
GLASGOW CITY COUNCIL
Heritage Best Value Review
November 2019

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Gardiner & Theobald was appointed to undertake a heritage best value review for Glasgow City Council in February 2019.

The purpose of the review was to:-

- Assess and make recommendations for GCC's continuing support for Heritage organisations in the City.
- Advise on alternative delivery models for services provided by the organisations.
- Assess the potential for increased **efficiencies within the organisations.**
- **Consider the effect of any changes to the organisations upon the Council's objectives.**

BACKGROUND

Gardiner & Theobald is a global independent construction and property consultancy company with offices in Glasgow and a track record of providing services in the heritage sector in Scotland for over 50 years. The company are market leaders in the Arts, Heritage and Cultural sector and employ some of the most respected and highly trained people in their field. They have been involved in a number of major projects for the council including the SEC (Hydro), Kelvin Hall and are currently involved in the Burrell project.



In undertaking the review, G&T consulted with Council officers, GCHT, GBPT and Historic Environment Scotland.

During the course of the review it became apparent that 2 important pieces of work were under development:-

1. GBPT's "Towards a Sustainable Model" study undertaken by Community Enterprise
2. GCC's Heritage Asset Plan

The outcomes from both of these documents together with GCHT's Strategic Plan 2018-2022, the Historic Built Environment Forum and subsequent Snapshot reports have been taken into account in reaching the conclusions and recommendations within this report

G&T's experience within the Heritage sector is unrivalled in the consultancy market and includes:-

CLIENT	PROJECT
Abbotsford House Trust	Abbotsford House, Scottish Borders
Edinburgh Printmakers	Edinburgh Printmakers Studio
Glasgow Building Preservation Trust	West Boathouse, Glasgow and Westmuir Street School, Glasgow
Govan Heritage Trust	Govan Old Parish Church, Govan
Govan Workplace	Fairfield, Govan
Heriot-Watt University	Panmure House, Edinburgh
Historic Environment Scotland	The Engine Shed, Stirling
Maryhill Burgh Halls Trust	Maryhill Burgh Halls, Glasgow
National Library of Scotland	George IV Bridge Repair, Edinburgh and Causewayside, Edinburgh
National Museums Scotland	The National Museum of Scotland, Edinburgh
National Trust for Scotland	Brodie Castle, Forres and The Hill House, Helensburgh
National Galleries of Scotland	Scottish National Gallery and National Portrait Gallery, Edinburgh
Renfrewshire Council	Paisley Museum Re-imagined, Paisley
Rosslyn Chapel Trust	Rosslyn Chapel, Midlothian
Strathclyde Building Preservation Trust	Shawmuir Lodge, Glasgow
The Scottish Historic Buildings Trust	The Hippodrome, Bo'ness
University of Edinburgh	Edinburgh College of Art, Edinburgh
WASPS	Midmills Creative Hub, Inverness



02 / THE HISTORIC ENVIRONMENT

- **STRATEGY AND POLICY**



The Scottish Government published its 10 year plan “Our Place in Time: The Historic Environment Strategy for Scotland” in 2014. The vision set out within the strategy is that

“Scotland’s historic environment is understood and valued, cared for and protected, enjoyed and enhanced. It is at the heart of **a flourishing and sustainable** Scotland and will be passed **on with pride to benefit future generations**”.

There are 3 strategic priorities:-

1. UNDERSTAND – INVESTIGATE & RECORD

Effective management of the historic environment begins with proper understanding of the significance and values of the asset.

2. PROTECT – CARE & PROTECT

Continue to develop a holistic and sustainable approach to the management of the historic environment. Continue to apply and develop effective and proportionate protection and regulation.

3. VALUE – SHARE & CELEBRATE

Enhance participation, encourage access and understanding of the significance of the historic environment. Support historic environment tourism.

The strategy’s key outcome is:-

“To ensure that the cultural, social, environmental and economic value of Scotland’s heritage makes a strong contribution to the wellbeing of the nation and its people”.

Scotland’s Historic Environment Audit (SHEA 2018) highlights that the historic environment contributed £4.2 billion to Scotland’s economy in 2017 and supports 66,000 FTE employees. An estimated £1.2 billion is spent on repairing and maintaining historic buildings every year, 75% of which is contributed by the private sector. The main public sector funders are:-

FUNDS	FUNDERS
£28m	NHLF
£96m	HES
£60m	NTS
£57m	Local Authorities

The rich built heritage of Glasgow is unique and is what defines the city. National Lottery research in 2015 found that 80% of Glasgow residents responding felt that heritage is important to their local area. Tourism studies have found that cultural heritage is a key driver and attracts approximately 30% of visitors to Glasgow.

There are currently 1,840 listed buildings in Glasgow, 129 of which are on the Buildings at Risk Register (20 of which are noted as restoration in progress) and 29 are owned by GCC. Research is ongoing into property data held by GCC at present but an initial appraisal has highlighted

that the Council owns in excess of 250 listed buildings. In addition, the Council also owns, or is responsible for many listed or designated assets across conservation areas, statues, monuments, bridges, scheduled monuments and all designated landscapes on the inventory of Gardens and Designed Landscapes within Glasgow. There are clear economic, cultural and social benefits to ensuring that those buildings within the Council's ownership are sustainably managed.

This requirement has been addressed within the Property and Land Strategy – approved by the City Administration Committee on 7th February 2019 – the first time that the Council has set out its ambitions to reimagine its property and land estate.



The strategy will be supported by 3 complementary asset plans focussing on:-

1. Community Assets
2. Built Heritage Assets
3. Vacant and Derelict Land Assets

In response to the requirement for a Built Heritage Asset Plan, a paper was brought to Committee on 23rd April 2019 and has had input from key partners including HES, GBPT and GCHT.

Both the Property and Land Strategy and the Heritage Asset Plan align with the objectives of the Council as set out within :-

- The Strategic Plan 2012-2022
- The City Development Plan
- The Glasgow Community Plan

The key priorities of the Heritage Asset Plan are:-

- Using Heritage to Contribute to Sense of Place
- Supporting Community Vibrancy & engagement
- Supporting tourism and conservation led regeneration within the City
- Emphasising the Council's Stewardship Role and setting a positive example
- Embedding Heritage in how we perceive and interact with our city
- Aligning the consideration of statues and monuments to the wider Heritage asset programmes

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03 / THE HERITAGE ORGANISATIONS



Glasgow City Council provides direct funding to two heritage organisations within the city through its Planning Service. These are Glasgow Building Preservation Trust (GBPT) and Glasgow City Heritage Trust (GCHT).

Glasgow Building Preservation Trust was formerly known as the Bridgegate Trust, established in 1982 to preserve the future of the old Briggait Fish Market. In 1991 the trust became GBPT and over the last 28 years has developed, with the support of its funding partners including NHLF, HES, GCC and the Architectural Heritage Fund, into an experienced, award winning Building Preservation Trust.

GBPT is the city's only organisation acting as a charitable property developer of the City's heritage assets involved in simultaneous or successive projects for the preservation and regeneration of historic buildings – usually focused upon Buildings at Risk. GBPT have an independent Board of Directors (including two nominated Councillors) and are a registered charity. As a building preservation trust, GBPT can lead on options appraisals, feasibility studies, funding and act as a client for the restoration and reuse of historic buildings, prior to handing them on to the end user. They also have the flexibility to attract funding which others cannot (such as the Local Authority) as well as being able to 'opt to tax' on projects reducing VAT liabilities; this can allow significant savings within a construction project. In addition to the above, GBPT also co-ordinate the successful annual Doors Open Day Festival across the City. They can attract additional funding for fundraising and/or consultancy roles. GCC provided funding to GBPT of £50,000 for core running costs and £45,000 for Doors Open Day during the financial year of 2018-2019.

GBPT has been a vehicle for the successful return of historic buildings at risk to sustainable use within their community for 37 years. This has enabled GBPT to build significant expertise which pre-dates the current community asset transfer agenda.

Glasgow City Heritage Trust (GCHT) was established following a previous Best Value Review process carried out by DTZ Peda in 2004. This involved assessment of five separate conservation trusts which operated in Glasgow and received varying degrees of funding from the Council and Historic Scotland. The results and recommendations of the review were reported to committee in 2005. The report acknowledged the importance of the work undertaken by conservation trusts in Glasgow and the principle recommended that a city-wide grant giving trust be created. Glasgow City Heritage Trust (GCHT) was created with an agreement between Historic Scotland and the Council; the two organisations funding the Trusts' activities. GCHT is the vehicle that the Council uses to provide grants for the repair of the historic environment mainly to owners of listed buildings.

As well as grant funding for capital projects, HES provide revenue funding to GCHT. Part of the funding is also used to promote traditional skills and provide training and outreach activities to promote the historic environment.

GCHT are one of 7 City Heritage Trusts in Scotland and run a grants programme for owners to aid in the repair and restoration of historic buildings. They also undertake education, training and outreach programmes. GCHT have an independent Board of Directors (including two nominated Councillors).

GCHT and GCC's relationship is governed through a Service Level Agreement renewed annually and in partnership with Historic Environment Scotland (HES). GCC contributes funding of £190,000 for building repair grants and up to £50,000 for administrative expenses to GCHT annually.

This funding is matched by HES on a proportional basis up to a £750,000 contribution per annum. It should be noted that HES have advised GCC that their match funding would be not be continued if Council funding were to be withdrawn.

Over the last 10 years both bodies have leveraged significant amounts in funding to the historic environment and provided an essential role to protect and enhance the urban environment of the City. Both bodies have been able to attract a higher amount of funding than the Council would have been able to, both in terms of aligning the objectives of the funders, and as a charity attract a higher grant rate that they would to the Council.

Since 1982 GBPT has delivered 23 projects; 14 were undertaken directly as Trust projects, 9 were delivered by GBPT for others. In addition to delivering these complex and challenging building redevelopment projects, GBPT have completed over 40 options appraisal/feasibility studies, assisted with repair works for 7 buildings, provided assistance with fundraising to others and for the last 26 years organised the annual Glasgow Doors Open Day event. Since 2011 circa £15.4m of funding has been levered in from external parties to deliver GBPT's past and current projects.

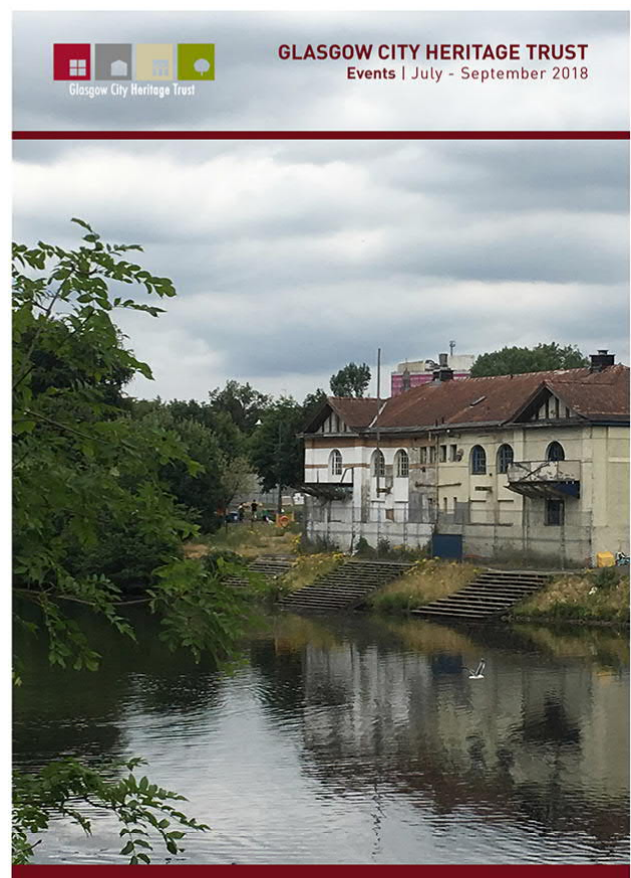
Since GCHT was formed in 2007, they have invested over £11.2m in repairing historic buildings. For every £1 GCHT spend on building repairs, another £7.50 is invested by others. In the first 12 years for their operation, they have helped to repair 564 historic buildings in Glasgow.


In addition, a strong educational and community outreach programme has resulted in the Trust supporting 152 community and education projects through grant funding. Alongside this the Trust organises events, lectures and exhibitions to highlight the heritage of Glasgow; 305 events of this kind have been delivered so far.

Ecotech in their report "A Study of Building Preservation Trusts in Scotland" published in 2010 highlighted the wider economic and *social regeneration benefits of the work undertaken by Trusts*. They state that "... *the benefits realised by Trusts are vast and range from leveraging additional funds and indirectly supporting employment, to raising the profile of historic buildings at risk and raising the capacity of local communities, to supporting partnership working and improving environmental quality*".

GCHT target funding towards areas of social deprivation, working closely with community groups, facilitating community right to buy projects. GBPT focus upon challenging buildings that will bring tangible social and economic benefits to their communities.

The environmental impact of bringing Glasgow's built heritage back into use has demonstrable sustainability benefits, refurbishment of buildings at risk utilises significantly less carbon than a new build project and furthers the principles of action on the climate emergency.



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04 / KEY ISSUES ARISING FROM THE REVIEW

There is a clear case for greater collaboration between GBPT and GCHT and both organisations recognise and welcome this. However, the skills sets between the two are distinct – GCHT are “facilitators” and GBPT are “deliverers”.

GCHT currently operates 6 grant programmes:-

1. Building Repair Grants
2. Development Grants
3. Traditional Skills Grants
4. Heritage Grants
5. Community Grants
6. Stewardship Grants

Traditional Skills Grants can now be directed at encouraging Glaswegian companies which specialise in Traditional skills to take on apprentices thus helping outcomes for Glasgow’s built heritage and employment.

Development Grants take cognisance of an area’s deprivation while also looking at pathways to sustainable re-use for Buildings at Risk and broader challenges which affect Glasgow’s historic buildings and neighbourhoods. Stewardship Grants assists Common Good or Council owned properties of significant heritage value with top-up grants to add specialist conservation work to standard maintenance and repair work, thereby providing additional environmental, social and cultural benefits. The aim is to instil best practice conservation work, provide interpretation for the public and continue the professional development and training for Council Officers and mainstream contractors i.e. it fits the training commitment GCHT has already made in the Council’s Heritage Asset Plan 2019 to 2029.

GCHT’s “added value” since 2007 is their promotion of traditional skills, their strong track record in community engagement and their partnership working. Most recently, GCHT has focused on intelligence gathering of information recording the state of Glasgow’s Historic Built Environment so that resources can be carefully targeted to what stakeholders see as pressing issues in Glasgow in particular:

- Making Heritage Accessible to All
- Legislation & Enforcement
- Managing Redundancy
- Encouraging Culture change towards proactive Maintenance

GCHT are also engaging with the private sector on “Meanwhile Uses” – a recent example being the exhibition space created by Chris Stewart on George Street which hosted a photography exhibition in September. GBPT have now sold the Wellpark Enterprise Centre which releases resources and capacity for other projects. GBPT have now also placed St Andrews in the Square on the market.

Community Enterprise’s report entitled GBPT – “Towards a Sustainable Model” has now been published. Key recommendations emerging from the report (that are relevant to this study) are:-

(i)	The structure of the board should be updated to reflect current good practice.
(ii)	A trading subsidiary should be considered which focuses upon enterprise and income generation. This subsidiary could deliver advisory services across the Central Belt of Scotland. GBPT recognise the acute need within the City boundary and will prioritise this over wider environs.
(iii)	GBPT should develop closer relationships across departments of GCC where heritage has an impact.
(iv)	A closer working partnership with GCHT would allow joint marketing and collaborative services and product development, as well as cross referral and inter Trading opportunities.
(v)	GBPT should continue to seek management fees and development fees to deliver projects (albeit with greater financial probity).
(vi)	GBPT’s impact is significant and valued and this is not reflected in their marketing.

As highlighted above, during the review GCC’s emerging Heritage Assets Plan was published. The introduction, by Cllr Kenny McLean states that the plan is intended to be a partnership plan – the Council will seek to establish partnerships with key agencies including GBPT and GCHT.

The Council intends to take a pragmatic, pro-active and entrepreneurial approach to managing its heritage portfolio. It is intended that this will involve a robust, evidenced based options appraisal for each of the Council properties within the portfolio – a significant task, particularly given the reduction in conservation skills in-house within the Council (16 in 2010 cf. 4 currently). The complimentary skills available within both GCHT and GBPT can be utilised to provide expert advice on this critical task.

During our review Historic Environment Scotland highlighted Fife Historic Buildings Trust as an example of best practice in the sector. FHBT was established in 1997 by Fife Council and are the Council's heritage regeneration partner of choice. A key area of activity for FHBT has been the delivery of heritage led regeneration schemes such as CARS and THIs.

In early years of Trust, the Trust was tasked with applying for CARS/ THI schemes but latterly the Council applied for these schemes and the Trust delivered them.

The shared aims of the Council and Trust have been met by this approach to delivery of heritage-led regeneration to town centres through CARS/ THIs. The relationship between the Council and FHBT is governed by a Memorandum of Understanding and this arrangement assists in dealing with the reduction of conservation staff within the local authority – a challenge that GCC currently faces with a 75% reduction in conservation staff since 2010.

A similar arrangement between GCC, GBPT and GCHT for projects which deal with Buildings at Risk and the Council's historic estate would be a major step towards protecting and enhancing the City's built heritage.

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05 / RECOMMENDATIONS

GCHT and GBPT provide significant added value to Glasgow and its built heritage through their services. Whilst there is currently no compelling case for merging or co-locating the two organisations we understand that both parties are keen to consider opportunities and they should be encouraged to do so. In the meantime, there is a clear case for greater collaboration and joint working between GBPT and GCHT. Examples of where the two parties could collaborate include:-

- GHCT grants for GBPT projects (as happened at Kelvingrove Bandstand and Shawmuir Lodge)
- Exploration of GHCT Development Grants for GBPT to develop projects to address GCC Buildings at Risk
- Sign-posting and promotion of services that each provides.

Both GCHT and GBPT should consider how their skill sets are promoted to both GCC and its partners (such as HUB West and adjacent local authorities). The two organisations have unique skills which could also add value to private sector developments.

It is a recommendation of this report that both GCHT and GBPT work with GCC to undertake the Heritage estate analysis expressed within the Heritage Assets Plan.

The exact roles and responsibilities of each organisation in the delivery of the analysis will require detailed dialogue with the Council however utilising the steps set out within the Plan we would propose the following :-

ACTIONS

Establish a robust evidence based for understanding and decision making

Identify and assess heritage skills within the council family workforce

Establish partnership approaches with key heritage stakeholders

Develop a schedule for review of heritage assets

Identify other models for heritage stewardship/innovative approaches

Utilise digital access and wider engagement

Upon completion of the analysis, GCC, in partnership with the two organisations and colleagues in HES will prepare an action plan demonstrating the methodology and approach for delivery of the outcomes within the analysis.

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