



**Glasgow City Council**  
**City Administration Committee**

**Item 6**

13th June 2019

**Report by Councillor Susan Aitken, Leader of the Council and City Convener for Economic Growth.**

**Contact: Ian Robertson      Ext: 74570**

**CITY CENTRE STRATEGY: DRAFT ST ENOCH DISTRICT REGENERATION FRAMEWORK**

**Purpose of Report:**

To update Members on the progress in developing the St Enoch District Regeneration Framework, and to seek approval to commence the public consultation.

**Recommendations:**

It is recommended that the Committee:

- (i) considers the contents of the report;
- (ii) approves the proposal to commence public consultation on the draft St Enoch District Regeneration Framework;
- (iii) agrees that the public consultation will commence on Friday 14<sup>th</sup> June 2019 for 8 weeks;
- (iv) agrees that the St Enoch District Regeneration Framework Final Report will be brought back to the City Administration Committee for approval on the completion of the public consultation; and
- (v) notes that the District Regeneration Frameworks will become Supplementary Guidance to the City Development Plan after the City Centre Strategic Development Framework has been approved.

Ward No(s): 10

Citywide: ✓

Local member(s) advised: Yes ✓

consulted: Yes ✓

## 1. INTRODUCTION

- 1.1 Members will be aware that the City Centre Strategy 2014–19 (CCS 2014–19) went live in April 2014 with 55 ambitious actions including the development of a District Strategy for each of the nine city centre districts. A map of the Districts is provided at **Appendix 1**.
- 1.2 The CCS 2014-19 was the first five year plan in a ten year strategy to recalibrate the regeneration focus of Glasgow city centre towards a more inclusive sustainable, mixed use city centre that will support a growing population. An evaluation of the first five years is currently being undertaken, and the development of the CCS 2020-25 plan is also underway. The outcome of this work will be brought to the City Administration Committee for approval late in 2019.
- 1.3 The District Strategy has two elements:
- (i) The development of a District Regeneration Framework (DRF) for each of the nine districts. A DRF is a 10-year long regeneration plan with a series of short, medium and long term actions that combine strategic planning and place making with shorter term operational and environmental improvements. The DRF's are developed over an 18 month period and predicated on a sound evidence base<sup>1</sup>, tested throughout the process by community and stakeholder engagement.

The Sauchiehall and Garnethill District was selected to be the first to have its regeneration plan developed. The Sauchiehall and Garnethill DRF (SGDRF) was approved in May 2016 with eight Key Projects (large scale physical interventions and four Local Strategies (small scale community focused projects). Five of the Key Projects are now underway and the Local Strategies are to be revised with the local community.

The Broomielaw DRF, second of the nine DRF's, has been out to public consultation where it was warmly received and is being presented to the Central Administration Committee on the 13 June 2019 for final approval.

- (ii) The delivery of the “Avenues” programme of public realm investment. The CCS 2014-19 proposed the concept of this network of green infrastructure with the objectives of:
- linking key gateways, neighbourhoods and focus points;
  - displaying good street design with a focus on a people-centred approach;
  - promoting sustainable modes of transport and active travel opportunities;
  - improving perceptions of areas, drawing people to active and engaging parts of the city;
  - providing opportunities for integrated infrastructure.

<sup>1</sup> The DRF methodology comprises a wide range of surveys and analysis, and reviews the history, current land use, urban form, character, vacant and derelict land, committed development, listed buildings, network of streets, public transport, green networks, all economic and social considerations including public space behaviour observations, health and wellbeing indicators, people movement patterns, orientation, disconnection, daytime and night-time economies and resulting character, and previous Conservation Area appraisals.

The Avenues activity is being taken forward through the City Deal programme. Seventeen Avenues in total will benefit from this significant investment in public realm infrastructure over the period to 2025. These Avenues have been consolidated into three blocks, each comprising a number of streets. Sauchiehall Avenue phase 1 (Charing Cross to Rose Street) was selected to be the pilot Avenue in order to demonstrate the concept and allow for a lessons-learned process to inform the wider programme.

Sauchiehall Avenue phase 1 is now currently nearing completion, and the next block of Avenues is now progressing through the design stage. It is noted that the first report of the Connectivity Commission (December 2018) has strongly supported the Avenues programme, and recommended their expansion and acceleration where possible.

- 1.4 The purpose of this report is to outline progress with the development of the St Enoch DRF, the third of nine regeneration plans for Glasgow city centre to be brought forward over the full lifetime of the CCS.

## **2. ST ENOCH DISTRICT REGENERATION FRAMEWORK (SEDRF)**

### **2.1 Background**

2.1.1 The SEDRF was commissioned as a group of four DRFs in 2017, incorporating the Blythswood, Central and Broomielaw districts in addition to St Enoch. As with the SGDRF, the process built on Town Centres First principles, and has integrated spatial planning and placemaking objectives with operational and environmental enhancements.

2.1.2 It has been developed collaboratively by a multi-disciplinary team led by Austin-Smith:Lord and MVRDV, who worked with the local community, stakeholders and organisations. The consultation period will offer further opportunity for local parties to input to this process. The final SEDRF and Action Plan will be produced after the consultation period has concluded on 9 August 2019.

2.1.3 The remaining two DRFs from this group will be brought incrementally to committee over 2019-20. The final four city centre DRFs (Townhead, Cowcaddens, Merchant City and the Learning Quarter) are planned to be commissioned in 2019/20.

### **2.2 Development Period**

2.2.1 The SEDRF has been prepared in collaboration with a wide range of stakeholders and consultees. Engagement and consultation has been conducted on-street, online, in public exhibitions, design workshops and via social media. Participants have included residents, businesses, land and building owners/occupiers, developers and investors, local and national agencies, Council departments, elected members, charities, voluntary organisations and tourists. These ideas have shaped the recommendations and projects emerging through the SEDRF process.

- 2.2.2 The findings of this development period have been analysed and presented in the draft SEDRF which is appended to this report. This is an ambitious and aspirational regeneration plan with a significant number of recommendations and proposals. It should be highlighted that resource constraints will limit the full range of actions going forward, and it will be important to understand stakeholder priorities through the public consultation, before a delivery plan is finalised.
- 2.2.3 In the meantime the recommendations and proposals have undergone detailed review with a focus on deliverability (in funding, resource, and outcome terms). On that basis, a rationalised, draft action plan has been produced for consideration as part of the public consultation (**Appendix 2**). The outcome of the public consultation will be reported back to committee and may alter the composition and/or timing of the action plan.
- 2.2.4 A Summary SEDRF Document has been produced and a link to this can be accessed at the end of this report.

## **2.3 SEDRF Overall Findings**

- 2.3.1 The intensive process of SEDRF development has confirmed that the St Enoch District contains a wide range of opportunities.
- 2.3.2 The District is a dynamic city quarter with a diverse and distinctive amenity and community. It acts as a connector between the city centre and the significant regeneration which is happening to the south of the river as well as to the Merchant City and the amenity to the east and west.
- 2.3.3 There are many opportunities for improvement in a District which is heavily dominated by the car, has a particular concentration of public transport, which while it delivers good connections to the Regional Transport Network also adds to the characterisation of poor public spaces. This will need to be considered along with the Connectivity Commission and the emerging Local Transport Strategy.
- 2.3.4 There are also gaps in the urban form that currently have a negative impact within the District, but which do present opportunities for the development of mixed use neighbourhoods with a significant residential component.
- 2.3.4 The riverside location is also a clearly under-utilised asset that must be redefined and reconfigured to attract footfall and investment. It is considered that the regeneration of Glasgow city centre and the River Clyde Corridor should be considered national priority projects, and the SEDRF has a central role in both. The SEDRF explores the significant issues and opportunities that will continue to define the city centre's environmental, spatial, economic and social performance. It confirms the overarching objectives that must be met if Glasgow is to compete as a leading European city, and reinforces the importance of the city centre as the driver of regional growth and health.

## 2.4 SEDRF Strategic Themes

2.4.1 Six strategic themes have been developed for the SEDRF and associated draft action plan. These are fully detailed in the appended report, and summarised below:

- (i) **(Y)our River Park:** this is a proposal to create a world-class linear public space along both banks of the River Clyde. This continuous urban park would transform the river, kick-start development and become a key destination and attraction in the city centre. The aim is to create a quality urban park amenity characterised by water, green and public spaces activated by event and play spaces, recreation and cultural activity for all ages in all seasons, all weather, all day, for all Glaswegians and visitors;
- (ii) **(Y)our Great Buildings:** this theme promotes actions to respect Glasgow's historic built heritage with the highest quality contemporary design. Clear guidance about the desired qualities of new design will assist development, and the SEDRF promotes the development of character-specific areas with an emphasis on pedestrian and cyclist accessibility;
- (iii) **(Y)our Great Streets and Spaces:** this theme seeks to respond to the car and bus dominated character of the district and address the shortage of quality green and public spaces. Broken connections and gaps in the urban form need to be addressed throughout the district and investment in public spaces and the physical environment is essential. It also focuses on connection and re-connection to further develop the diverse and distinctive character in the SEDRF;
- (iv) **(Y)our Updated Mobility:** this incorporates proposals to enhance the city centre's public transport and active travel networks to create a sustainable, walkable city, and will include a review of the City Centre Transport Strategy in the context of the SEDRF objectives and the recommendations of the Connectivity Commission;
- (v) **(Y)our Vibrant St Enoch:** this theme proposes the establishment of an attractive mixed-use riverfront district and a significant uplift in the residential population so that the city centre becomes more lively, with more night-time economy, more viable amenities, better connections to the existing cultural and creative infrastructure and a more sustainable, walkable and activated district;
- (vi) **(Y)our Transforming St Enoch:** this focuses on the creation of agile policies and shared objectives to attract investment, secure funding and foster collaborative working in the district. Transforming this district cannot however be delivered by the Council alone; this must be a truly collaborative partnership between all stakeholders. Despite the lack of public ownership, GCC will look to identify and work with partners to develop masterplan strategies for both sides of the river.

- 2.4.2 Each of the strategic themes contains a number of project proposals. As indicated above, these have been rationalised into the draft SEDRF Action Plan which is provided at **Appendix 2**. Funding availability has been assessed and funds are in place to deliver the majority of the projects identified as key priorities in the DRF, including the city centre component of the *River Park* and *Glorious Argyle Street* which will be funded through the City Deal Avenues Programme.
- 2.4.3 Other key priority projects, such as the *Updated Argyle Street Station and Surroundings*, rely on external partners, and transformative change is likely to require substantial additional capital funding which is not yet in place. Funds have been secured to progress the feasibility stage for these projects, which will involve intensive engagement with key partners before proposals are developed and brought back to Council for consideration. These will include costed plans and review of funding options.
- 2.4.4 Costs for smaller-scale projects including minor public space projects, event activity and the development of masterplans and branding/promotional strategies are £100,000 phased over three years (2019/20 – 2021-22). These costs will be met from planned CCS budgets.
- 2.4.5 The objective of the public consultation is to assess where there is clear support for specific projects, and to establish which actions should be prioritised. Indicative timelines, in some cases based on funding availability, have been detailed at **Appendix 2**. Following the consultation, the revised SEDRF and Action Plan will be reviewed and finalised. This will be brought back to City Administration Committee for consideration in mid-2019.

### **3. PLANNING POLICY**

- 3.1 The SEDRF will become Supplementary Planning Guidance once it is approved by Council. This allows it to have the status of a material consideration, and it will be referenced and used in the making of all development decisions in the District. This is the position of all the city centre DRFs, after the City Centre Strategic Development Framework has been approved (work is currently underway on this with an estimated completion date of March 2019).
- 3.2 The SEDRF Planning Policy section provides the context for the St Enoch district, and provides criteria against which development proposals will be assessed.

### **4. DELIVERY AND GOVERNANCE**

- 4.1 The SEDRF will be absorbed into the overarching City Centre Strategy workplan and progress will be reported through an annual reporting structure with specific reports seeking approval from Committee as required. This will be the position with large-scale projects such as the River Park, or where the outcome of feasibility work is being reported.

4.2 The multi-partner CCS Board will maintain an oversight role over the full work plan. The GCC City Centre Regeneration Team will ensure that there is a way for residents and other stakeholders to continue to be involved and input to the process as projects are developed and delivered. Engagement is ongoing with the relevant city centre community councils. In addition, this approach will identify additional/alternative actions to be progressed, should that be required through changes in external circumstances or other factors.

## 5. PUBLIC CONSULTATION

5.1 It is proposed that the public consultation commences following the Committee approval, for an eight week period from Friday, 14 June 2019. Interested parties will be able to participate through an online survey, by email and by post. This will be promoted through a range of media and communications.

5.2 The consultation process will conclude on Friday, 9<sup>th</sup> September 2019, and thereafter the SEDRF and its action plan will be finalised and brought back to City Administration Committee for formal approval.

## 6. POLICY AND RESOURCE IMPLICATIONS

### Resource Implications:

*Financial:* Full delivery of the SEDRF as outlined in this report will require additional funding of £0.9m capital which can be met from current capital approvals. The revenue financial implications are as set out at section 2.4.4 of this report.

*Legal:* There are no immediate legal issues however these will be assessed as individual projects are developed.

*Personnel:* There are no direct personnel issues.

*Procurement:* Procurement resources will be required to progress individual contracts and related project activity. CPU will be engaged once the SEDRF is approved.

**Council Strategic Pan:** Specify which theme(s) and outcome(s) the proposal supports

The SEDRF supports the following themes:  
•A Vibrant City, with specific outcomes:  
- Glasgow is a world-class destination for tourism, culture, sports events and heritage;  
- Glasgow acknowledges and promotes its history, heritage and culture  
Priorities: 13, 15, 17, 19

- A Sustainable and Low Carbon City, with specific outcomes:

- The city is clean and public spaces are well maintained;

- Citizens use active travel including walking and cycling

Priorities: 54, 61, 65, 66

- Resilient and Empowered Neighbourhoods, with specific outcomes:

- Citizens and neighbourhoods can influence how services are developed and budgets spent

Priorities: 77, 83

### **Equality and Socio-Economic Impacts:**

*Does the proposal support the Council's Equality Outcomes 2017-22*

- The project will help deliver Outcome 9 by improving opportunities for physical activity through the increase in active travel opportunities

- The project will help deliver Outcome 10 by directly engaging with vulnerable user groups during public realm design processes.

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

Positive impact: the project will improve accessibility through improved physical measures

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

Yes through the provision of projects that promote environmental enhancements with inclusive growth at their heart.

Specific projects in the action plan will be EQIA-assessed as required.

### **Sustainability Impacts:**

*Environmental:*

The SEDRF will support the following themes:

A Sustainable and Low Carbon Economy, specifically the following outcomes:

- The city is clean and public spaces are well maintained;

- We have more sustainable, integrated transport networks across the city, and less congestion;



- Citizens use active travel, including walking and cycling.

This includes direct intervention in the following priorities:

- 55: invest in roads and pavement maintenance
- 65: build high quality, inclusive active travel infrastructure.

*Social, including Article 19 opportunities:*

Various actions within the Action Plan will benefit local residents

- The focus on supporting local SMEs will encourage footfall which in turn will impact on job creation and skills development
- The local community throughout the District and the wider city will benefit from the improvements to be delivered through the Action Plan;
- Contracts able to provide supported employment opportunities under Article 19 will be explored as part of the individual projects' development processes.

*Economic:*

- Various actions within the SEDRF will benefit local businesses and other organisations especially the improved connections.
- The growth in mixed use and population will in turn support the local economy.

**Privacy and Data Protection impacts:**

A DPIA is required by law where the processing of personal data is likely to result in a high risk to the rights and freedoms of individuals.

The project will not collect personal data except through the provision of contact details of the purposes of community engagement. Permission for any other use, or any ongoing use, will be sought at the point at which contact details are provided.

## **7. RECOMMENDATIONS**

7.1 It is recommended that the Committee:

- (i) considers the contents of this report;
- (ii) approves the proposals to commence public consultation on the draft St Enoch District Regeneration Framework;

- (iii) agrees that the public consultation will commence on Friday 14<sup>th</sup> June 2019 for 8 weeks;
- (iv) agrees that the St Enoch District Regeneration Framework Final Report will be brought back to City Administration Committee for approval on completion of the public consultation;
- (iv) notes that the District Regeneration Frameworks will become Supplementary Planning Guidance to the City Development Plan after the City Centre Strategic Development Framework has been approved.

IE 16/05/19

000087-19

**Enclosures:**

**Appendix 1:** Glasgow City Centre Districts Map

**Appendix 2:** Draft SEDRF Action Plan

**Link to:** [Draft St Enoch District Regeneration Framework](#) - Full Report

**Link to:** [Draft St Enoch District Regeneration Framework](#) - Summary Report

Appendix 1: Glasgow City Centre Districts Map



