR

Artists in Residence is a city-wide project to bring engagement with the arts close to communities across each of the 23 wards in Glasgow.

Place Credentials: Community Engagement, Community Empowerment, Public Enterprise, Inspirational Intent, Education



2 \After the Pandemic

After the Pandemic uses creativity and community to rethink our environments, reimagine our cities, and redesign our communities to be greener, more vibrant, and more resilient.

Place Credentials: Community Engagement, Community Activation, Climate Action, Partnership, Inspirational Intent



3 \Bell Street Stables

Bell Street Stables is a positive example of how a historic industrial building can be restored for modern use.

Place Credentials: Excellent Design, Public Enterprise, Climate Action, Procurement



4 \CCI

The Centre for Civic Innovation (CCI) is a citizen-centred design team within Glasgow City Council responsible for establishing a design-led approach to the understanding of societal shifts and civic experience within the city.

Place Credentials: Community Engagement, Community Empowerment, Public Enterprise, Excellent Design, co-creation, Education



5 \Clyde Gateway

Clyde Gateway is an urban regeneration Company established to deliver significant social, economic, and physical change across East Glasgow and South Lanarkshire.

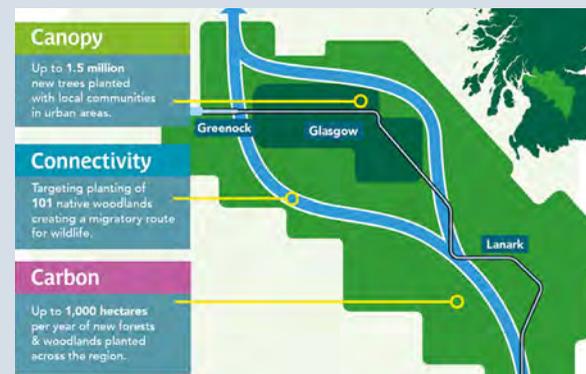
Place Credentials: Community Engagement, Excellent Design, Public Enterprise, Governance, Partnership, Procurement, Delivery, Longevity



6 \Clyde in the Classroom

Clyde in the Classroom is a hands-on project which uses the life history of a native Scottish species, the brown trout, to promote awareness of river ecology among young people across the River Clyde catchment.

Place Credentials: Community Activation, Climate Action, Education, Delivery



7 \Clyde Climate Forest

The Clyde Climate Forest is a project that aims to plant 18 million trees across Glasgow City Region and has the potential to benefit quality of life, quality of place, and wildlife habitats.

Place Credentials: Community Activation, Climate Action, Education, Delivery



8 \Glasgow Women's Library

The Glasgow Women's Library is a leading charity and social enterprise that supports thousands of women across Scotland every year by coordinating and hosting a range of public events, services, cultural programmes, and learning opportunities.

Place Credentials: Community Empowerment, Public Support, Explicit Values, Inspirational Intent, Education

Place Stories 9 – 16 (click on titles for further information)



9 \Monteith Row

Monteith Row is a housing project in the inner eastend of Glasgow that has restored a neglected city block and revitalised the listed Monteith Hotel.

Place Credentials: Excellent Design, Public Enterprise, Climate Action, Procurement



10 \New Gorbals

New Gorbals is regarded as an exemplar of masterplan-led area regeneration. New Gorbals Housing Association, established by residents in 1989, has played a pivotal role in the transformative change.

Place Credentials: Community Empowerment, Community Activation, Governance, Partnership, Procurement, Longevity



11 \On the Edge

On the Edge is a visual arts project by Bash Khan that raises awareness of the people and places in Glasgow left on the edge by the political, planning and development process. It asks ‘how can communities reclaim and give themselves ‘permission’ to use their public spaces?’

Place Credentials: Community Empowerment, Community Activation, Inspirational Intent



12 \Refuweegee

Refuweegee is a community-led charity which helps to ensure that forcibly displaced people arriving in Glasgow are greeted by kindness and generosity.

Place Credentials: Community Empowerment, Community Activation, Inspirational Intent, Values



13 \Scottish Canals

Scottish Canals is a public body that has proactively improved the environmental and socio-economic conditions on and around the banks of the Forth & Clyde Canal by combining functional requirement with quality of place.

Place Credentials: Community Activation, Excellent Design, Public Enterprise, Climate Action, Partnership, Procurement, Delivery



14 \Scotstoun Community Garden

Scotstoun Community Garden is a community-driven project that has seen a former industrial site be transformed into a tranquil and beautiful green space by volunteers who sourced their own funds, tools, and materials.

Place Credentials: Community Activation, Excellent Design, Climate Action



15 \South Seeds

South Seeds is a community-led organisation based in Govanhill with the mission to enable Southsiders to lead more sustainable lives.

Place Credentials: Community Empowerment, Community Activation, Social Enterprise, Climate Action, Values, Education



16 \Woodside Towers

The regeneration of the Woodside Multi-Storey Flats in North Glasgow is an exemplar for retrofitting high-rise housing and has helped to reduce energy demand and tackle fuel poverty for residents.

Place Credentials: Excellent Design, Climate Action, Community Engagement, Procurement

Finding 7: Challenges remain

Progress is being made but challenges remain around a series of issues:

Decarbonisation

The need to reduce urgently carbon emissions (especially from transport, industry, energy generation and home heating), improve building insulation and accelerate the move to renewable sources of energy generation. *Benefits include lower energy costs, fewer people in fuel poverty and improved health.*

Sustainable transport

The need for a behavioural shift in favour of walking, wheeling, cycling and using public transport rather than private vehicles, changing from petrol and diesel to electric vehicles and reducing the frequency of flying. *Benefits include healthier people, lower travel costs, cleaner air, safer streets.*

Climate action

The need to develop resilience in our buildings, infrastructure and public services to manage the risks and impacts of flash flooding, high winds, overheating, water shortages, pests and diseases. *Benefits include lower costs for emergency services, lower insurance claims, lower mental health issues.*

Nature recovery

The need to manage soils, peatland, grasslands and woodlands to act as carbon sinks, to create accessible, urban green and blue networks to support resilience. *Benefits include access to greenspace for recreation, play and education, urban shade and cooling, food growing.*

Vacant & derelict land

The need to bring underused and blighted land into use. This could include meanwhile uses and the permanent greening of sites as part of green infrastructure or sustainable urban drainage systems to manage urban flooding not just built development. *Benefits include more productive use of land, income from uses, improved neighbourhoods.*

Educational attainment and skills

There is need to ensure the city has sufficient workers with the right skills to meet the climate challenge, for example in retrofitting the existing housing stock, repairing historic buildings, delivering nature-based solutions, working in the circular economy, procuring sustainable materials and services. Whilst a challenge, this is a huge opportunity for educators, trainers and businesses to be early adopters of new technologies and solutions. *Benefits include a skilled and engaged workforce, new businesses and professional services.*

Social justice

To ensure that the least well off and the least able to help themselves are supported through the changes needed to reach Glasgow’s targets for net zero such that ‘no one is left behind’. *Benefits include better homes and neighbourhoods, fewer health issues, improved educational attainment, greater self-esteem and community cohesion.*

Health and wellbeing

To ensure that place-based actions contribute to better health and wellbeing. In the public realm, delivering 20-minute neighbourhoods, providing safe active travel routes, ensuring everyone has easy access to well-managed greenspace and opportunities for growing food. *Benefits include healthier people requiring less support from the NHS.*

Figure ES8: Placemaking Challenges: what we need to do and where we need to act

Challenges	Location			
	City-region	Clyde Catchment	City Centre	Homes and neighbourhoods
Decarbonisation	●		●	●
Climate action	●	●	●	●
Nature recovery	●	●	●	●
Vacant & derelict land	●	●	●	●
Sustainable transport	●		●	●
Education and skills			●	●
Social justice, health, wellbeing			●	●

Finding 8: Learning from Glasgow

We have heeded the call from the engagement exercise to focus on where Glasgow leads and why.

In this context, the evidence was clear through the remarkable consistency in responses to the question: *What things has Glasgow done that can rightly be seen to be of exceptional quality and international repute?* The answers were threefold – area-based regeneration; cultural regeneration and the creative community; and, social and affordable housing.

Area-based regeneration

The (coincidentally) three projects which constantly came up were the New Gorbals; Clyde Gateway, and the Scottish Canals work with the common characteristics and attributes being closeness to and engagement with the communities they serve; the excellent partnership working with the City Council and other partners in public, private and third sectors; quality procurement and design excellence.

Cultural regeneration and the creative community

The essence of creativity is the capacity to think up original solutions to day-to-day problems and challenges, and the cities that have been successful in exploiting this quality through economic development are those with access to leading academic institutions within an urban concentration that demonstrates the qualities of diversity and flexibility. Innovation is a key long-term driver of competitiveness and productivity. Universities are central to *'innovation ecosystems'* – the networks of institutions in the public and private sectors whose activities and interactions initiate, import, modify and diffuse new technologies. These networks can result in higher economic productivity. The continuing and explicit engagement with and involvement of the universities, schools and colleges of Glasgow and the city's design community in the placemaking ecosystem is essential.

Glasgow's success is based on (i) legacy (of the Glasgow Garden Festival, the European City of Culture, the City of Architecture and Design 1999); (ii) the engagement, belief and pride of Glasgow's people in the cultural renaissance and life of the city and the importance of cultural entrepreneurship assisted and driven by the prominence in Scotland, nationally and internationally of the Royal Conservatoire of Scotland (RCS) and the Glasgow School of Art (GSA) and their contribution to the 'stickiness' of the City (the likelihood of talent staying in the city and the impetus this gives to the flowering of cultural entrepreneurship and (iii) the establishment and delivery record of Glasgow Life.

All the evidence points to the significance and affection that Glasgow people (and the *"Metrowegies"* of the wide city-region) hold for these assets in their heart. Battered by COVID-19, these assets are the crown jewels of Glasgow's culture and underpin the city's reputation for renaissance that is viewed in admiration and jealousy by many other cities, including certain European capitals.

Social and affordable housing

One of Glasgow's high-performance attributes from the first two decades of the 21st century has been the transformation and leadership of Glasgow's public – or more precisely public-sector led – housing. There are (again) three characteristics of this success: (i) the legacy of the community-based housing associations; (ii) the ambition and success of the housing stock transfer and the leadership of Transforming Communities Glasgow; and (iii) threefold excellence in *standards* (the Glasgow Standard); *procurement, design and delivery*; and *the empowerment, belief and commitment of the communities they serve*.

These three initiatives are not Glasgow's only successes, but they stand head and shoulders above many other aspects of city development and they share two common – and fundamental – characteristics: the buy-in and empowerment of Glasgow's people at the community level; and, as a consequence, a real understanding of 'localism' that becomes key to understanding and acting on place and as a consequence to the successful delivery policy such as the 20-minute neighbourhood.

Finding 9: Applying the learning

The starting point for the success of the three key initiatives described above, particularly community-based housing associations in the engagement with and more importantly, empowerment of local communities. A second, and as telling a factor, is the successful governance of the delivery system, particularly the principles of governance brought about by the need for housing associations to be registered social landlords and the rigour this brings. These twin attributes have brought about a successful and workable system for the delivery of social and affordable housing – and the stock transfer has been an extremely important part of that. However, Glasgow can be quite promiscuous about how it goes about things. There is a world of difference between the model for an Urban Development Corporation such as Clyde Gateway and the ownership model of community-based housing associations. There are some lessons to learn:

- Glasgow can act with agility when setting a target such as a major event;
- Glasgow does best when working with people through processes of co-creation
- Glasgow's big successes come from partnership: Transforming Communities Glasgow (TCG – multi-agency, mixed use with a housing and community focus), the Metropolitan Glasgow Strategic Drainage Partnership (MGSDP – multi-agency, specific focus);
- The housing stock transfer – could there be a place stock transfer?

There is an imperative in combining place and climate action, they are intrinsically complementary. The Centre for Civic Innovation embodies many of these attributes, it is creative, agile, small but under-resourced. Engagement is excellent but if taken literally, making a city of citizen designers could be naïve without the resources and training to back it up.

With so much success why not simply keep going as we are? There are three reasons:

1. The programmes are predominantly single focus. Remembering that the SDGs are *integrated and indivisible* suggests that delivery needs to follow suit – multi-disciplinary, multi-focus
2. Glasgow is committed to being carbon net zero by 2030 – this will require an escalation of effort and a consensual direction of travel
3. Transformation of quality of life and place and escalation of climate action are two sides of the one coin.

Finding 10: Capacity-Building, a Place System and a Place Service

There is too much strategy and too many overlapping agendas. Change is happening and there have been some notable successes. But Glasgow's placemaking effort is patchy and unfocused: we're not good enough at setting out the big picture or at mobilising the knowledge, skills and energy of communities. The result, inevitably, is sub-optimal: too much development that doesn't address decarbonisation, the effects of climate change or the provision of sustainable transport and still too many neighbourhoods blighted by derelict land and poorly connected to the wider city. Glasgow needs an approach that establishes a clear and compelling narrative, promotes focus and cohesion, and builds the capacity of Glasgow's place system.

This report sets out placemaking principles and priorities for action in Glasgow and the city region. Those principles should be adopted and applied consistently across all the relevant agencies and layers of governance (Clydeplan, Mission Clyde, City Region Deal, Levelling Up Fund, City Development Plan, River Clyde Catchment Group etc). Glasgow needs to share one place agenda and ensure that it is reflected in all strategies and plans.

There is a significant amount of work happening around place going on, but it is fragmented, bogged down by systems designed to do something different or not yet presented in a publicly accessible form. There is a resource constraint and there is a skills and capacity shortage in the way the systems are presently configured that may deter communities to mobilise for themselves.

The Place Initiative is a people-focused mirror image of the Climate Action Plan that focuses on quality of life and quality of place and wellbeing, including giving communities hope generally and specifically with climate action. We have plenty of plans, policies, frameworks and toolkits - we need action and delivery on place and we need to configure to do that, to achieve critical mass and economy of scale.

Recommendations

[1] Place Outcomes

Working with principal stakeholders and community groups, develop a series of place outcomes and indicators that are consistent with propositions of Place Quality, Place Attachment and Place Value contained in this report.

Action:

- (i) Begin work with groups of stakeholders and communities to develop the *Glasgow outcomes and indicators for place*.

[2] Climate Action Plan Outcomes

The Climate Action Plan (CAP) is the nearest thing Glasgow has to a place ambition – the need for this clear ambition was a very strong finding of the engagement.

The Climate Action Plan is explicitly grounded in the SDGs which is welcomed, and it is explicitly related to the combined actions of GCC and principal stakeholders. These are both essential. But the Plan is not yet related to the National Performance Framework. It has actions but it does not have outcomes and indicators related to the NPF. These should be related to the Place Outcomes described in the Place Commission Report.

Action:

- (i) Undertake the work on outcomes and indicators related to place outcomes
- (ii) refresh and publish the plan with a public face

[3] Place Stock Transfer

One of the major learning outcomes of the Place Commission was around the significance and impact of the housing stock transfer. This move was a masterstroke in two ways; firstly, in people engagement and empowerment and secondly turning a debt-ridden depreciating asset into a constructive force for change where tenants were empowered to be both involved and responsible for delivery.

There should be a dialogue with the Scottish Government, Scottish Land Commission, Scottish Futures Trust and other key stakeholders including large public charitable bodies and private foundations known for public patronage to develop a proposition at scale that could form the basis of the transfer that will lead on to vesting governance of detailed packages at the community level.

Action:

- (i) Survey, review and report on the extent of stranded assets: property,

buildings and land and positive public ‘goods’ where local authority resources are strained to the point that they can no longer be maintained properly and consider how these could be assembled into a *place stock transfer* with engaged public engagement.

- (ii) Together with principal stakeholders work to develop a proposition at scale that could form the basis of the transfer that will lead on to vesting governance of detailed packages at the community level.

[4] Place Governance

The community-based housing associations are one of Glasgow’s pre-eminent success stories. They are close to the people they serve who are represented on their boards. As Registered Social landlords, they have a proven inheritance of good governance. Another successful model is Scotland’s Local Development Trusts.

Action:

- (i) Working with the Scottish Government and other key stakeholders including large public charitable bodies and private foundations known for their public patronage to develop a governance proposition for Glasgow Place Associations.

[5] Establish a Glasgow Place Bureau

Glasgow has a proven track record in working with stakeholders in partnership to effect delivery: Transforming Communities Glasgow, the Scottish Canals Partnership, the Metropolitan Glasgow Strategic Drainage Partnership, Clyde Gateway.

Glasgow should consider the formation of the Glasgow Place Bureau that will be overseen by a board made up of Glasgow City Council, Community Representatives, Architecture and Design Scotland, Glasgow Centre for Population Health, Glasgow City Region, Wheatley Group Glasgow.

It is envisaged that the Place Bureau will be a small, agile core group whose function is recording, networking, disseminating and facilitating place projects and place programmes and is modelled on an upscaled version of the Crown Street Regeneration Project but with a slightly different focus on place facilitation rather than development.

The GPB should be staffed by a small team of placemaking professionals from a range of disciplines, with an independent board and should champion the placemaking principles. Its executive responsibilities should span:

- **joined up action to improve quality, enhance efficiency and accelerate delivery:** working with GCC and other agencies/partners to design and deliver a cohort of city/city-region scale strategic initiatives

- **creating a culture of place transformation across the city:** working with communities to shape localities, neighbourhoods and valued places, and to grow the capacity of grass-roots organisations such as development trusts
- **tackling the place skills gap** by establishing an accredited placemaking skills programme for professionals in a range of relevant disciplines, and a National Certificate course for local activists and members of development trusts.

Action:

- Undertake feasibility of establishing and funding a Glasgow Place Bureau in association with key partners to have the following responsibilities.
 - Act as Place Broker & Place Network Agency
 - Create and maintain an Atlas & Archive for Place
 - Establish small office with core staff seminar rooms physical, online and hybrid – The Glasgow Centre for Place
 - Establish public Place Programmes – Education, Training & Events
 - Appoint & Manage Place Panels
 - Place Partner Liaison – eg with Understanding Glasgow, Glasgow Life
 - Establish Scotland, UK & International Liaison in association with Architecture & Design Scotland

[6] Establish Place Activation and Place Enabling Panels

Establish two ‘call-off’ panels as part of the Place Bureau.

The *Place Activation Panel* would be drawn principally from the major stakeholder bodies with individuals seconded for a given number of days for each ‘case’ to act on a community’s behalf with the public approvals process to identify and overcome the bureaucratic barriers as well as acting as advisers to communities identifying which doors to open and when.

The *Place Enabling panel* would be drawn primarily from the artistic and design community on a similar basis where individuals, having gone through a light touch procurement process, would be assigned a small number of paid days to co-create with communities to imagineer their places and configure their proposals and designs.

The models for these panels are close to what Glasgow Life seeks to do with the Artists in Residence programme and what the Centre for Civic Innovation is also doing. The panel system has been widely used by other cities and by the Commission for Architecture and the Built Environment in England (CABE). The Commission has experience with CABE and with panels in Sheffield and Newcastle.

[7] Glasgow International Place Exhibition 2028-2030

Glasgow has a long history of staging international events focused on the issues of the day. These stem from the 1888 International Exhibition of Science, Art and Industry, through 1901, 1911, 1938 (the Empire Exhibition), 1988 (the Glasgow Garden Festival), 1990 (European Capital of Culture), 2014 (Commonwealth Games).

The Glasgow Garden Festival of 1988 was the most successful of the five festivals held in the UK. Its exhibition themes (including water, plants and food, health and wellbeing, recreation and sport) were quite prescient in terms of today’s zeitgeist – 2028 is the 40th anniversary. In 1990, Glasgow’s tenure as European Capital of Culture was credited with broadening that festival, making it accessible to all – 2030 is its 40th anniversary.

Learning from Glasgow’s legacy and from the *Internationale Bauausstellung* (International Building Exhibition) in Germany that celebrates the process of making as much as the end result itself, Glasgow should consider a two-year international dialogue where people are welcomed to Glasgow, meet with local people and those driving the just transition process that begins on the 40th anniversary of the Glasgow Garden Festival in 2028 and closes on the 40th anniversary of the European Capital of Culture when Glasgow celebrates progress towards and hopefully becomes a net-zero carbon city.

The beauty of the German model is that it needs no special site, no special budget, it is a process that celebrates and promotes what the city is doing anyway. There is marketing required but the Place Bureau could also act as the coordinating body for the place exhibition. Themes are easy to conceive – visits to the Clyde Climate Forest; the water projects of the Clyde (building on the Clyde in the Classroom); the architecture, design and delivery of low carbon homes across Glasgow; the urban food production of Glasgow. These are all happening now. These programmes could be given a significant boost by the proposed exhibition.

Action:

- Devise a process for the rolling exhibition that can be announced on the 35th anniversary of the Garden Festival in April 2023.

