



Glasgow City Council
City Administration Committee

Item 10

17th August 2023

Report by Bailie Annette Christie, City Convener for Culture,
Sport and International Relations

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PEOPLE'S PALACE & WINTER GARDENS REFURBISHMENT

Purpose of Report:

To outline proposals to restore, reimagine and enhance the People's Palace and Winter Gardens to deliver a new museum offer, improve the flexible civic space, improve access and orientation to and within the building and preserve this nationally significant cultural heritage asset.

Recommendations:

The committee is asked to:

- note the content of the report;
- note the estimate of up to a further £11 million of Glasgow City Council capital investment required to deliver the proposed development;
- note that a future paper regarding the delivery of the project will be tabled following receipt of information relating to the securing of third party funding;
- note that Glasgow Life will lead on securing the additional external funding which is contingent to successfully deliver the proposed development;
- note the plan to extend Glasgow Life's lease to incorporate Winter Gardens and adjacent formal landscaped areas;
- approve the submission of a Round 1 application to National Lottery Heritage Fund.

Ward No(s): 9

Citywide: ✓

Local member(s) advised: Yes x No

consulted: Yes x No

PLEASE NOTE THE FOLLOWING:

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1 BACKGROUND

- 1.1 Glasgow Life believes that our cultural offering has a transformational role to play in supporting people and communities. It supports health and wellbeing outcomes, develops our young people, brings diverse communities together, generates economic benefit, and builds our city's global reputation.

The recent major redevelopment of The Burrell Collection was led by the vision to involve the diverse local community. The project delivered an innovative and ground-breaking approach to removing barriers and creating a museum that is more accessible. Winning the 2023 Art Fund Museum of the Year prize is recognition that this project and approach has been a success. At the Burrell, the judges were particularly impressed by our approach to community involvement and innovative use of digital interpretation as mechanisms for removing barriers to access. We will build on this experience and learning within our next major capital redevelopment project and its public offer.

The People's Palace and Winter Gardens (PPWG) opened in 1898 as Glasgow's first purpose-built museum, the entire complex was described as 'a palace of pleasure and imagination' and was built to provide a museum and cultural facility for the working class in the east end of Glasgow. It remains located in one of the most deprived areas in the East End of the city, where the community faces complex challenges.

It continues to hold a special place in the hearts of Glasgow's citizens. Serving as Glasgow's social history museum, it welcomes around 300,000 visitors each year. Public consultation has already taken place to ensure the voices of local people play a key role in future service design.

Originally the museum was intended to inspire, entertain, and educate, these original aspirations will drive the project vision.

1.2 VISION

The People's Palace and the Winter Gardens will be a dynamic community-led museum and flexible space. It will incorporate learning and approaches from recent successful, innovative community-led projects. The project will expand and build on the co-production work at the Burrell which integrated community led displays in the galleries and has been well received since re-opening in 2022. That project was informed by the voices of over 15,000 people, including local communities, to ensure their cultural heritage was celebrated and their voices heard.

We will embrace the learning and best practice from activities across the service that have broken new ground in how people are involved, including approach to community collecting; community-led research and interpretation; community-led programming and resources – and bring them together at the Peoples Palace, as a place by people for people, with people.

Focusing on local and national priorities including supporting learning, skills development, wellbeing, and equalities; it will use our strengths and knowledge – including using innovative digital technology and developing consistently high-quality engaging experiences with communities – to celebrate the people of Glasgow and tell the city's stories.

The project will restore, re-imagine and enhance a critical cultural and historical asset belonging to the people of Glasgow and located on Glasgow Green. The project will breathe new life into the People's Palace & Winter Gardens, a venue held in large public affection and now in need of significant investment. The reinstatement of the Wintergarden structure as civic space within the Historic Glasgow Green setting will provide much needed amenity space for local people and visitors and enhance the activity associated with the museum and the park.

1.3 EXISTING CONDITION

The People's Palace and Winter Garden opened to the public in 1898 and was last fully refurbished in 1998. In January 2019 the Winter Gardens had to close due to its poor structural condition and the associated health and safety risk. A specialist structural engineers' report dated January 2017 specifically relating to the metal structure, noted a number of defects and stated that remedial works should commence no later than January 2019, beyond which, the structural integrity of the glasshouse could no longer be guaranteed, and that if not commenced, then the winter garden should be closed as a public health and safety matter.

The failing People's Palace building structure, water ingress, plaster damage and aging mechanical and engineering systems are all putting the collection at risk.

The layout of the galleries and interpretation do not meet current best practice for accessibility and inclusion. Furthermore the existing environmental conditions within the Winter Gardens limit the opportunity to expand collection into these areas or support a wider range of activities.

1.4 PROJECT OBJECTIVES & GUIDING PRINCIPLES

Following the community and stakeholder engagement work already undertaken, and from the knowledge obtained and lessons learned from the recently successful Burrell Redevelopment and Redisplay project the Glasgow Life Museums team have identified the following SMART objectives and guiding principles:

Objective 1: An innovative social history museum

Develop and promote the People's Palace as a destination for Glaswegian, regional, national and international visitors, that represents and celebrates the people of Glasgow and tells the city's stories

Objective 2: A dynamic, community led museum and space

Develop interpretation and programming that engage with local people and expand co-production work, to instill pride, encourage repeat visits and improve the health and wellbeing of the community

Objective 3: An accessible, inclusive museum

Offer improved and inclusive access for everyone to the whole building and the collections – onsite and online

Objective 4: A sustainable museum

Provide improved environmental conditions for visitors and the collection using appropriate, sustainable and environmentally friendly technologies

Objective 5: A connected museum

Better connect the building to Glasgow Green and the city through an external events space, facilities that support activities on the Green, accessible routes and active travel

Objective 6: A vibrant visitor attraction in the East End

Increase commercial opportunities through improved catering, retail and multi-purpose event/function offers to become a key visitor attraction in the city and bring positive economic impact to East End

2 PROJECT REDEVELOPMENT PROPOSALS

- 2.1 Combining repairs to a culturally and nationally significant Grade A listed building and glasshouse asset, the project will nurture the attraction within the local community to create a flexible space and provide a new museum offer. The project will restore the relationship between the two 'sides' of the building, improve access and orientation within the building and improve links with outdoors and with Glasgow Green.

The installation of new sustainable M&E services and systems will introduce passive and active sustainable strategies to improve environmental conditions throughout and reduce overall running costs of the venue.

All possible opportunities will be considered in reducing the carbon impacts of the redevelopment and the operation of the building in the long term with the aim of positively impacting on the City's ambition to reach net zero by 2030

By supporting learning, relaxation and events, increased public amenity facilities will be delivered sustainably to increase wellbeing and civic pride in the area.

The reimagining of the People's Palace and Winter Gardens will focus on delivering the transformational benefits of culture to people in the local community first and foremost. Using our knowledge of what works well at other venues, we will explore commercial opportunities through improved catering,

retail and a multi-purpose event /function offer. It will become a key visitor attraction in the city, bringing positive economic impact to Glasgow's East End.

3 CONSULTATION & AUDIENCE ENGAGEMENT

- 3.1 A visitor survey carried out between April 2022 to May 2023 drew on a representative sample of visitors to the People's Palace, the results provide detailed and robust information on the current visitor profile, including demographics, equalities and location, as well as feedback on the general visitor experience.

The survey shows that 88% of visitors think it is very important or important to see and hear stories from people who represent life in Glasgow today, whilst 91% of visitors stated that it is very important or important for them to hear community perspectives and voices in displays. 96% of visitors stated that it was very important or important for museums like the Peoples Palace to be aware and attentive to issues of social justice and racial inequality.

The project team will work with the communities that represent Glasgow and tell the stories that they feel should be told to create a community-led museum and visitor attraction that engages local repeat visitors and tourists alike and reflects the people who live, work and play in the city. Our approach will be to put citizen engagement at the heart of the development, consulting and involving people on all aspects of the project.

We will build on the great affection held for the museum and work in partnership with the diverse communities of the city to develop the city's collection and new displays that support a greater sense of belonging and engagement for current citizens alongside a robust record of our shared history.

The People's Palace is the ideal location to deliver these stories of the city that have the potential to inspire our visitors and help them connect with the past via their own experiences, passions and knowledge.

4 COSTING & FUNDING

- 4.1 The estimated cost associated with the successful delivery of the works is £35.9M which includes a total allowance of £7.9M for inflation, optimism bias and contingency.

This project cost covers the building fabric construction works, Museum content redevelopment and fit out works, contractor overheads and profit, non-construction costs, professional fees and client direct costs.

The cost estimates have been recently assessed against current construction indices, market conditions and inflation fluctuations however cost certainty will not be achieved until a comprehensive design and procurement exercise is completed.

- 4.2 The estimated proposed funding breakdown is detailed in the table below:

Funding Profile

FUNDING SOURCES	£
GCC Community Asset Fund Capital (approved funding)	£2,900,000
Historic Environment Scotland Grant (positive initial decision, working with HES towards a formal grant award)	£500,000
Glasgow Life redistribution of Community Asset Fund Capital (approved funding)	£2,000,000
National Lottery Heritage Fund (subject to successful application)	£7,500,000
Glasgow Life Led Development & Fundraising and Contributions from other Public Sector Funders	£12,000,000
GCC Capital Contribution	£11,000,000
Total Funding Costs	£35,900,000

- 4.3 NLHF Funding Principles:

In March 2023 NLHF launched a new 10-year strategy, Heritage 2033, the strategy outlines a continued commitment to ensuring that their funding makes a decisive difference for people, places and communities. Four investment principles underpin everything the NLHF supports:

- saving heritage
- protecting the environment
- inclusion, access and participation
- organisational sustainability

These investment principles support the priority outcomes of NLHF and fully align with aspirations of the council and are summarised as:

- inclusion: 'a wider range of people will be involved in heritage' (mandatory outcome)
- economy including job creation: 'the local economy will be boosted'
- wellbeing: 'people will have greater wellbeing'

- local areas: 'the local area will be a better place to live, work and visit'
- skills: 'people will have developed skills'
- organisational resilience: 'funded organisations will be more resilient'

In addition, all projects must demonstrate the steps they will take to be environmentally responsible and to integrate environmental measures into their projects. Furthermore, a project of this scale will be expected to evidence how it meets all these principles and outcomes.

<https://www.heritagefund.org.uk/news/introducing-heritage-2033-our-new-10-year-strategy>

- 4.4 Subject to a successful fundraising campaign and securing a National Lottery Heritage Fund grant:

It is proposed that the £11 million of Council capital required, will be identified through capital planning across GCC budgets from 2025/26 onwards.

- 4.5 Glasgow Life will lead a capital fundraising campaign and will seek to raise funds from other Public Sector Funders and Partners in support of the fundraising target.

5 REVENUE CONSEQUENCES OF CAPITAL

- 5.1 The revenue implications of the scheme will be developed and refined over the course of the project. Revenue budgets currently aligned with the building will be supported by greater income generation, made possible by the redevelopment.
- 5.2 Commercial opportunities through improved catering, retail and a multi-purpose event /function offer will be explored and maximised, alongside increased commercial venue hire, conference hospitality, cultural commercial partnerships and more integrated support for large scale events on the Green
- 5.3 To maximise these benefits it is planned that the Winter Gardens and the formal landscaped areas to the immediate East and West of the venue will be leased to Glasgow Life. The incorporation of these spaces into the Glasgow Life lease agreement will enable wider community and commercial opportunities to be realised.

6 PROJECT PROGRAMME

- 6.1 Subject to the relevant approvals including the NLHF grant in December 2023 it is intended that the works will commence in January 2024 until the autumn of 2027.

Application / Owner	Task	Date
HES	Positive initial decision, working with HES towards a formal grant award of £500k	April 2023
GCC	Approval in principle of project scope	June 2023
GCC	Council committee approval in principle of project and NLHF application	17 Aug 2023
NLHF	Round 1 application submission	17 Aug 2023
NLHF	Round 1 approval	End Dec 2023
Project	Development Phase – 18 mons Content works incl. audience engagement, exhibition design briefs and tender process for specialist contractors Building works incl. survey works, enabling packages, design development and tender process for specialist glasshouse contractor and services engineers	Jan 2024 – May 2025
GCC	Council committee approval of NLHF Round 2 application	TBC
NLHF	Round 2 application submission /approval	Spring /summer 2025
Project	Delivery Phase – 2 years	Autumn 2025 – Autumn 2027

7 POLICY AND RESOURCE IMPLICATIONS

Resource Implications:

- Financial:* The proposals require £11.00 million of capital expenditure which will be incorporated into future capital planning budgets.
- Legal:* Amendments to existing Glasgow Life Lease
- Personnel:* Officers from Glasgow Life, Property & Consultancy Services, Neighbourhoods, Regeneration and Sustainability are in place to progress this work.
- Procurement:* The procurement of relevant design team consultants, specialist contractors and a Management Contractor are required.

Council Strategic Plan: **Strategic Plan 2022-27**
Aspects of the project support all Four Grand Challenges and Missions within each Challenge.

A commitment explicit to the Peoples Palace and Winter Gardens is noted under Grand Challenge 1, Mission 4.

Grand Challenge 1

Reduce poverty and inequality in our communities

Mission 3

- Improve the health and wellbeing of our local communities

Mission 4

- Support Glasgow to be a city that is active and culturally vibrant

Commitment (pg 24)

- Secure investment for the People's Palace and Winter Gardens.

Link to Glasgow City Development Plan

<https://www.glasgow.gov.uk/CHttpHandler.ashx?id=58784&=0>

Grande Challenge 2

Increase opportunity and prosperity for all our citizens

Mission 1

- Support Glasgow residents into sustainable and fair work

Mission 2

- Support the growth of an innovative, resilient and net zero carbon economy

Mission 3

- Raise attainment amongst Glasgow's children and young people

Grande Challenge 3

Fight the climate emergency in a just transition to a net zero Glasgow

Mission 2

- Become a net zero carbon city by 2030

Link to Glasgow's Climate Plan

<https://www.glasgow.gov.uk/CHttpHandler.ashx?id=50623&p=0>

Grande Challenge 4

Enable staff to deliver essential services in a sustainable, innovative and efficient way for our communities

Mission 1

- Create safe, clean and thriving neighbourhoods

Mission 3

- Enable staff to deliver a sustainable and innovative council structure that delivers value for money

**Equality and
Socio-Economic
Impacts:**

Does the proposal support the Council's Equality Outcomes 2021-25? Please specify.

The proposals seek to improve access to all and remove physical and perceived barriers which currently prevent people from accessing the venue and its immediate surroundings. This supports the Council's ambition to reduce inequality

What are the potential equality impacts as a result of this report?

Positive impacts for those with physical disability or sensory impairment, through access improvements and reinterpreted collection which will be required to be monitored over the course of the project as set out in the EQIA.

Please highlight if the policy/proposal will help address socio-economic disadvantage.

The proposals success is dependent on the inclusion of local communities' input and will be defined by community led programming and resources. Providing career opportunities and facilitating local commercial ventures along with attracting significant local and national tourist economic input may address local socio-economic disadvantages in line with GCC's Strategic Plan 2022-2027

Climate Impacts:

Does the proposal support any Climate Plan actions? Please specify:

The proposal supports the Climate plan through action:
No29 - Ensure that historic buildings are resilient to the impacts of climate change, protecting Glasgow's rich heritage.
This will be achieved by implementing Historic Environment Scotland guidance on Adaptation of historic buildings to the impact of Climate Change.

What are the potential climate impacts as a result of this proposal?

Building fabric upgrades along with environmentally sustainable building service redevelopment will reduce utility use and therefore limit climate impact.

Will the proposal contribute to Glasgow's net zero carbon target?

Investment in sustainable technologies within the redevelopment will further reduce ongoing operational and maintenance requirements and cost which will further support reaching the net zero carbon target.

**Privacy and Data
Protection
Impacts:**

Are there any
potential data
protection impacts
as a result of this
report Y/N

If Yes, please confirm that
a Data Protection Impact
Assessment (DPIA) has
been carried out

8 RECOMMENDATIONS

The committee is asked to:

- note the content of the report;
- note the estimate of up to a further £11 million of Glasgow City Council capital investment required to deliver the proposed development;
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