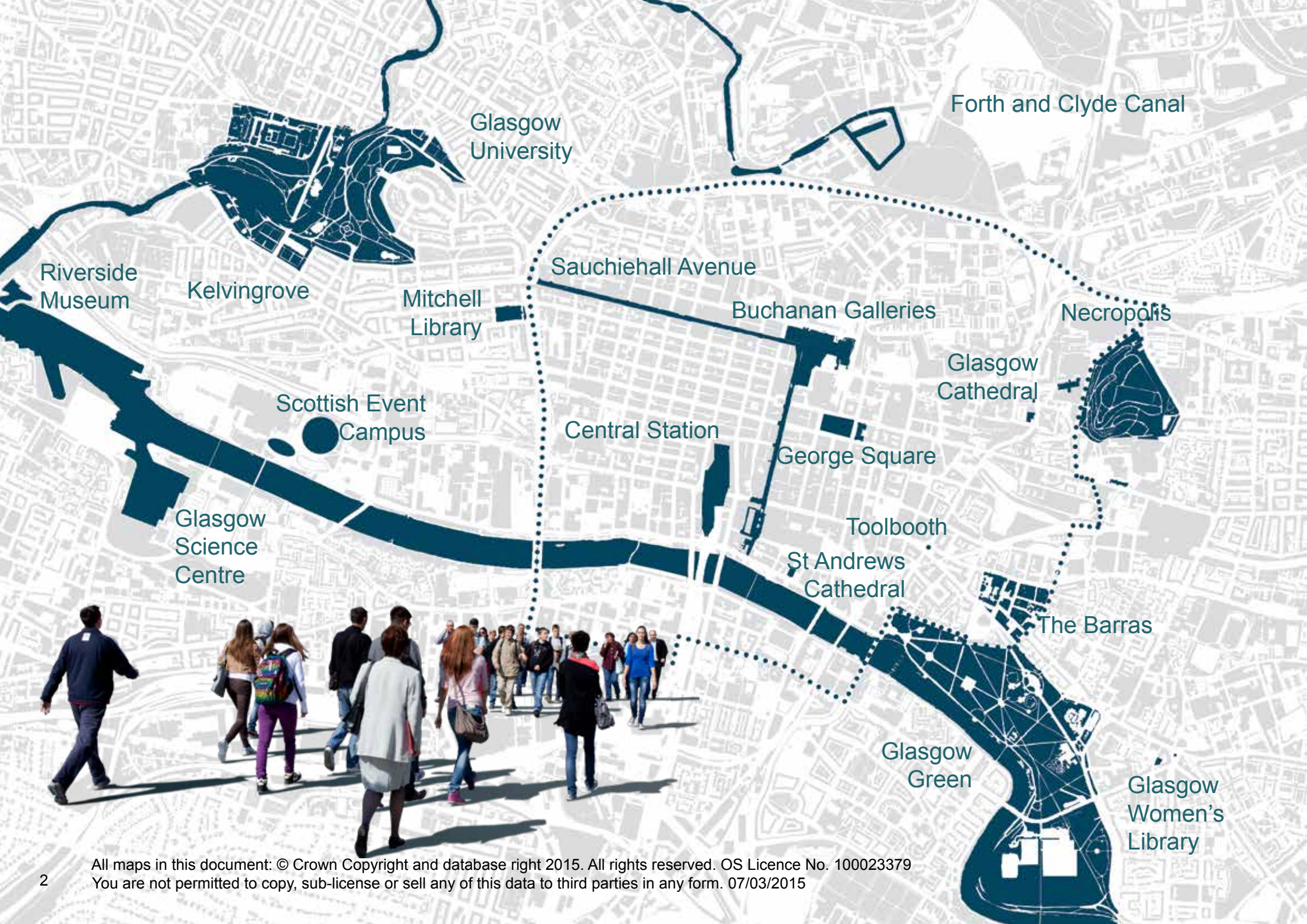




# CITY CENTRE LIVING STRATEGY

**VISION 2035**



Riverside Museum

Kelvingrove

Mitchell Library

Scottish Event Campus

Glasgow Science Centre

Glasgow University

Sauchiehall Avenue

Buchanan Galleries

Central Station

George Square

Toolbooth

St Andrews Cathedral

Glasgow Cathedral

Necropolis

The Barras

Glasgow Green

Glasgow Women's Library

Forth and Clyde Canal





Forth and Clyde Canal



Metal Flowers, Cowcaddens



George Square



Glasgow Mackintosh



Glasgow Cathedral



St Enoch Square



Sauchiehall Avenue



Glasgow Women's Library



Mitchell Library





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# 1 Executive Summary

The City Centre Living Strategy Vision 2035 (CCLSV2035) is to enable a sustainable, inclusive and diverse city centre population. To achieve this, we have established six key objectives that will double the current population of around 20,000 by 2035.

Preparing this strategy has been a collaborative effort involving many people, organisations and investors who have a stake in Glasgow city centre. An evidence base was developed through professional and public engagement activity, market analysis, comparative city review, and policy assessment, which reinforced the need for a plan to enhance the liveability of the city-region's commercial heart.

The **CCLSV2035** responds to the topics and opportunities raised through this process and builds on the fertile substratum of the city centre, its compact urban form, its architectural and heritage richness, its economic framework, and the renewed interest in city living demonstrated by younger generations.

This strategy acknowledges the challenges and potential for environmental improvement. The Avenues programme of public realm investment will significantly improve the liveability of the city centre by creating better places and spaces for people, and with its promotion of green infrastructure. The wider City Centre Strategy is also delivering a range of activity in areas that have potential for improvement, including the forgotten river, the car-dominated public spaces, the fragmented urban structure, and the severance and disruption of the M8.

The **CCLSV2035** will support the wider regeneration strategy in Glasgow city centre through actions focused on delivering a more liveable place with the necessary supporting policy and physical infrastructure. It will be subject to regular review to ensure that progress continues to be made on achieving its strategic objectives.





# 2 Foreword

**I am delighted to introduce Glasgow's City Centre Living Strategy, our vision for a more liveable and inclusive city centre.**

“Our challenge is to treat the great city of Glasgow with the respect it deserves: to set our hearts and our heads on making Glasgow the best place to raise a family, to start a business, to live a good life – a great European city that is mindful of its past, and confident in its future.

*Councillor Susan Aitken  
Leader of Glasgow City Council  
Ward: Langside  
SCOTTISH NATIONAL PARTY*

Our goal is to create the conditions which are required to attract more individuals and families, as well as the services communities need to thrive, back into the heart of Glasgow. This report will lay out the journey for how we intend to get there.

**Liveability is central to the long-term vision and strategies of the City Council and our partners;** a city with a thriving economy and excellent jobs opportunities for all, where the right mix of homes is surrounded by great public spaces with easy access to nature, culture, high quality schools and learning opportunities.

There are national and international best practices Glasgow can and has been learning from as we seek to revitalise and repopulate our city centre. We have seen how higher density residential developments in mixed-use neighbourhoods can flourish, and how high-quality public realm, supported by efficient transport infrastructure not only lessens car dependency but supports the delivery of our low carbon targets.

We start from a good place. Glasgow is affordable, giving us real appeal among millennials, and a cultural vitality often crucial in retaining the new and emerging skills and talent our economy needs to flourish.

Our city centre is again an attractive proposition for investment and development following the global crash of 2008, the Avenues project is creating more liveable, breathable streets, the Low Emission Zone will vastly improve our air quality.

Major projects such as the new Queen Street station are on track for delivery in the coming years, revitalised communities on the periphery of the city centre are being reconnected into it and prime

spaces are becoming more available for residential use.

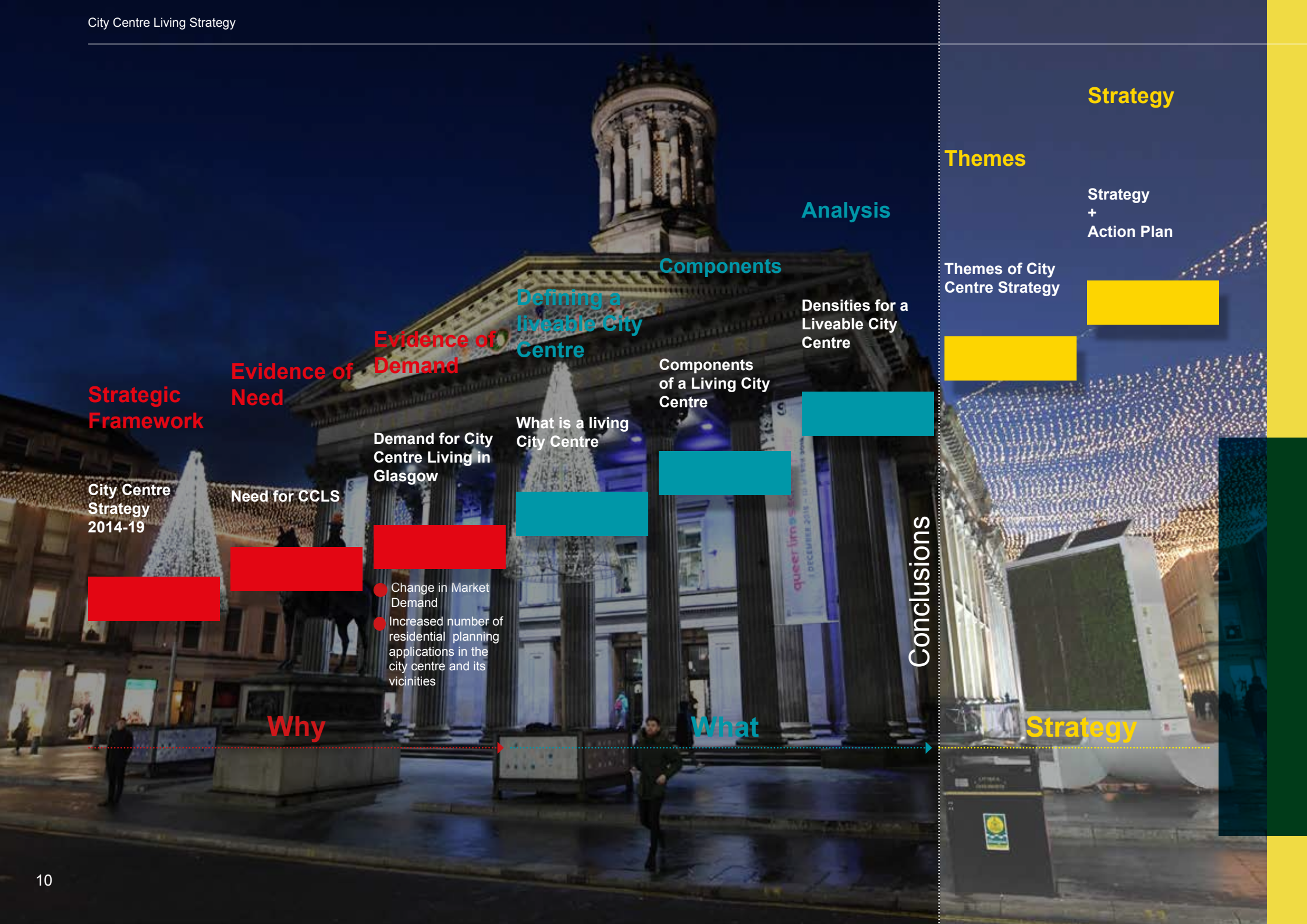
In addition, the progression of the City Innovation District, the reputation of our learning institutions, the location of Channel 4 in Glasgow and the creation of over 3000 high-end jobs on the banks of Clyde are rapidly enhancing our international reputation - with Glasgow's historic centre firmly at the heart of this.

To achieve our liveability goals, we must understand how Glasgow performs today.

This report will explore the opportunities and challenges that Glasgow faces today as it seeks to repopulate its city centre. We must compare and contrast our policies and approaches, our successes and hurdles, with those of similar cities in the UK and beyond.

Our strategy will set out where the future of urban living will be in the city centre, one where every citizen has a stake and feels fully included and where new communities can thrive.





### Strategic Framework

City Centre Strategy 2014-19

### Evidence of Need

Need for CCLS

### Evidence of Demand

Demand for City Centre Living in Glasgow

- Change in Market Demand
- Increased number of residential planning applications in the city centre and its vicinities

### Why

### Defining a liveable City Centre

What is a living City Centre

### Components

Components of a Living City Centre

### Analysis

Densities for a Liveable City Centre

### Conclusions

### What

### Strategy

### Themes

Strategy + Action Plan

Themes of City Centre Strategy

### Strategy

# 3 Introduction

**The City Centre Strategy, is the document which identifies the need for a City Centre Living Strategy. It was published by Glasgow City Council in 2014, it covers a period of five years and is currently being updated.**

**Cities in the UK and across the world aim to deliver more attractive, sustainable, economically viable, vibrant and liveable city centres, responding to pressing climate change challenges and shifts in culture.**

The demand for a Glasgow City Centre Living Strategy was supported by extensive research and market engagement undertaken by Savills, commissioned by Glasgow City Council in 2016.

The findings highlighted the current lack of residential availability and choice in the city centre, in parallel with unmet demand. The increasing number of residential planning applications lodged in the city centre and its vicinities further confirm the demand for a strategic approach to support increased levels of city living.

Research from the Centre for Cities indicates that the number of 22 to 29-year-olds living in large city centres has nearly tripled as young, single, highly educated 'millennials' choose to settle in urban areas. Outside London, the regions with the largest percentage of the population aged 25-34 are Northern Ireland, Scotland, and the North West, each with around 13% of the population in this age-group.

This change in landscape for cities is clearly captured in the 2030 Agenda for Sustainable Development; the 17 sustainable goals in the agenda overall recognise that ending poverty and other deprivations must go hand-in-hand with strategies that improve health and education, reduce inequality, and spur economic growth – all while tackling climate change.

Young adults prefer the bustle and diversity of the urban landscape to access better economic opportunities and a wide range of amenities.

In particular, Goal 11: Sustainable Cities and Communities, supports cities towards delivering sustainable development through the creation of career and business opportunities, safe and

affordable housing, building resilient societies and economies by investing in public transport and creating green public spaces.

In this context, Glasgow City Council's Strategic Plan commits to deliver the right mix of homes across the city together with the best outcomes for people and communities, as well as to grow the number of people who are able to make their homes in Glasgow city centre; and Glasgow's City Development Plan reflects the Sustainable Goals principles in the place making principle that is threaded through the whole document, and more specifically in Guidance 1 which supports the delivery of a mixed used, vibrant city centre also through higher density residential developments.

The City Centre Living Strategy identifies a variety of cross-cutting components and local solutions to achieve strategic change in the city centre, supported by evidence collected in the analysis of existing housing stock, current residential market, levels of service provision, urban form, challenges and opportunities within the nine districts.

The discourse on residential densities that are currently being delivered in Glasgow's comparator cities led to the support of higher residential densities, strictly through design-led, place based solutions.

The CCLS condenses the elements of a liveable city centre in the action plan, which aims to double the city centre residential population by 2035 through 19 targeted actions.



**Glasgow is a young and growing city** with the highest population out of all 32 council areas in Scotland in 2017. Figures show that its population not only rose by 5.1% between 1997 and 2017<sup>1</sup>, but also that the amount of people of studying and working age moving to the city is increasing, which is a real sign of confidence in the city's future prospects. Accommodating this fairly rapid growth presents infrastructure and housing challenges, but also opportunities to create liveable places where people can be active and healthy.

**Glasgow's economy** is continuing in an upward trend, one of the City Government's key policies and commitments being inclusive economic growth; the city is also committed to a sustainable future, having recently pledged to be the first Carbon Neutral City in the UK ahead of the national target of 2045.

In parallel, Glasgow city centre continues to experience the **significant structural dislocation** affecting key sectors in all towns and cities since the late 2000s. The shift in investor requirements in both retail and commercial office property, accompanied by **rapidly evolving consumer habits**, has resulted in **increasing levels of vacant space in city centres** and a trend toward declining footfall.

However, **availability of centrally located land** helped to refocus on the city centre **as a place for living, working and socialising**.

**The real estate market is already responding to this change in context**; for example, office occupiers and employers are increasingly looking to occupy more flexible and adaptable space in central Glasgow in order to access and attract people from the widest talent pool, and benefit from the existing

surrounding infrastructure such as public transport, gyms and other amenities which support the increasingly flexible working day.

The refocus on city centres from an employment perspective can help create **vibrant and busy economies** through the multiplier impacts of having more people working centrally.

**Vibrancy and access to leisure and recreation** are important factors in attracting people to live there too, particularly young professionals. The **availability and cost** of housing will also be influential motivators.

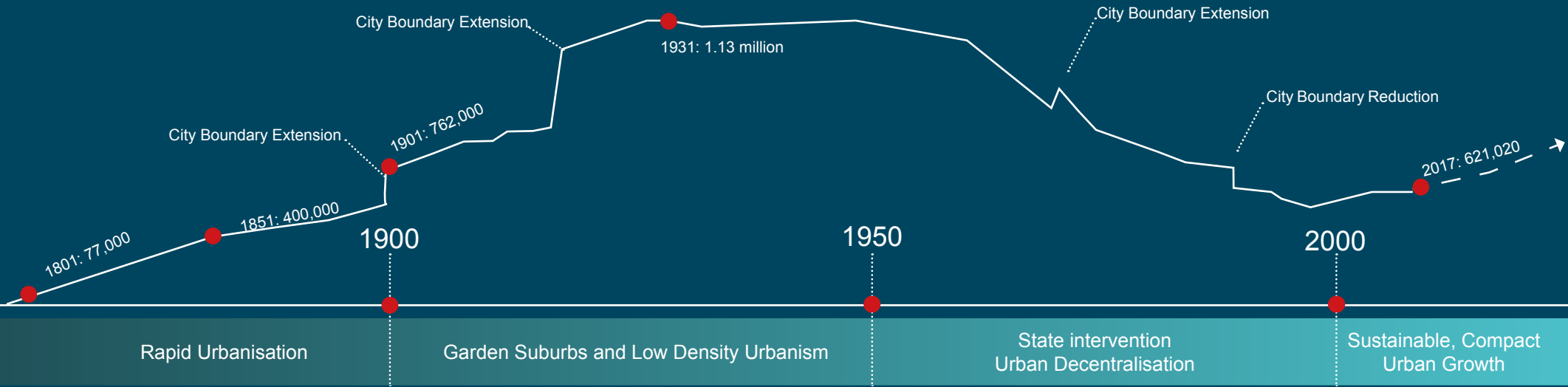
Interestingly, the population **aged over 65** is also growing in Glasgow, and will have the biggest implications for housing need. This group are more lifestyle driven than their predecessors and for many this will include living centrally in order to have access to leisure and amenities.

Glasgow City Council's Strategic Plan commits to deliver the right mix of homes across the city together with the best outcomes for people and communities, as well as to **grow the number of people who are able to make their homes in Glasgow city centre<sup>2</sup>**.



**The City Centre Living Strategy: Vision 2035** will support the commitments of the Council's Strategic Plan by capitalising on the change in landscape, by creating a vibrant, mixed use city centre to help Glasgow compete on a global stage

## Glasgow's Population Trend



Glasgow has undergone a dramatic and sometimes traumatic process of change in the last century. The economic, social and environmental outcomes of this process are reflected in the urban landscape.

The city's residential population has fluctuated quite considerably since the 1800s, as a reaction to various external factors such as the industrial revolution of the mid 1800s, or strategic planning policies of the 1960s.

In 1801 the population of Glasgow was estimated as 77,000. Within 20 years the population had almost doubled to 147,000 and a hundred years

later, in 1901, the population was ten times as large, estimated at 762,000.

By 1914 700,000 people lived within three square miles of Glasgow Cross, which was the most densely populated area in Europe at the time<sup>3</sup>.

Glasgow's population peaked in 1925 and then remained stable until the early 1950s, before it began to drop as a consequence of planning policies from the 1950s, such as Comprehensive Development Areas, which displaced communities out to new towns, peripheral estates and suburbs.

In the 1960s, the rapid rise of the motor car and

the increasing demands for commuter networks, led to the construction of the **North and West Flanks of the Inner Ring Road (M8)**, creating a scar in the urban fabric, which the city is only now beginning to repair.

In the 1980s Glasgow launched the "**Glasgow's Miles Better**" campaign, followed by the **Glasgow Garden Festival** and was awarded **European City of Culture** status; in parallel the regeneration of the **Merchant City** reintroduced a lively living quarter in the city centre.

## Case studies: Higher density urban residential schemes

Cities across the UK and internationally are responding to the increased interest in city centre living, especially by younger generations, who are looking for flexibility, connectivity, and crucially access over ownerships in the cities they choose to settle in.

**Towards a business story for Glasgow**, published by the *Business of Cities in 2018*, identifies cities which are Glasgow's 'peers' in one respect or another, either because of similar size, economic history and industrial DNA, coastal location, institutional presence, or positioning in new markets:

- **Within the UK:** Manchester, Birmingham, Liverpool, Leeds and Bristol
- **Within Europe:** Bilbao, Dortmund, Düsseldorf, Lille, Malmö, Gothenburg, Rotterdam, Turin and Glans

This section explores what levels of residential densities are being delivered in the urban centres of some of Glasgow's comparator cities.

Particular attention is given to how developments adopt ad hoc design solutions, massing, choice of materials and propose new living possibilities.



Shannon Street, Leeds  
556 dw/ha



Mount Yard, Manchester  
540 dw/ha



Finzels Reach, Bristol  
460 dw/ha



Invicta, Canons Marsh Bristol  
204 dw/ha



Wapping Wharf, Bristol  
200 dw/ha



Casa Hollywood, Turin  
200 dw/ha



High Street, Glasgow  
160 dw/ha



Torre Bernini, Turin  
126 dw/ha



Western Harbour Malmö  
120 dw/ha

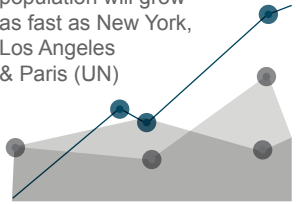
**Glasgow is a top 20**

European city for students



**Over the next 15 years,**

Glasgow's metropolitan population will grow as fast as New York, Los Angeles & Paris (UN)

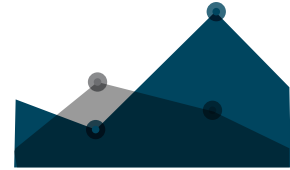


**Largest retail centre**

(Outside of London's West End)



The residential population of the **city centre** is growing faster than the **UK average**



Glasgow has seen the **fastest growing house prices in the UK in 2019**



A median multiple of 3.9 makes Glasgow the **most affordable major housing market in the UK**

**3.9**  
median multiple

Largest City Deal in Scotland including

**£75m**

for Sighthill TRA

**Best UK City for Millennials**



**2nd best quality of life in UK**

Glasgow ranks in **top 20%** of cities globally



**12th most hipster city in Europe**





# 4 Opportunities and Constraints

This section will provide an overview of Glasgow's strengths and opportunities as a leading European city.

It will also contextualise each city centre district in respect of the area's characteristics, the scope and scale of vacant commercial buildings, existing residential provision, development opportunities and residential opportunities.

SMART outcomes will be identified for each district in relation to the creation of residential provision, to assist with the creation of strategies to help achieve the wider goal of a more populous and liveable city centre.



## Strengths

- The varied leisure and cultural offering creates an interesting place to spend time with a mix of vibrant pockets of activity throughout the city centre.
- Rich architectural heritage
- Permeable and connected historical grid road network makes the city centre easy for pedestrians to navigate
- Excellent transportation links
- Key sites available for development
- Successful existing residential communities
- Strong historical precedence of living in the city centre which has only shifted in the past fifty to sixty years

## Weaknesses

- The night time economy could make some areas unattractive for large residential communities
- Dominance of the car and buses
- The city's main assets, the River Clyde and Glasgow Green, are hard for residents to access
- Areas with an entirely commercial focus can lack vibrancy. This can reinforce the city's reputation as unsafe as areas lack footfall.
- Existing communities are at risk of feeling overwhelmed by the number of new student developments
- Some residential developments which have taken place over the past twenty years have not performed well and have dated quickly

## Opportunities

- Amazing offer of historical architecture
- Access to Glasgow Green and the River are fantastic amenities for the city
- Expand and support existing residential communities and create new communities within less established areas
- Increasing the residential population will improve safety and security within the city centre through increased levels of activity
- Creating master plans for areas to give clear direction to developers which will allow the city centre to develop in a clear and positive direction

## Threats

- Strategies should be put in place to prevent listed buildings fall into disrepair and encourage redevelopment to make them fit for purpose for modern day usage whilst retaining their character
- Economic uncertainty brought about by political uncertainty might make purchasers and developers more hesitant to invest in the City
- Piecemeal and small scale development could make it very challenging for the city to move in the direction in which it needs. What would make it even more challenging would be poor development which does not contribute and integrate into the community

# Glasgow's ten distinct advantages

## 3 Innovation Districts with great potential

- Advanced Manufacturing Innovation District Scotland, Renfrewshire.
- Glasgow City Innovation District (University of Strathclyde)
- Glasgow University Innovation District, (Interdisciplinary Innovation Zone on the University campus at Church Street and Clinical Innovation Zone on the Queen Elizabeth University Hospital)



### Population is expanding & urbanising

Glasgow's population is forecast to grow by 175,000 between 2018 and 2035

Glasgow has access to 45% of Scotland's population within a 1hr commute<sup>4</sup>.



### Skills and talent base is on the up

44.4% of residents have a degree, which is well above the UK average (38%).

In 2018, access to this highly skilled talent pool was highlighted as a leading advantage for Glasgow's start-ups<sup>5</sup>.



### Economy & jobs base are growing

Glasgow's GVA increased by 4.4% between 2015 and 2016.

Glasgow's 5.7% unemployment rate recorded in 2017 was the lowest recorded in the city since estimates were established in 2004.



### Millennial & career age talent appeal at all time high

Glasgow is one of the top 50 global city for students worldwide and has a graduate retention of 46%.

The city offers the highest graduate salary outside London. Glasgow is in the top 25% of cities globally for low cost living<sup>6</sup>.

**Excellent universities and colleges**

Glasgow's universities are increasingly competitive internationally and they excel in key niches that are important to the new economy.

A critical edge for Glasgow is the fact it has the strongest aggregate performance in sciences, technology and engineering among peer cities we reviewed<sup>9</sup>.



**First class transport, digital and energy infrastructure**

Glasgow has a fast growth international airport, just 1 hour flight away from London.

The city has the largest commuter rail network outside London and produces more renewable energy than any other UK city<sup>7</sup>.



**Maturing investment proposition and established financial centre**

Glasgow is in the global top 50 financial centres.

Grade A operating costs are 40% lower than London.

Glasgow accounted for over 60% of total office take up in Scotland in 2018<sup>8</sup>.



**Destination, retail and events appeal is globally recognised**

Since 2012 international overnight visits have grown by 150%.

The city offers the highest retail spend potential outside London, and has been awarded UK's top convention bureau for 13 consecutive years.

SSE Hydro concert halls are in top 5 venues globally for sales.



**Borrowed scale from a competitive region**

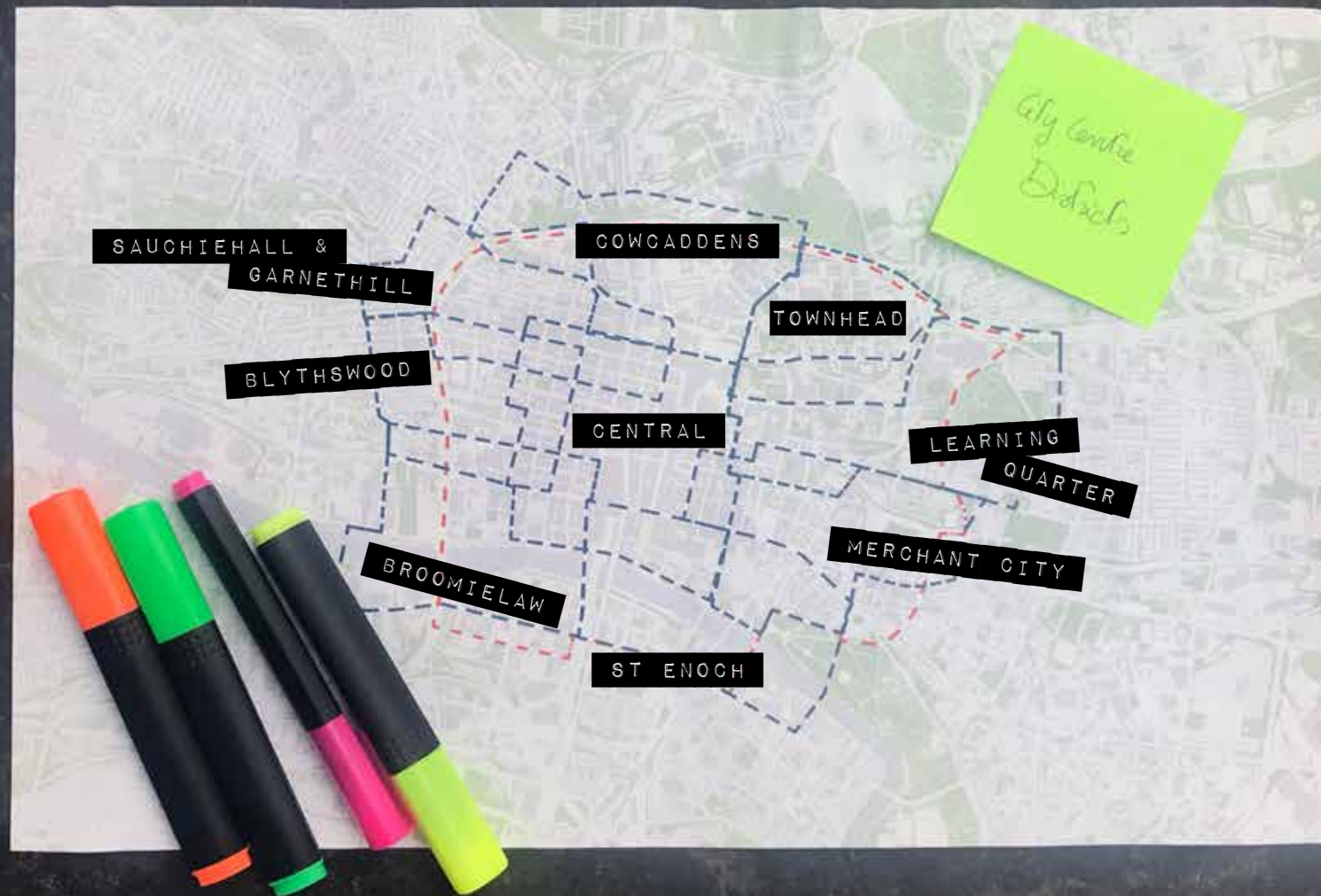
Glasgow's competitiveness leverages the borrowed scale of its wider region and the complementary specialisations of Edinburgh.

The Glasgow City Region population of 3.3m hosts over 100,000 businesses, with a combined GVA of £100bn.

This section is based on Savills' analysis of the nine city centre districts in terms of the existing residential provision, demographics, residential markets, historic residential development, planning applications and listed buildings within the city centre.

Each district has been analysed in respect of the area's characteristics, the scope and scale of vacant commercial property, existing residential provision, development opportunities and residential opportunities.

The planning context of city centre development and the position of listed buildings has also been taken into consideration, along with the scope for conversion opportunity. This analysis will inform the Liveable District Strategies as the CCLS goes forward. While masterplans are proposed in some districts, the lack of public ownership will mean alternative measures may be progressed.



**Roads and Transportation**

*Very well connected*

**Commercial Vacancy Rates**

*Primarily office units within blocks.*

**Existing Residential Stock**

*Lacking in structure and spread out.*

**Development Opportunities**

*The area is characterised by a number of development sites which have had planning consent but which have lain undeveloped since the end of the last development boom. Whilst posing a number of challenges these sites also offer a number of opportunities.*

**Residential Potential**

*The Broomielaw area presents a massive opportunity, close to the River, to create a new residential community for the city.*

**Broomielaw**



Representation of City Deal investment at Argyle Street. This image is an illustration of potential intervention and not the final design.

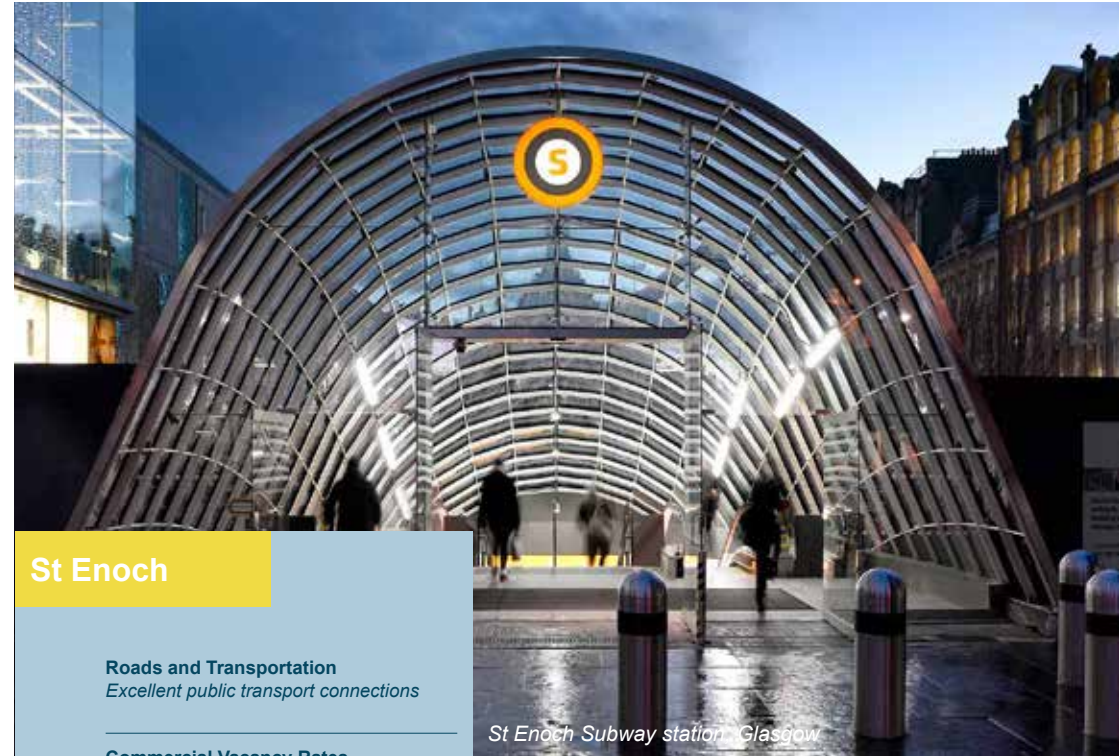


King George V Bridge, Glasgow

Due to the availability of sites and redevelopment opportunities the Broomielaw offers an opportunity to create a community building upon the existing disparate residential properties within the area. Vacant commercial stock is primarily office units within buildings which suffer from poor accessibility and lack of footfall.

**SMART Recommendations**

A master plan with a focus on place making and appropriate mixed use planning will be imperative to reinvigorate the area and give it direction.



**St Enoch**

**Roads and Transportation**

*Excellent public transport connections*

**Commercial Vacancy Rates**

*Primarily retail and retail/ industrial properties*

**Existing Residential Stock**

*The Saltmarket area comprises mixed quality of tenement properties; growing demand along St Andrews in the Square and Glasgow Greens.*

**Development Opportunities**

*The largest development opportunity is the open air surface car parks to the east of the St Enoch Centre.*

**Residential Potential**

*Key linkage zone between Merchant City and the Clyde river frontage and Glasgow Green.*

St Enoch Subway station, Glasgow

The provision of new residential development would benefit from the proximity to the River Clyde and Glasgow Green.

**SMART Recommendations**

This will require a strategic master plan with a focus on creation of key routes to access amenities. This focus on way finding could facilitate attractive residential development, on derelict or underutilised sites. Targeting the dead zone behind the St Enoch Shopping Centre at the King Street Car Park will be imperative.



**Roads and Transportation**

*Well served by trains with the High Street, Argyle Street and Queen Street all within walking distance.*

**Commercial Vacancy Rates**

*The area is predominately retail, leisure and residential focused. Retail in particular accounts for the majority of the vacant units around Trongate and Saltmarket. The majority of the office vacancy is along Queen Street and Duke Street.*

**Existing Residential Stock**

*Significant residential community living in new build or converted buildings. The stock is slightly poorer towards the High Street but in general the market is desirable and there are a variety of apartment sizes and specifications available.*

**Development Opportunities**

*The most significant is the site of the former Goldberg's department store together with the Ingram Street car park site.*

**Residential Potential**

*The District contains the City's best known residential quarter where the mix of uses appears to function well. Its location and choice of apartments make it an attractive place to live and the wide pavements and public realm, reinforce this and makes it feel a safer, more residential environment.*

**Merchant City**



The Merchant City can be considered a blueprint for creating a desirable area with a positive mix of uses operating in close proximity to one another. The variety of uses coexisting alongside one another, combined with wide, pedestrianised streets, collectively create a distinct atmosphere.

**SMART Recommendations**

It is important that future development maintains this mix of uses to ensure that the area continues to offer a destination experience with investment opportunities throughout.

**Roads and Transportation**

Central area has the best access to public transport of the nine districts with rail, bus and subway infrastructure available centrally.

**Commercial Vacancy Rates**

Primarily office units.

**Existing Residential Stock**

The existing residential is spread sporadically.

**Development Opportunities**

It's difficult to be specific because there are few sites in this area which can be developed readily, but there opportunities for conversion of vacant upper floors.

**Residential Potential**

There is an opportunity to identify ways to make the conversion of upper floors of buildings, which have been lying empty easier and deliver either a cash receipt or income stream as a result. Any other opportunities will come as part of larger mixed use schemes.



The Central District is the post-industrial core of Glasgow, with a fantastic range of listed buildings and architecture.

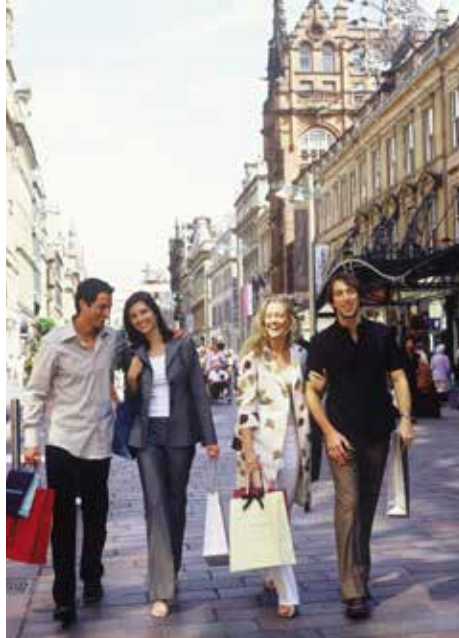
It offers the easiest access to public transport, retail, employment and leisure of the city centre districts. Demand is high from a range of occupiers. Due to its scale this area has the majority of the city's vacant commercial property.

The Buchanan Gardens development has clearly demonstrated purchaser demand for residential properties within this area.

**SMART Recommendations**

To encourage conversion to residential, or even the creation of better, higher quality office space, a place based and case by case approach will be adopted to provide a balanced outcome, for example façade retention of buildings at risk.

**Central**



**Blythswood**

**Roads and Transportation**

The main transport hub is Charing Cross Station; bus routes primarily along Sauchiehall Street.

**Commercial Vacancy Rates**

The stock, which appears to be mostly vacant, is the office stock around Blythswood Hill.

**Existing Residential Stock**

The residential population is generally found in flats above Sauchiehall Street, in converted townhouses along Bath Street and in some modern, tall new developments built in the mid-2000s.

**Development Opportunities**

Large number of buildings in the area including the old High school buildings and Pitt Street Police HQ which present a significant development opportunity to create a new heart for this District.

**Residential Potential**

There is also an opportunity to bring vacant commercial space back into use.

Office occupier demand tends to concentrate around the rail stations, and available commercial space in listed buildings no longer satisfies market demand.

With new student schemes and proposed developments offering increased footfall there is an opportunity for this area to return to a more residential use.

**SMART Recommendations**

Consider a master plan to create new living zone within Blythswood identifying zones, densities and requirements for development and redevelopment to take place.

**Roads and Transportation**

*Very well connected thanks to Cowcaddens subway station and several bus routes.*

**Commercial Vacancy Rates**

*Office and retail units. The average property has been available for three years.*

**Existing Residential Stock**

*A high percentage of private ownership and private rented housing could be a potential barrier to future improvements.*

**Development Opportunities**

*Upper floor conversions (including Ashfield House on Sauchiehall St), former BHS site, vacant office buildings also available for conversion.*

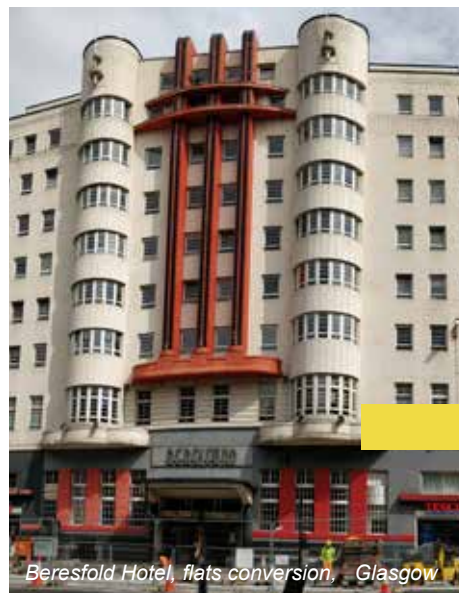
**Residential Potential**

*The area has an established residential community and strong historical precedence of a varied range of demographics and nationalities.*

**Sauchiehall and Garnethill**



Representation of City Deal investment at Sauchiehall Street which will be completed by summer 2019.



Beresford Hotel, flats conversion, Glasgow

Sauchiehall district encompasses the existing residential community of Garnethill. This is an established community with existing amenities. There are already a number of initiatives underway to improve the public realm and reduce vacancy rates, including the delivery of the District Regeneration Framework.

**SMART Recommendations**

Reinforce and support the existing community through investment in amenities and public realm and increase footfall generated.

Development should enhance the existing neighbourhood and provide housing for a variety of demographics.



Representation of City Deal investment at the City deal Underline. This image is an illustration of potential intervention and not the final design.

**Roads and Transportation**

*The Cowcaddens community is served by the Cowcaddens subway station and regular buses which run along Cowcaddens Road.*

**Commercial Vacancy Rates**

*There is limited commercial property within this area which is predominately residential.*

**Existing Residential Stock**

*Properties are typical late 60s/70s style build and continue to be considered one of the most desirable social housing neighbourhoods. A few new successful developments were built in the early to mid 2000 in Port Dundas Road.*

**Development Opportunities**

*Student development has accounted for the majority of development over the past decade.*

**Residential Potential**

*Potential for further residential and student housing development student development. It will be important to ensure a mix of tenures.*

**Cowcaddens**



Theatre Royal, Glasgow

The Cowcaddens area has a strong social housing community within the recently refurbished Dundasvale Court flats.

These flats account for the majority of residential properties in this area, with the bulk of the remaining land held by the Caledonian University and the bus station.

**SMART Recommendations**

Support the existing community and should development sites come up then residential should be supported to grow this existing community. Mid-market rent development could work well here.



**Roads and Transportation**

*Townhead is quite isolated as a result of the road network. The main source of public transport within Townhead is the proximity of Buchanan Bus Station*

**Commercial Vacancy Rates**

*Townhead is an area dominated by social tenure residential units.*

**Existing Residential Stock**

*Mix of primarily high rise flats.*

**Development Opportunities**

*The demographic of the Townhead area does not currently attract private developers due to lack of private residential precedence even if the area offers considerable potential.*

**Residential Potential**

*The area has few sites left which have not been earmarked or development but should these not be developed out then could provide opportunities for residential.*



**Townhead**



Townhead has an established community primarily residing in housing association properties. The area is well served by amenities and transport links.

Due to its proximity to several higher education institutions, the area has been targeted by student housing developers with many vacant sites identified for development.

**SMART Recommendations**

This area would benefit from a master plan to ensure that the apparently conflicting needs of residents and student housing developers can be mitigated and the area has a clear direction going forward. Maintaining the community, and access to social housing in this area is imperative.

**Learning Quarter**

**Roads and Transportation**

*Well served by public transport; Queen Street Station is within walking distance.*

**Commercial Vacancy Rates**

*Vacant units around George Street and High Street. The latter are primarily office spaces within listed buildings, located above shops, of which there are also quite a few vacant units.*

**Existing Residential Stock**

*Mix of student residences, owner occupation and social housing.*

**Development Opportunities**

*There is potential to develop around the south east edge of the boundary as there are a couple of vacant sites.*

**Residential Potential**

*Opportunities for residential development will be in the area around High Street and the sites just beyond it.*

University of Strathclyde, City of Glasgow College and the Royal Infirmary account for the majority of the land in this area.

Student accommodation accounts for the majority of the households although there is historical precedence for residential around High Street.

**SMART Recommendations**

Create a strategy for High Street to bring the vacant commercial space and vacant land back into use ideally with a mix of uses, including residential.

Mid-market rent or privately for sale would work here due to the proximity of the Merchant City and the city centre.

# 5 Understanding the context

This section provides an overview of the context that cities are facing at global and local levels, followed by a quantitative insight into the current and potential residential market for Glasgow and its city centre.

## Global Context



Cities are experiencing explosive growth. More than half the world's population currently lives in urban areas and projections indicate that the figure will rise to 68% by 2050<sup>10</sup>.

When the UN Sustainable Development Goals were finalised in 2015, mayors and local leaders across the world successfully pushed for a dedicated goal to “make cities inclusive, safe and resilient and sustainable”<sup>11</sup>.

As such, cities can be incubators for the policies that address sustainable development challenges, and



local leaders hold the keys to fostering **inclusive growth** and **mitigating climate change**.

The New Climate Economy report finds that cities can reap the economic benefits of this population boom by growing their population density and avoiding sprawl developments<sup>12</sup>.

Internationally, many cities offer positive examples on how to offer sustainability and liveability within a high density environment.

More and more, **compact and connected urban areas** are proving to be very **attractive places to**

**live and work**, pulling together talent, new ideas and innovation, as well as investment.

**Dense, attractive, diverse, connected and liveable city centres**, which have found the right density and accompanying urban features, have proven to be successful in supporting business growth, retaining residential population and attracting new talent.

## Benefits of compact cities

Glasgow's City Development Plan stresses the importance of enhancing the city's compact and sustainable form to increase the built environment and residential population densities. Compact urban settlements tend to intensify economic opportunities, social and cultural activities, and to manage urban size, form and structure, and settlement systems in search of the environmental and social sustainability benefits that can be gained from the concentration of urban functions. Within both the developed and the developing world, the benefits of a compact city have been proven to be significant<sup>13</sup> :



**Greater efficiency in the use of land and so a positive impact on a city's spatial and ecological footprint, which also means:**

- Reduction in reliance on cars
- Lower impacts of urban growth on rural and agricultural lands, and
- Lower non-renewable resource consumption per household



**Higher population and economic thresholds, which also means:**

- Increased accessibility to services and amenities as higher economic thresholds are achieved within any given area
- Viable and effective public transport provision based on sustainable population thresholds to support the service



**Harnessing of agglomeration advantages (for example, shops benefiting from the customers generated by each other)**



**Reduction of time and cost spent travelling due to shortened distances to destinations**



**Increased social inclusiveness and reduction in social segregation through designing quality mixed-use areas.**

## National Context

**Scottish Government has recently defined our cities as centres of knowledge, innovation and culture which can develop internationally investible propositions based on skills in science, technology, innovation and creativity<sup>14</sup>.**

City centres are evolving and adapting to this new context, for example by introducing a more varied mix of functions, in better designed public environments. Evidence shows that city centres encompassing a variety of uses, including offices and residential, and those that invest in a quality and well connected public realm, are proving to be more resilient and successful.

In the UK, the return to city centre living that has occurred in recent years has been remarkable, particularly because during the 1970s and 1980s city centres across the country emptied as people moved from de-industrialising cities into the suburbs.

Since 1991 these trends have reversed again, and accelerated during the new millennium: city centres dwellers grew by 37% between 2001 and 2011. Across the UK, population is growing more in city centres than in other parts of cities – 37% growth in city centres compared to just 8% in the suburbs and 6% in the hinterlands<sup>15</sup>.

The CCLS recognises and supports the existing trend of repopulating the city centre, and it aims to deliver place based inclusive growth. In particular, the strategy will aim to create well designed places with the right mix of functions, able to support sustainable outcomes, including a thriving local economy, for Glasgow's city centre.

This, in line with Scottish Government policy, means that success will need to be assessed against different factors, such as health, housing affordability and quality of life alongside jobs, skills and incomes.

*Quayside West, Newcastle, FaulknerBrowns Architects*

# Housing market provision: Glasgow

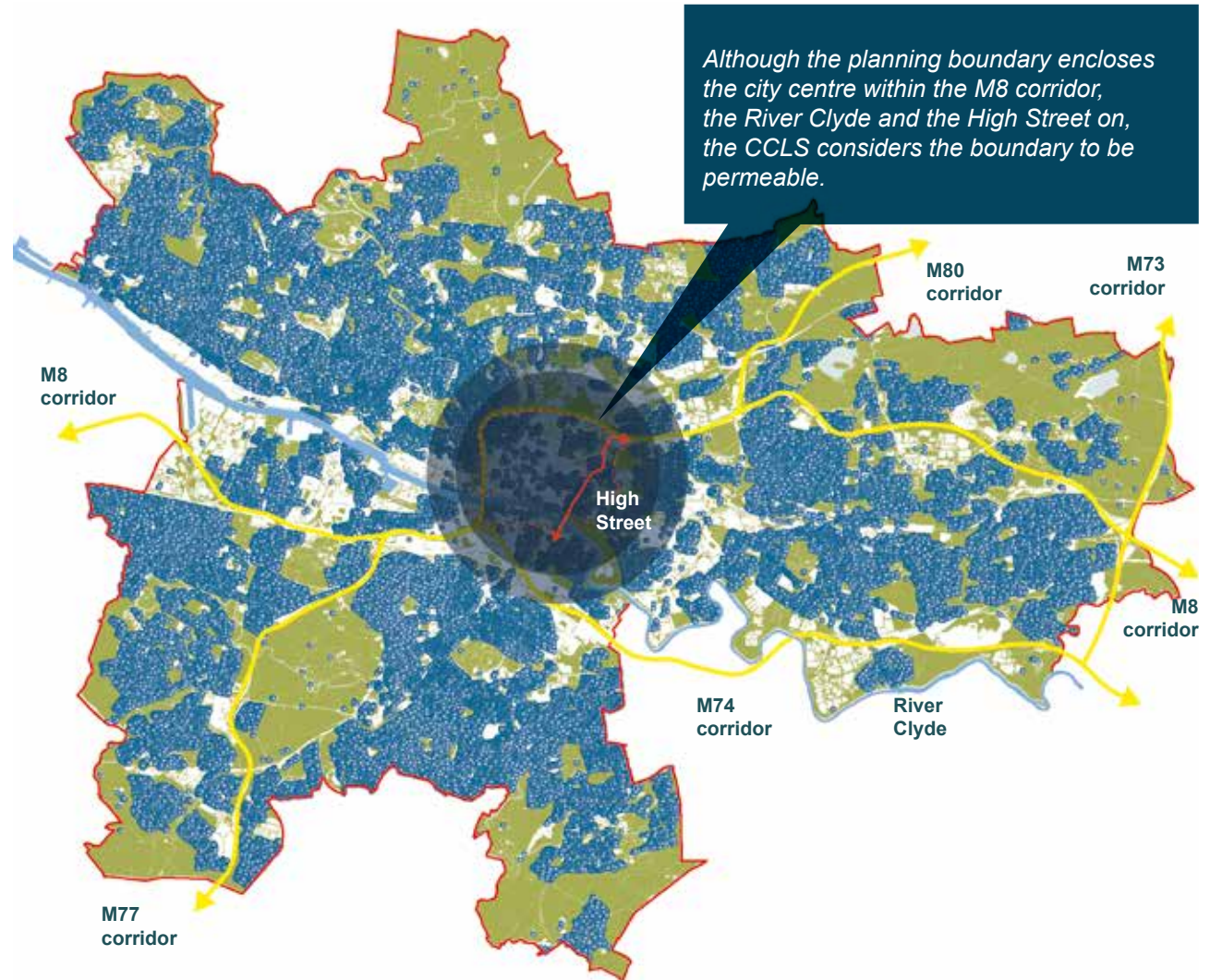
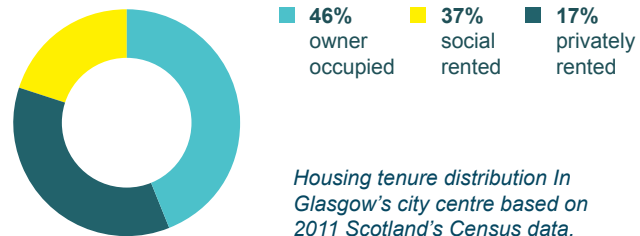
**Glasgow is the city at the centre of the Glasgow and Clyde Valley area. Its housing needs and demands are different to the other parts of the conurbation.**

The city's population is younger and has greater ethnic diversity, mainly due to inflows of economic migrants, international students and asylum seekers.

The city has higher numbers of single person households, partly due to a net outflow of families from the city to the suburban parts of the conurbation.

Across the city, **46%** of housing units are **owner occupied**. **17%** are privately rented with **60,000** registered properties in the **private rented sector** and in excess of **35,000 registered private sector landlords**<sup>16</sup>.

**37%** of housing units are **social rented**, currently managed by Housing Associations in Glasgow and around.



*Each blue dot maps a residential unit within Glasgow's boundary; the city centre planning boundary, represented with a red dashed line, contains the area broadly inscribed in the M8 corridor, the High Street and the River Clyde. The map clearly indicates the distribution of residential areas across the city, framed by green spaces and transport infrastructure. (Data: National Address Gazetteer)*



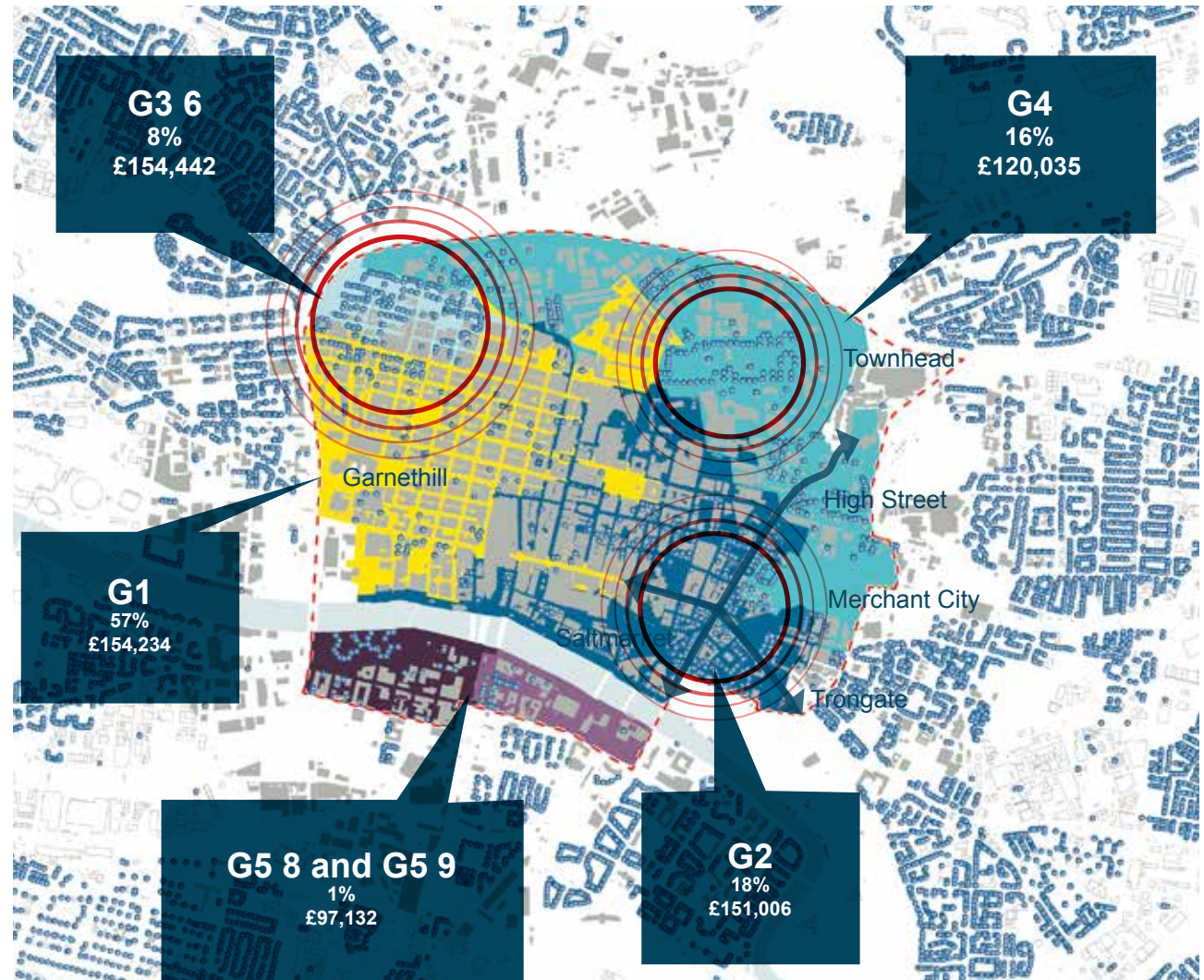
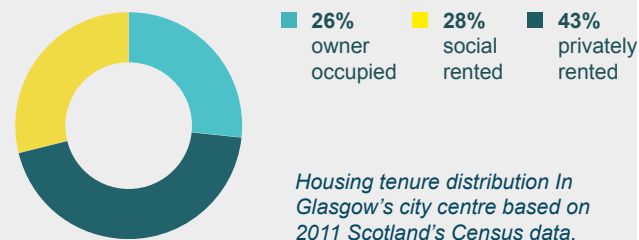
# Housing market provision: Glasgow City Centre

In the city centre, housing is currently concentrated in and around the areas of Garnethill, Merchant City and Townhead.

In the city centre, 43% of housing units are privately rented and 26% are owner occupied. 28% of housing units are social rented, mainly located in Cowcaddens, Garnethill, Trongate, High Street, Saltmarket and particularly around Townhead.

The 5,617 sale transactions in the city centre over 10 years to 2016 represents 5% of all residential activity in the overall Glasgow City Council Local Authority area during that time.

The average residential transaction price in the City Centre peaked during the year ending June 2006, when it reached £162,845; following the housing market downturn it fell to £123,462 during the year ending June 2013. Since that period, the average price has recovered, reaching £146,720 in the year to June 2016<sup>17</sup>.



The city centre detail map clearly displays that residences concentrate in the existing and well established neighbourhoods of Garnethill, Townhead and Merchant City (Data: National Address Gazetteer)





*Tenement House, Glasgow*



## Housing stock age in Glasgow's city centre

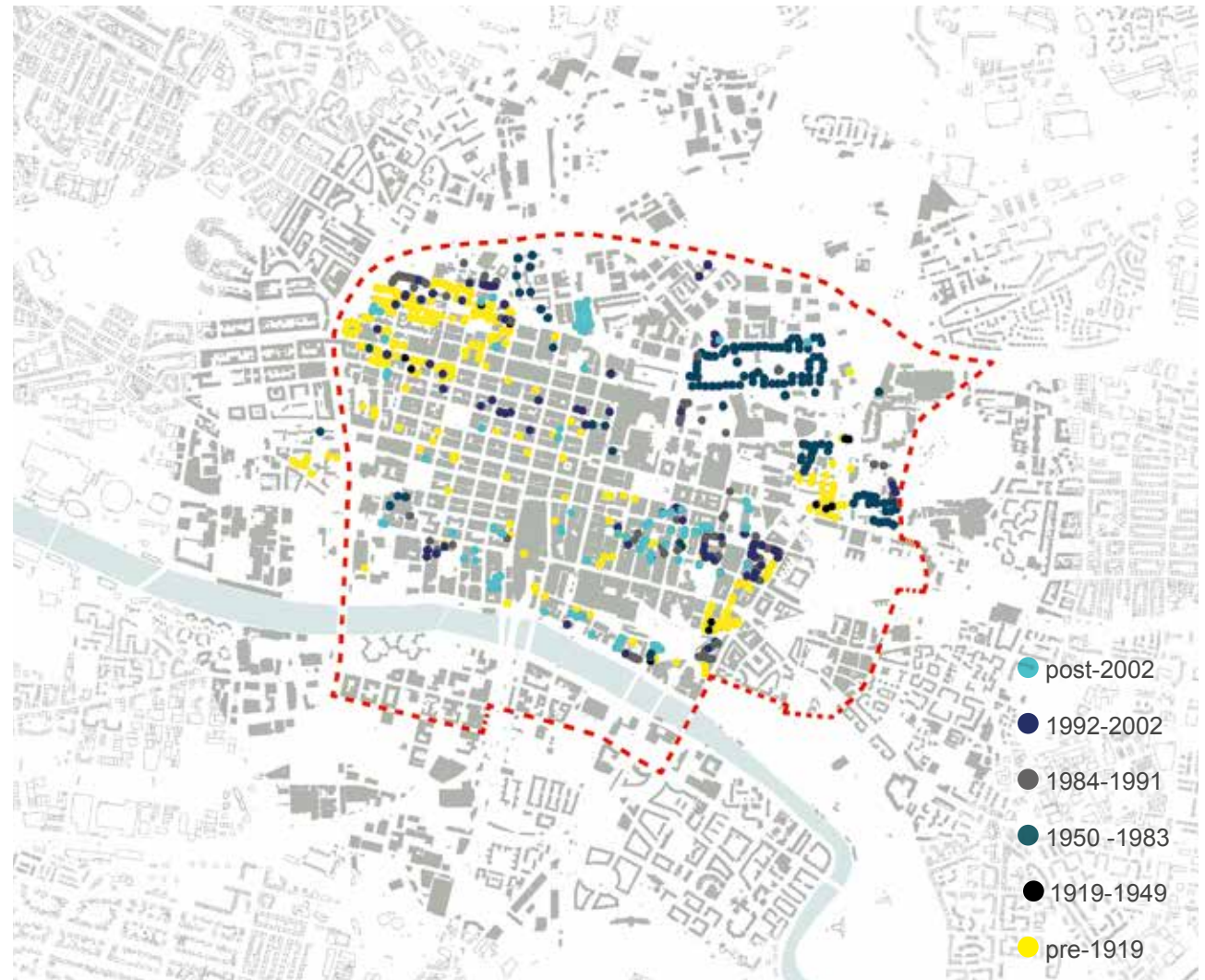
The Scottish House Condition Survey 2012- 2014 estimates that approximately **5%** of Glasgow's **pre-1945** properties are below the tolerable standard with the majority of these are in the private sector.

In the city centre, about **one quarter** of properties were **built before 1945**.

Historical properties present several challenges, including issues around shared responsibility for repairs and maintenance of communal parts in tenements; the impact of the private rented sector in areas with poor housing condition; the lack of policies/strategies geared towards property maintenance and the need for block insurance in common properties.

Several historic properties located in the city centre are **listed**, which adds a layer of complexity to conversion proposals.

The City Centre Living Strategy will take into consideration the issues relative to **ageing stock**, supporting the adaptive reuse of existing buildings, particularly the conversion of former tenements (now used as commercial premises) and older office buildings back to housing where this is technically and financially feasible.



*City Centre housing stock by age : each dot indicates a residential property; the colour coding relates to the estimated year of construction, as per the legend above.*

*Glasgow's city centre hosts a wealth of landmark structures illustrating Glasgow's rich architectural heritage, where about one quarter of buildings were been built before 1919.*

*(Data source: Home Analytics, Energy Saving Trust)*

## Future housing developments

The number of residential planning applications in Glasgow's city centre and its vicinities fell sharply after the 2008 financial crisis, but a positive trend is now firmly established.

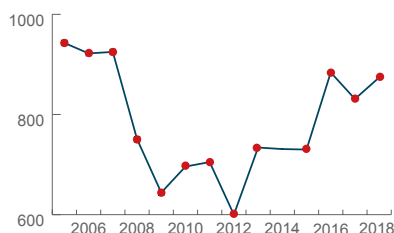
The analysis of planning applications data (GCC) from 2011 to 2019 indicates that approximately **1,800 new housing units** have been delivered in the city centre and its vicinities since 2011.

Around **568 units** are currently **under construction** (March 2019), and an additional **1,700 units** have been granted **detailed consent**.

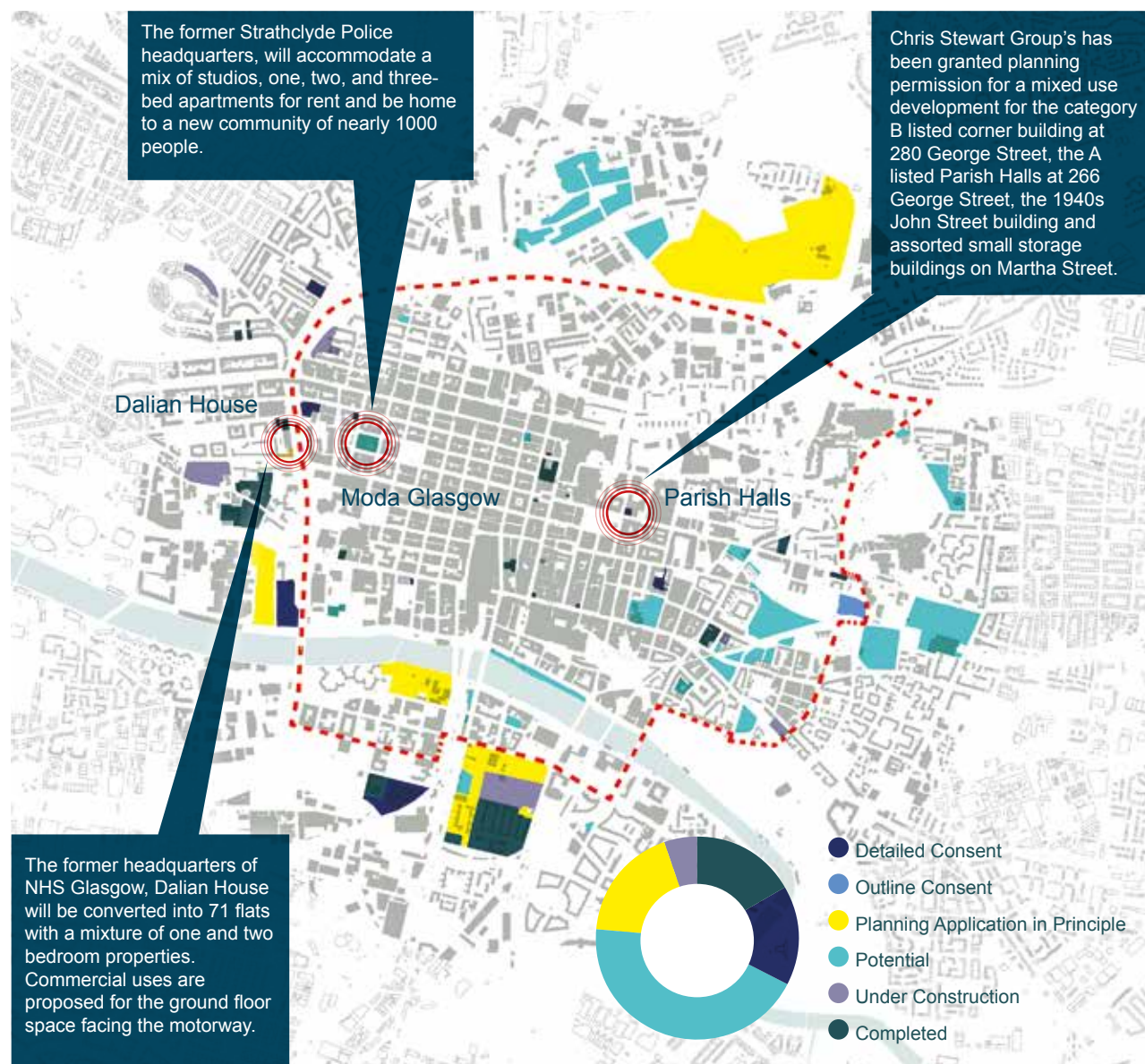
About **1,900 units** have submitted **planning applications in principle**, whilst **4,800 units** are classified as **potential**.

The **City Centre Living Strategy** will support this existing trend with a view to further improve the conditions to stimulate housing market and attract inward investment in the city centre.

*Number of residential planning applications in the city centre and its vicinities submitted between 2005 and 2018.*



*Note: 2006 was exceptionally high by historic numbers.*



*Residential planning applications in the city centre submitted between 2011 and 2019; developments are colour coded according to planning status, as per the legend above.*



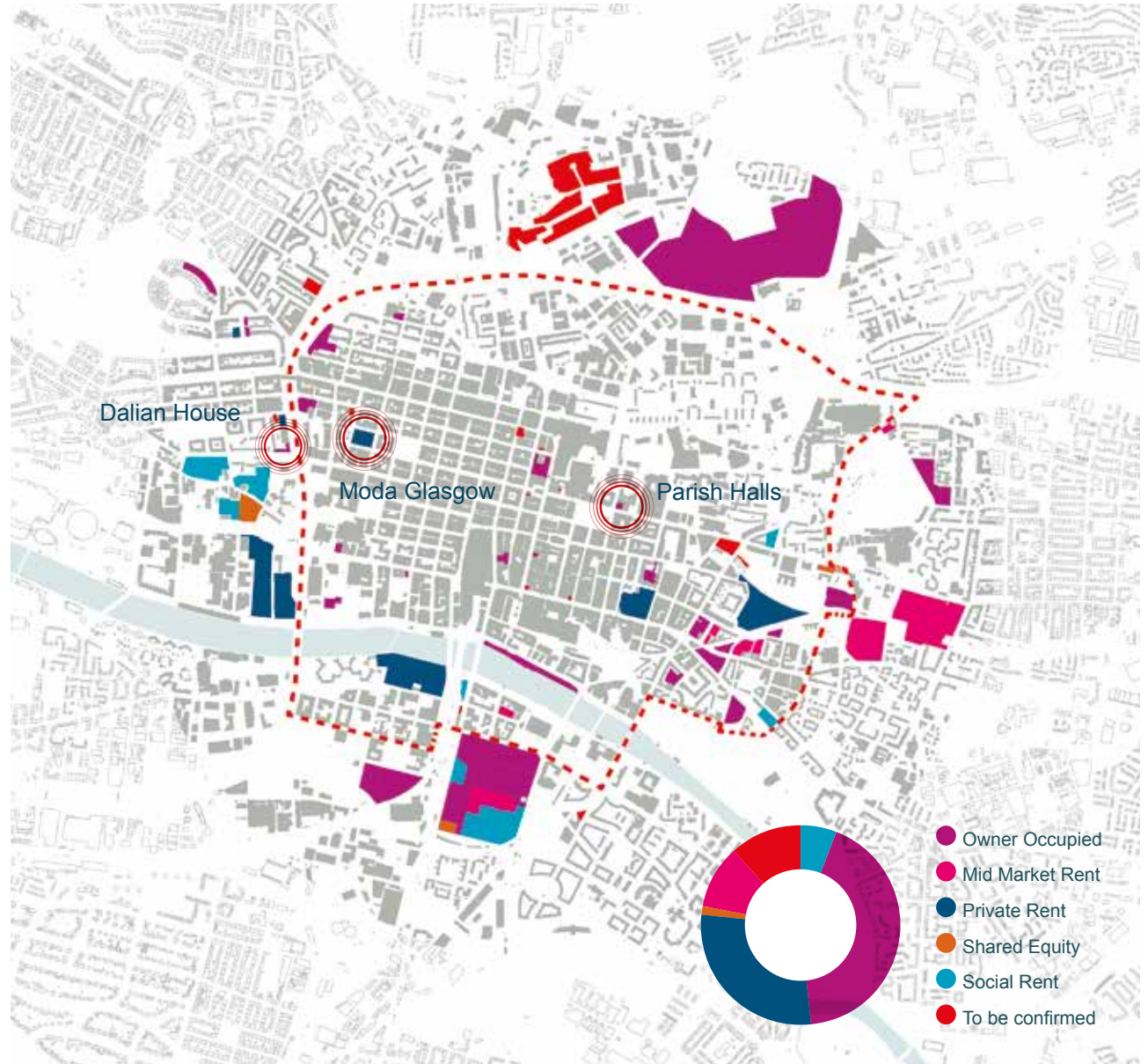
Holland Park, Moda Glasgow



Parish Halls, Glasgow



Dalian House, Glasgow



Residential planning applications in the city centre submitted between 2011 and 2019; developments are colour coded according to tenure, as per the legend above.

## Affordability

A city in which only a few can afford housing is not sustainable.

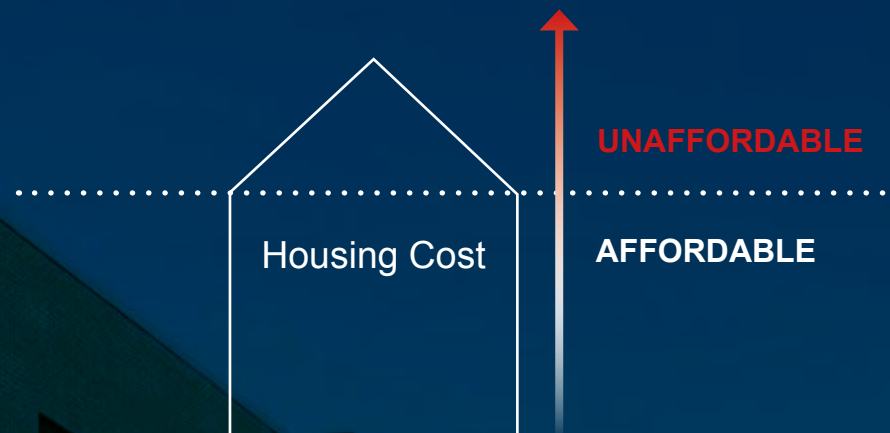
Everyone deserves a place to live, but even those who earn steady wages may be unable to buy or rent affordable housing. Housing affordability is confirmed to be a key factor in attracting and retaining young people and families in cities.

Housing affordability has become a worldwide issue since the global financial crisis, partly because mortgage lending has been significantly curtailed by regulation. It is the younger generations, usually needing the highest loan-to-value ratios and loan-to-income ratios, who are most affected.

Research in the main trends in Millennials lifestyles highlights that flexibility, connectivity, mobility and access over ownership are the key elements driving location choices<sup>18</sup>.

The data supporting the CCLS indicates that the median income in Glasgow was **£27,417** in 2016, which was marginally below that of Scotland at **£27,732**.

The average residential transaction price in the City Centre reached **£146,720** in the year to June 2016,



meaning that the average house price ranges from 4.5 to 5.5 times average earnings in Glasgow, which ranked among the top 20 most affordable cities in the UK by Lloyds Bank in 2019.

Currently, **43% of the city centre's dwelling stock is privately rented**; the private rented sector has grown significantly and will continue to play a significant role within the tenure mix within the city.

The CCLS recognises that housing should be both a **sustainable element in a vibrant economy** as well as a sector for **meeting people's needs<sup>19</sup>**; to this end, the strategy will support the creation of an environment attractive both to investors and new residents.

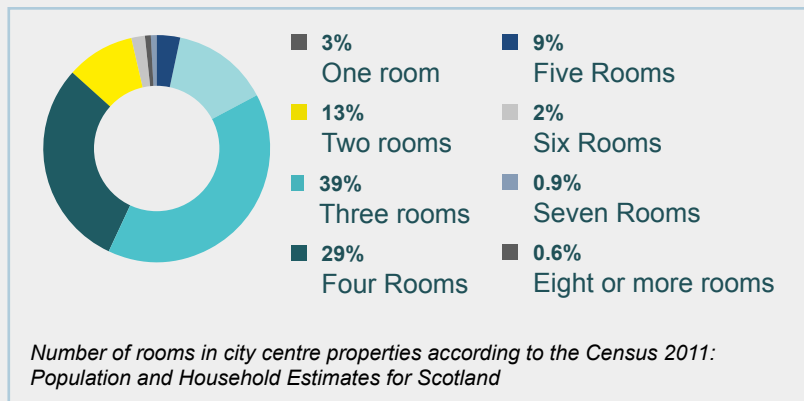
## Housing choice

The majority of properties in the city centre have three or four rooms. As the Census includes in its definition of habitable room bedrooms, living rooms and kitchens<sup>20</sup>, it is safe to say that the average household is fairly compact.

The CCLS aims to widen the demographic profile of the city centre, ideally attracting families as well as continuing to attract students, young professionals and downsizers.

Internationally many cities struggle to attract families with children to live in their centres, due to lack of schools, lack of space for outdoors play and generally the idea that city centre are not an appropriate place to raise children.

But strong communities need a wide variety of residents; people living in city centre for example, have easy access to active transport mode share to work and take pressure off the transport network, whilst providing a liveliness that continues 7 days a week, not just during business hours.



**Vancouver** has successfully increased its attractiveness for families with children. Some of the design codes developed by the municipality are particularly relevant to Glasgow's context.

Vancouver's guidelines suggested that:

- In dense residential developments family units should be grouped closer to street level, as ground-level clustering makes coming and going easier and gives children peers in neighbouring units.
- Family-friendly buildings should have bulk storage space for things like prams or bicycles, better night-time lighting in common areas, secure, safe play spaces-ideally ones that can be seen from inside the units or from a designated supervision area. The spaces should maximize sunlight and be made to withstand "the rough and tumble of children's play."
- Developers should prioritise sites within half a mile of elementary schools, daycare centres, and grocery stores, and within 400m of transit stops. Safe walking routes-ideally separated from high-traffic thoroughfares-were also important.



The Community Potential Analysis enables the exploration of the potential of an urban area through its coverage/accessibility to a critical mix of services.

The analysis is based on the Urban Task Force diagram for services and distances in an ideal neighbourhood.



## Community Potential Analysis

There are a number of core conditions which underwrite the sustained success of urban areas.

The most successful residential areas (in the sense of 'liveability' and 'liveliness') are neighbourhoods where residents have easy access to a variety of services at local, district and city scale.

Neighbourhoods need to comprise a mix of uses which work together to encourage formal and informal transactions, sustaining activity throughout the day. The mixing of different activities within an area should serve to strengthen social integration and civic life.

The compact urban form highlights the value placed upon proximity and ease of contact between people.



At its best, the sustainable city therefore operates as a series of interconnected networks of places and spaces devoted to making the most of human interaction<sup>21</sup>.

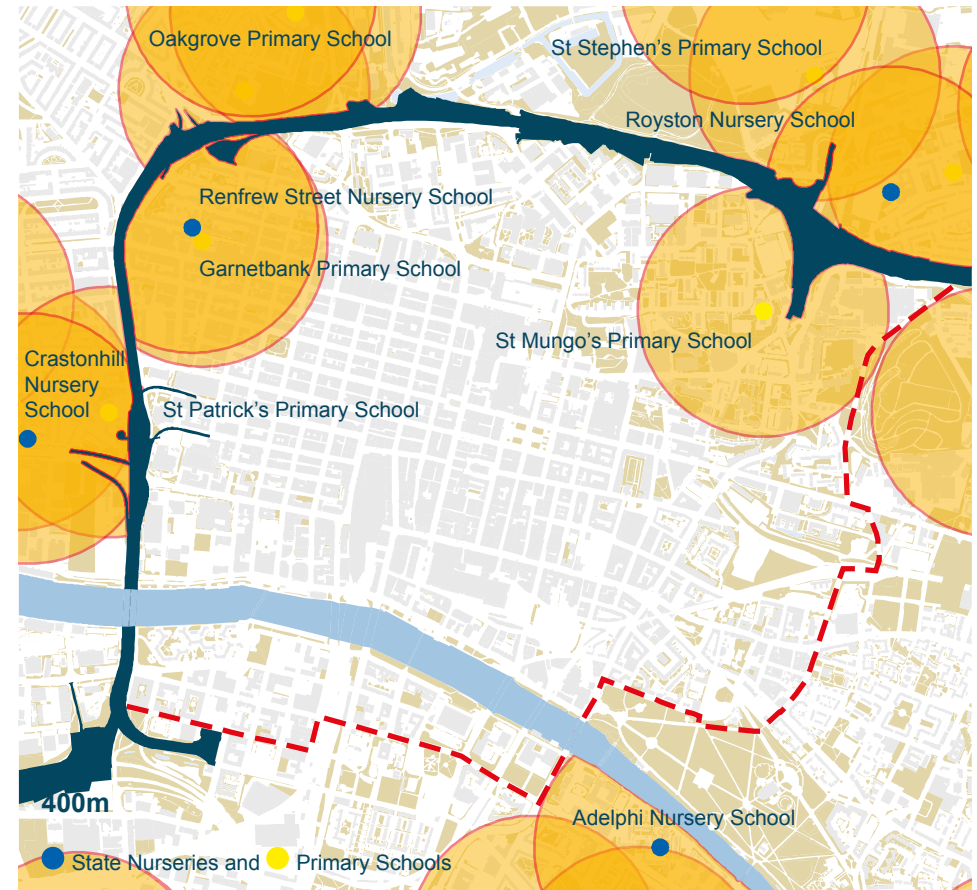
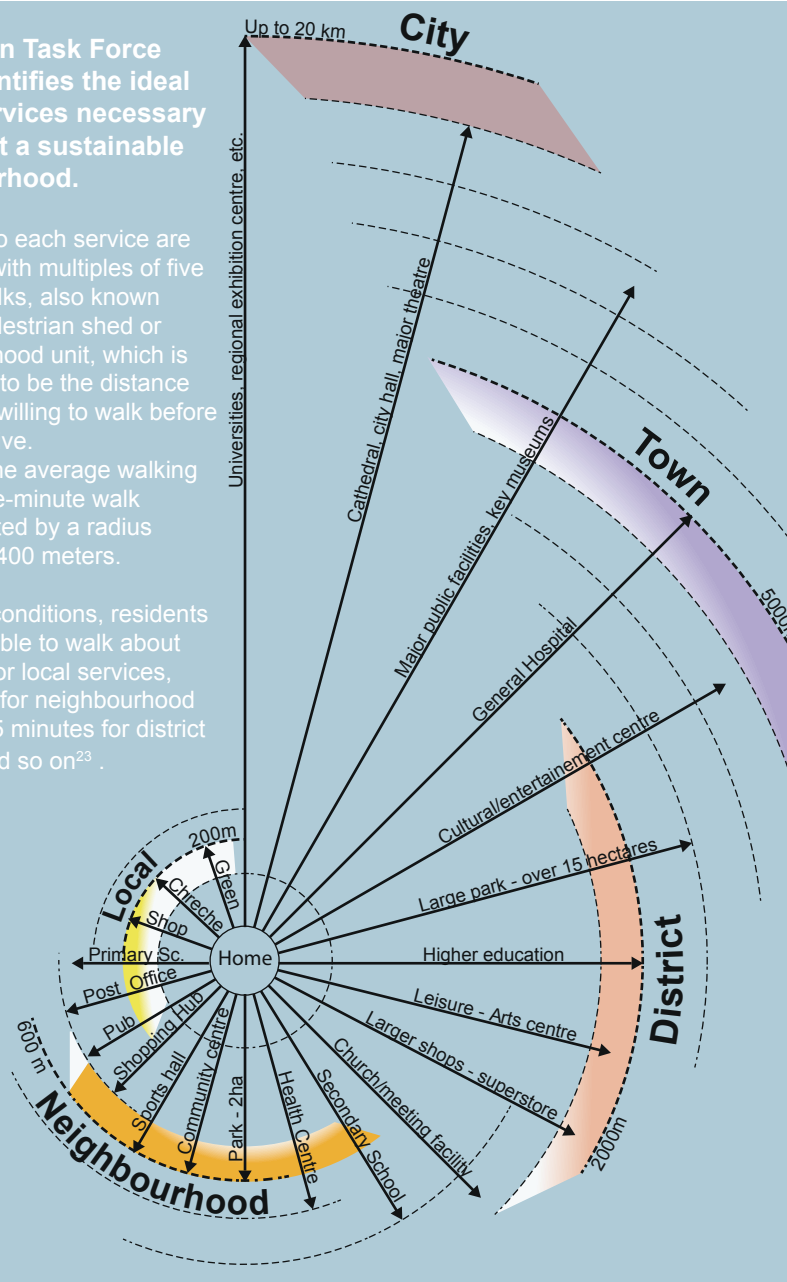
To achieve a sustainable city centre most effectively means putting pedestrian first, and ensuring that walking is the preferred option in accessing different facilities within an area. This does not mean outlawing the car altogether, but providing linkages where public transport, walking or cycling can become the preferred choice.

According to the Urban Task Force diagram on the left, in an ideal situation, residents should be able to access a variety of services such as green space, nursery schools and grocery shops<sup>22</sup>.

This Urban Task Force graph identifies the ideal mix of services necessary to support a sustainable neighbourhood.

Distances to each service are measured with multiples of five minutes walks, also known as the "pedestrian shed" or "neighbourhood unit, which is considered to be the distance people are willing to walk before opting to drive. Based on the average walking speed a five-minute walk is represented by a radius measuring 400 meters.

In perfect conditions, residents should be able to walk about 5 minutes for local services, 15 minutes for neighbourhood services, 25 minutes for district services and so on<sup>23</sup>.



The maps illustrate the Community Potential Analysis (CPA) carried out for the CCLS, to establish the range of services reachable on foot within the city centre.

The ideal mix of facilities necessary to support a sustainable neighbourhood is condensed in the Urban Task Force diagram on page 40; the diagram also

indicates the ideal walking distance between home and facility.

The CPA is constructed by mapping each facility in the city centre and its vicinities; a circle (buffer) with a radius corresponding to the walking distance indicated in the Urban Task Force diagram is then added around each facility.

In the final step, buffers are cut to major pedestrian barriers, in this case the M8 motorway and the River Clyde.

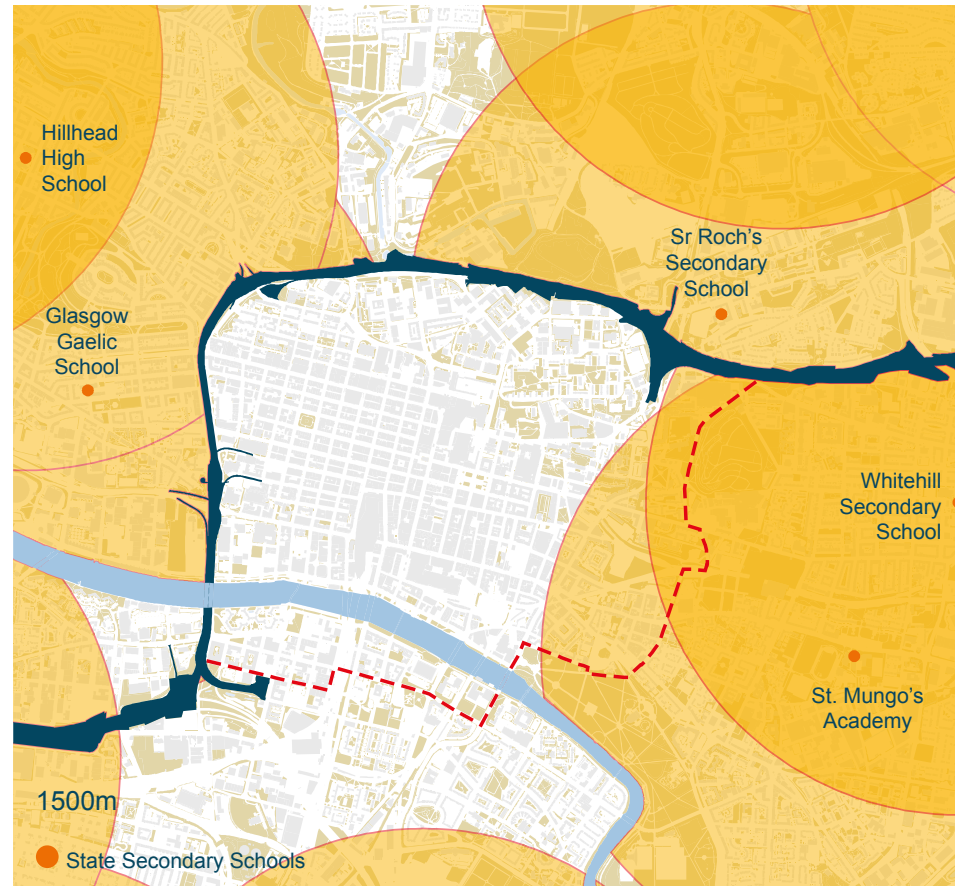
In the resulting maps, areas covered with a deeper yellow colour are associated with a higher community potential, as they afford access to a wider variety of services.

Overall, Glasgow's city centre

presents areas with good community potential, which decreases dramatically in the south west area and in proximity to the M8 corridor.

The 400m map clearly shows that the city centre is not well covered in terms of state nurseries and primary schools accessibility.

The 1500 metres map also indicates



600m

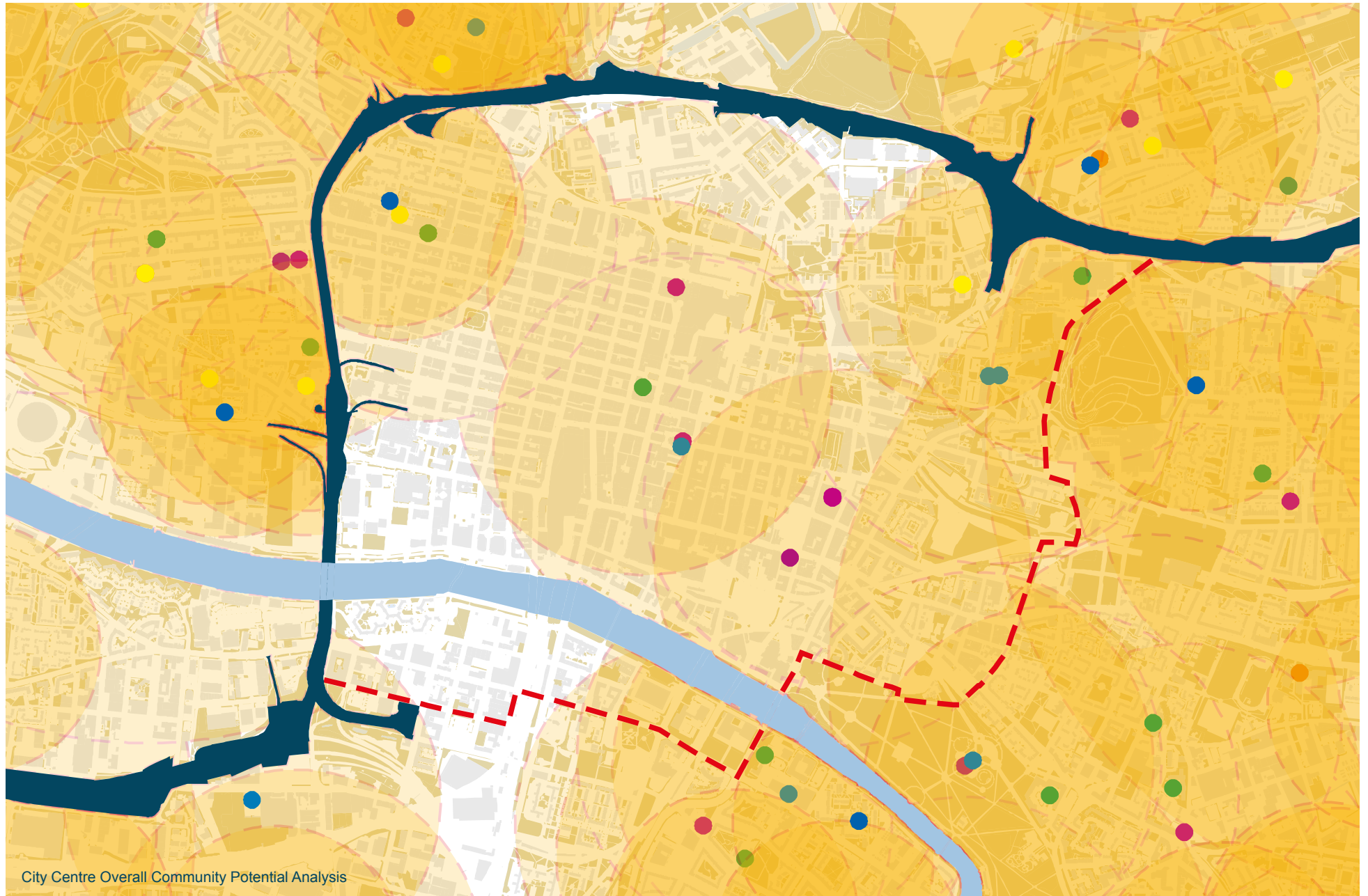
- Health Facilities
- Art, Library, Music, Museums
- Community Facilities

that accessibility to secondary schooling should be improved in the city centre.

The 600 meters map confirms that city centre is well covered when it comes to leisure, sports and cultural offer.

**The CCLS recognised the existing gaps in service accessibility and will develop a social infrastructure plan including review of school provision in the city centre.**





City Centre Overall Community Potential Analysis

# 6 Strategic Context

Glasgow's city centre regeneration objectives have been developed to support a mixed use city centre that can deliver investment opportunity and amenity provision to enable a 100% increase in its residential population within the next 15 years.

This section will analyse the policy context to highlight the strategically important statements in existing policies and the relevant CCLS response.



## Glasgow's Strategic Plan 2017 - 22

The Strategic Plan will deliver a step change in how the Council will promote human rights and reduce inequalities across Glasgow, improve the life chances and choices for all our citizens, embed social justice in policy making, empower citizens, giving them a stake, and a say, in what happens in their local communities and communities of interest.

*The CCLS will bring planning and housing requirements together at local level, exploring market opportunities for the provision of affordable housing across different demographic profiles.*



## Glasgow City Development Plan

The Glasgow City Development Plan (CDP) outlines two key aims: *A Healthy, High Quality Place* and *A Compact City Form That Supports Sustainable Development*.

The City Development Plan states that new development should be distinctive; safe and pleasant; easy to move around and beyond; welcoming; adaptable; and resource efficient. It should also be design-led, to contribute towards making the City a better and healthier environment to live in and aspire towards the highest standards of design while protecting the City's heritage.

*The CCLS aims to deliver the aspiration of the CDP in the city centre, to create a mixed use, sustainable, vibrant, compact, connected area with higher residential densities.*



## Glasgow's Economic Strategy 2016-2023

Glasgow's Economic Strategy 2016-2023 identifies areas of connectivity between housing and economic growth. Strategic housing activity needs to address more than just housing needs. It needs to be positioned within economic, transport and other strategies to deliver wider benefits to the delivery of the bigger vision for the Glasgow area. This is apparent in both the Scottish Government's and the Council's economic strategies where they both place importance on growth, infrastructure and investment.

*Housing is one of the 10 key themes within the strategy, recognising the importance of the supply of housing to support a prosperous and growing economy. The CCLS will aim to stimulate the housing market and attract investment within the centre through targeted actions and policy development.*



## More Homes Scotland

Nationally, Scottish Government has committed to increasing the supply of affordable housing by delivering 50,000 affordable homes by 31 March 2021 with 35,000 of these being social rented. Glasgow is determined to play a key role in delivering more homes, tailored to the housing needs and demands identified in the city, and contributing to national More Homes Scotland targets.

*The CCLS will create a framework for collaboration with Registered Social Landlords and Local Housing Associations to support affordability objectives the delivery of a sustainable and vibrant city centre, with a mix of uses enabling animation throughout the day and a diverse and inclusive demography.*

## The 'agent of change' principle in the new revised NPPF

The new revised National Planning Policy Framework (NPPF2) was delivered and came into force on 24 July 2018.

The 'agent of change principle' encapsulates the position that a person or business (ie the agent) introducing a new land use is responsible for managing the impact of that change.

The practical issue that has arisen on occasion is that in circumstances where residents move into an area where noise is emanating from eg. a long-standing music venue, this may have resulted in the Local Planning Authority (LPA) imposing additional licensing restrictions on the established licensed venue.

Campaigners on behalf of licensed premises have long advocated support for implementation of an 'agent of change' principle to place the responsibility for noise management measures on the incoming 'agent of change'.

The CCLS will consider the implications of the Agent of Change principles through associated actions on policy development.

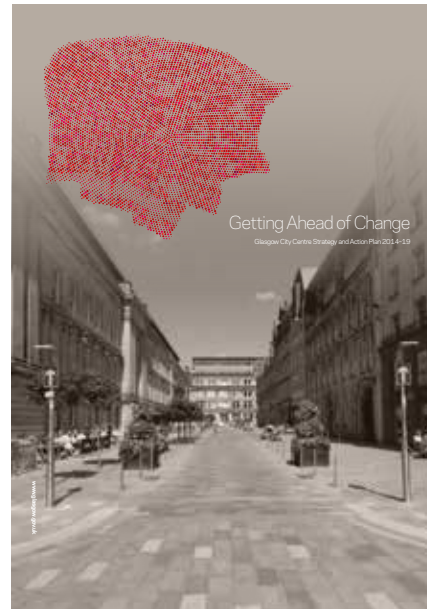
## Glasgow's Financial Inclusion Strategy 2015-2018

The city has established a Poverty Leadership Panel to bring together organisations, as well as individuals who have been directly affected by poverty. The panel's vision is that poverty is made a thing of the past and Glasgow is a place where everyone agrees that poverty is an outrage, and where every person feels that they can be a part of Glasgow.

## Glasgow Health & Social Care Partnership Homelessness Strategy 2015 - 2020

The Council has the statutory duty for the prevention and alleviation of homelessness in Glasgow. The strategy will deliver person centred, effective services that prevent homelessness, promote health and well-being, and promote clear pathways to independent living.

*The CCLS will address both strategies through its inclusion actions.*



## City Centre Strategy & Action Plan 2014 –19

This vision of the CCS stresses that in fifty years' time the city centre will still be the heart of the city-region, and its objectives support the development of schools and affordable housing that bring more families into the city centre. The action plan linked to the CCS includes the development of a City Centre Living Strategy.

*The CCLS will meet the objectives set by the CCS by supporting the delivery of a thriving city centre, and increasing the residential element that is lacking at the moment. In particular the strategy will support residential developments and supporting infrastructure aimed at a diverse demography to ensure a sustainable and inclusive growth of the City Centre.*



## Glasgow's Housing Strategy 2017 - 22

Glasgow's Housing Strategy sets out the issues for housing across all tenures in Glasgow and how the Council and its partners will address these over the next five years (2017 to 2022).

The strategy sits within the Scottish Government's national housing framework document Homes Fit for the 21st Century with the objectives of promoting effective supply, choice and quality. GCC's housing supply target for 2017-2022 is for 15,000 housing units; the new supply will support the Council's strategy towards addressing homelessness issues across the city.

*The CCLS will create the environment necessary for the delivery of the targets set by Glasgow's Housing Strategy by supporting the delivery of denser urban housing developments in conjunction with actions aimed at improving liveability in the city centre.*

## Ten Characteristics of Places Where People Want to Live, RIBA 2018

The document contains five main recommendations on how to deliver places where people want to live:

- Providing **more clarity** on how spatial plans relate to each other in the planning system. For example, how Strategic Economic Plans and Neighbourhood Plans relate to Local Plans.
- Requiring public bodies across appropriate market areas to agree a statement of **common ground** in relation to infrastructure before public funding is made available.
- Striking **new devolution deals** until there is a solution in place for every area of the country, and creating a pathway to deepening devolution deals to ensure powers can be as extensive as those held by the Greater London Authority.
- Creating an overarching **National Spatial Strategy** which includes

consideration of how infrastructure and economic development can align with housing growth and the development of Garden Cities.

- Giving greater priority to **localised investment in new transport and social infrastructure**, including **schools and play space** (rather than allowing development to put a strain on existing facilities), increasing the likelihood of higher-density housing being accepted by the local community.

The strategy also outlines **ten characteristics that are found in places where people want to live**, and should be taken into consideration when designing new developments, as illustrated below.

The CCLS responds to the recommendations of the RIBA document by:

- Acknowledging the strong relationship between People, Place and Economic, which are the overarching themes of the CLLS action plan.
- Promoting collaborative working across public and private agencies and stakeholders
- Promoting the development of masterplanning strategies for specific parts of the city centre, to ensure an holistic and contextualised approach to each place
- Promoting and supporting better placemaking, public transport and active travel, recognising that communities require access to the right mix of service to be able to thrive, supporting higher density residential developments.

The CCLS aims to deliver a place where people want to live, with the right housing stock, where people can start a family and grow old, immersed in nature and sustainable; places able to foster a sense of belonging, where people where people feel at home, and proud of their neighbourhoods.



A place with a choice of homes



A place with unique and lasting appeal



A sustainable place for future generations



A place to start and a place to stay



A place which fosters a sense of belonging



A real place to enjoy and be proud of



A place to live in nature



A place where people feel at home



A place where people thrive



The right place for the right housing



## Place Standard, How good is your place?

Scottish Government's Place Standard tool highlights the importance of achieving a balance between the physical elements of a place (for example its buildings, spaces, and transport links) and its social aspects (for example whether people feel they have a say in decision making).

The tool provides 14 areas of consideration which cover both the physical and social elements of a place to help assess the liveability and quality of places.

The CCLS builds on all the aspects indicated by the place standard tool as fundamental to deliver a liveable, sustainable and resilient city centre, whilst focusing on how the city centre may become a better place to protect and enhance people's lives, leaving no one behind.

A place with high quality housing through better placemaking, with a greater diversity of tenures and types of homes alongside improved planning, delivery and stewardship.

# 7 Consultation

Market and public engagement for the CCLS was conducted in two separate phases; the first, as part of the research-informed strategy developed by Savills to support the growth of the population in Glasgow city centre, and the second to consult on the findings of the strategy. The outcomes of the engagement activity are summarised in this section, structured under the workstreams of the original Savills commission:



## Workstream 1: Quantifying the existing city centre residential market

The findings in **Workstream 1** indicate the city centre requires more access to breathing spaces and green spaces as well as improved community safety and policing to address a few city centre management issues. Local stakeholders indicated that transport planning was an issue particularly important to them, together with the reduction of air pollution.

Overall, the public perception of the city centre housing market is that it lacks of variety and prices are too high; the creation of a couple of distinct, yet fully functional, residential neighbourhoods would allow people to gravitate towards the areas which appeals to them, this idea was supported by both public and professional stakeholders



## Workstream 2: Opportunities and Constraints

**Workstream 2** analyses the challenges and opportunities of the housing market in each city centre quarter, highlighting the importance of developing ad hoc contextualised solutions.



## Workstream 3: Good Practice

The residential market performance is analysed in **Workstream 3**; at the moment, the majority of household growth in Scotland is Private Rented Sector (PRS) due to various constraints to home ownership, but rents are increasing ahead of property prices. Glasgow's population is not growing at the same rate of comparable English cities; Manchester, for example, is attracting development in its core city through forward looking policies and incentives, such as grant funding, land assembly, entering JVs.



## Workstream 4: Policy issues and trends

**Workstream 4** confirms a growing demand for city centre living, in a mixed use environment. It is suggested that development of a tool kit to resolve individual development constraints would be fundamental to achieve success. This toolkit should include masterplans, use of CPOs and equaliser agreements and development briefs to help de-risk development and deliver a cohesive vision.



## Workstream 5: Student housing

Finally, **Workstream 5** concentrated on **student housing**, as Glasgow currently hosts about 120,000 students with an increasing international demand. Student accommodation is a key factor in the student's decision-making process and it presents significant economic opportunity and impact, with positive and negative social impacts which require further investigation.



# Key Recommendations



*George Square, Glasgow.*

## Do the basics well

Making the city centre a pleasant safe space should be a priority



*St. Augustines, White Arkitekter, London*

## Give clear and consistent guidance

Tell us what you want and help us do it!



*Garnethill, Glasgow*

## A living city

Community and management make the place



*Whitelaw Street, McGinlay Bell Architects, Glasgow*

## Supportive policy

Set clear policy parameters



## Land ownership and Assembly

Be proactive when it comes to assembly



## Communication is key

Help people help themselves



“The CCLS will enable a sustainable, inclusive and diverse city centre population, supported by a physical and policy environment that supports its liveability objectives.

## 8 Vision for 2035

The development of the **City Centre Living Strategy (CCLS)** is underpinned by a robust evidence based approach involving industry experts, key stakeholders and most importantly, people who currently live in the city centre.

The CCLS acknowledges that Glasgow city centre competes with other city centres nationally and internationally, and that it has to continue to evolve to meet the constantly changing way in which people use city centres, and to meet the needs of all social and demographic groups.

It is recognised that the number of people living in city centres is set to grow and that those cities

which can create a compelling narrative around the experience and benefit of city centre living will be best placed to succeed.

This relates not only to the experiential benefits, but also those around sustainability and the economy. Given that the change in the profile of economic activity, the emphasis on the experience of living in the city centre will only increase.

Ever greater focus will be required on the necessity of providing the most effective mix of uses, together with active street fronts to enhance vibrancy and enable the birth of new communities throughout the city centre.

The strategy recognises that offering clean and well-functioning public spaces together with street cleanliness and maintenance is vital to refresh Glaswegian’s and visitor’s perceptions of the city centre.

## CCLS OBJECTIVES

- **POPULATION**  
To increase the city centre population from its baseline of 20,245 in 2018 to 40,000 by 2035.
- **VACANT COMMERCIAL SPACE**  
To find productive outcomes for vacant commercial space, with particular focus on upper floors
- **ENVIRONMENT**  
To provide a quality city centre environment that is cleaner, greener, safer, more sustainable, and better connected
- **INVESTMENT**  
To offer a responsive, innovative approach to investment opportunities that support this strategy
- **QUALITY IN DESIGN**  
To deliver quality in design
- **RESILIENT NEIGHBOURHOODS**  
To enable resilient, empowered and socially cohesive neighbourhoods

## CCLS THEMES



Image: Candleriggs, Glasgow

# 9 Action plan

The CCLS aims to double the city centre residential population by 2035 by supporting and enabling city centre living.

The action plan translates the context analysis in 19 actions to be delivered between 2020 and 2035.

Each action is associated with a **theme**:

- People
- Place
- Economy

and will contribute to one of six key **six objectives**:

- Population
- Vacant Commercial Space
- Environment
- Quality in Design
- Investment
- Resilient Neighbourhoods.



*Buchanan Wharf, Glasgow*



## POPULATION

To increase the city centre population from its baseline of 20,233 in 2018 to around 40,000 by 2035.



## VACANT COMMERCIAL SPACE

To find productive outcomes for vacant space, with particular focus on upper floors

## ENVIRONMENT

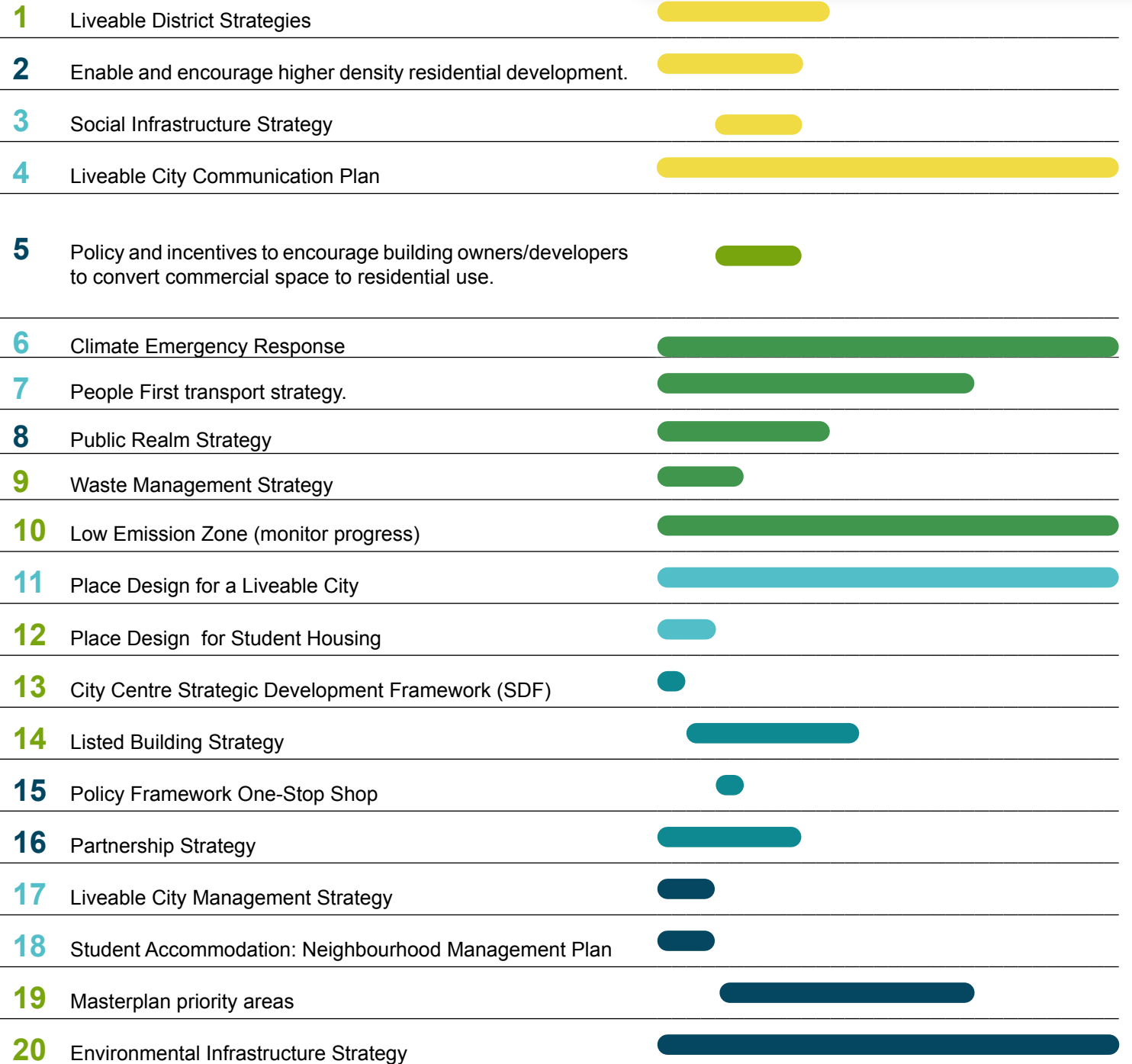
To provide a quality city centre environment, responsive to climate change emergency, greener, safer, more sustainable and better connected

## INVESTMENT

To offer a responsive, innovative approach to investment opportunities that support this strategy.

## RESILIENT NEIGHBOURHOODS

To enable resilient, empowered and socially cohesive neighbourhoods.



The following section will briefly detail the individual **CCLS actions**. The section follows the same structure of the action plan and is colour coded accordingly.

- Population
- Vacant Commercial Space
- City Centre
- Quality in Design
- Investment
- Resilient Neighbourhoods.

*The Gorbals, Glasgow*

*Objective*

To increase the city centre population from its baseline of 20,233 in 2018 to around 40,000 by 2035

*Action*

**Liveable District Strategies**

**Population**



**Made in Sauchiehall and Garnethill**

Final Regeneration Framework for Sauchiehall and Garnethill District

April 2016



Sauchiehall Street Avenue, Glasgow

The Glasgow City Centre Strategy and Action Plan 2014–19 identified nine character areas within Glasgow’s city centre, defined as districts. Evidence based district regeneration frameworks (DRFs) are being developed for each district.

The CCLS will develop plans to improve the liveability for each district by identifying area specific challenges and opportunities, and responding with targeted actions.

This action within the CCLS will support the delivery of the DRF’s recommendations focused on increasing high quality residential density within a vibrant mixed use city centre.



*Objective*

To increase the city centre population from its baseline of 20,233 in 2018 to around 40,000 by 2035

*Action*

**Enable and encourage higher density residential development.**

**Population**

The current residential density of Glasgow’s city centre is below that of its competitor cities (see page 13).

Yet a range of benefits can be achieved through development of compact, accessible urban forms; clean and efficient urban transportation options; efficient building energy use and local clean energy solutions; climate change adaptation interventions; and efficient urban waste management, etc.

This action focuses on promoting higher density residential developments, on improving the quality of development across the city centre and promoting excellence in the delivery of good architecture in successful places.

Design guidance will be developed in consultation with key stakeholders, and based on current market research, which will encompass emerging issues such as the wider impact of Air BnBs, housing choice and demand.

The guidance will have a place-based approach; it will be flexible, capable to adapt to changing economic circumstances and market demands.

Objective

To increase the city centre population from its baseline of 20,233 in 2018 to around 40,000 by 2035

Action

### Social Infrastructure Strategy

## Population



Social infrastructure is crucial to the building of healthy communities and sustainable places. It responds to the basic needs of communities to enhance the quality of life, equity, stability and social well-being and constitutes the building block to the enhancement of human and social capital, particularly at neighbourhood level.

This CCLS action envisages the development of an integrated Social Infrastructure Strategy that creates a road map to deliver the features and infrastructures (including schools provision) necessary to support thriving city centre communities.



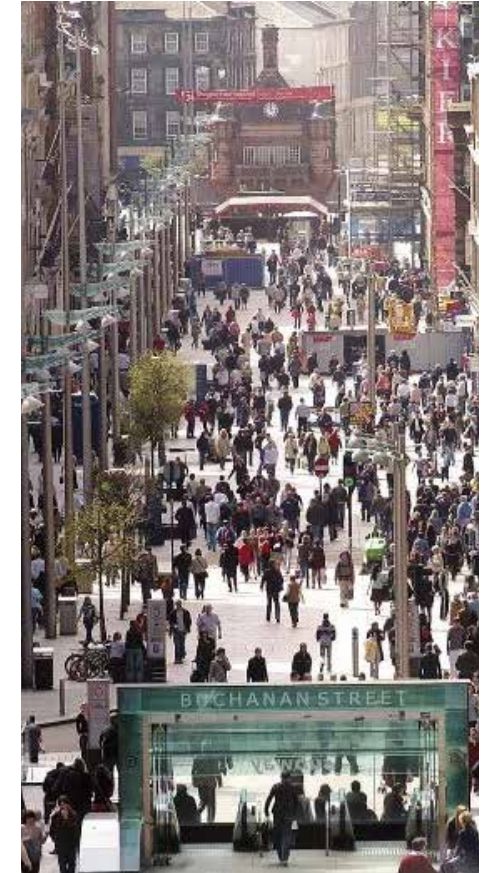
Objective

To increase the city centre population from its baseline of 20,233 in 2018 to around 40,000 by 2035

Action

### Liveable City Communication Plan

## Population



The CCLS has made communication a strategic priority, with the intent of increasing awareness on its objective of doubling the city centre population.

The communication strategy will identify opportunities to share the CCLS's message, engage with community and key stakeholders in a transparent process that will inform a continuous responsive review activity during the strategy's progress.



*Objective*

To find productive outcomes for vacant space, with particular focus on upper floors

*Action*

**Policy and incentives to encourage building owners/developers to convert commercial space to residential use.**

**Vacant Commercial Space**



*Empty retail space above a Sauchiehall Street pub is being lined up for serviced apartments.*



*Proposed office to residential conversion for 71 flats in a 51,000sq/ft office block, previous headquarters of NHS Glasgow.*

The CCLS will actively support commercial property and upper floor conversions, where vacant units are transformed into residential units. Glasgow is leading as a circular city; refurbishing and adaptively reusing underutilized or abandoned buildings can revitalize neighbourhoods whilst achieving environmental benefits<sup>24</sup>, to help meeting the carbon neutral target of 2030.

The city centre offers a good supply of underused, often empty, office buildings, which could support the demand for affordable housing. Empty ground floor commercial properties could also find a new life by hosting the community services that are currently missing in the city centre (see action 3).

The review of incentives as well as of national and international best practices, will be developed in close collaboration with key stakeholders to fully understand constraints and opportunities of the sector.

*Objective*

To provide a quality city centre environment, responsive to climate change emergency, greener, safer, more sustainable and better connected

*Action*

**Climate emergency response**

**Environment**

Tackling climate change is a priority for Glasgow City Council which has set ambitious short and long-term emissions reduction targets to achieve carbon neutrality by the year 2030.

The **Sustainable Glasgow Partnership Board** will oversee the creation of the **Carbon Neutral Plan 2030**, which will also deliver the 61 recommendations developed by the Glasgow's Climate Emergency Working Group in 2019, to offer a comprehensive approach towards the challenges of climate change.

The vision for a low carbon city includes recommendations supporting the installation of district heating, the

establishment of new and ambitious targets to address low efficiency/high carbon heating systems of the city's older properties, tree planting where possible, further implementation of a sustainable transport strategy and the creation of a Circular Economy Route Map, stressing the importance of re-using and re-purposing existing properties.

The **CCLS** will support the city's climate change agenda through the targeted action plan with its focus on improving design principles, transport options, and environmental infrastructure.



*The new Sauchiehall Street Avenue*

*Objective*

To provide a quality city centre environment, responsive to climate change emergency, greener, safer, more sustainable and better connected

*Action*

**People First transport strategy**

**Environment**



Glasgow city centre is relatively car dominated; a high amount of its space is currently devoted to roads and parking. This should be rebalanced to allow for a more favourable pedestrian experience.

The emerging new local transport strategy, the proposed Low Emission Zone, and the Avenues Programme will be key to supporting the City's liveability ambitions.

The Avenues programme will be a key driver for many of the changes relating to public realm and the delivery of the transport hierarchy in line with a people first transport strategy.

£115m has already been allocated to public realm improvements across the city centre. This will deliver significant space reallocation away from private vehicles, in favour of pedestrians, active travel and improved public transport connections.



*Objective*

To provide a quality city centre environment, responsive to climate change emergency, greener, safer, more sustainable and better connected

*Action*

**Public Realm strategy**

**Environment**

*Objective*

To provide a quality city centre environment, responsive to climate change emergency, greener, safer, more sustainable and better connected

*Action*

**Waste Management Strategy**

**Environment**

Effective solid waste management is a major challenge in urban areas.

In Glasgow's city centre, the recently implemented commercial waste project removed approximately 2,000 bins that had been permanently located on city centre streets.

The CCLS will build on this to identify and develop new options for residential waste provision.

Air quality and accessibility form a key part of the environmental infrastructure which will underpin the attractiveness of the city centre to potential residents, particularly those with children.

This action will focus on reviewing how and where air quality is monitored across the city centre and will observe the introduction of the proposed LEZ together with its impact on air quality and residential amenity.



*Objective*

To provide a quality city centre environment, responsive to climate change emergency, greener, safer, more sustainable and better connected

*Action*

**Low Emission Zone - monitor progress**

**Environment**

*Objective*

To deliver quality in design

*Action*

## Place Design for a Liveable City

### Quality in Design



City Centre residential development, Cowcaddens Road, Glasgow

The CCLS will provide an input to the **Glasgow Place Commission**, expected in winter 2020/21, which will seek to deliver recommendations to enhance quality of place and quality of life in the City's neighbourhoods, including the city centre.

**Architecture** and **places** play a fundamental role in the creation of liveable, sustainable communities, being linked by evidence to the enhancement of health and well-being outcomes. The **CDP** and **SG1 Placemaking** embed design excellence in policy, planning, and places, to improve the city centre's prosperity: socially, culturally, environmentally and economically.

Good design is intended to help deliver: **aesthetic value** by enhancing a setting; **functional value** – by meeting and adapting to the long-term needs of all users; **economic value** – by providing good value for money; **social value** – by contributing to a positive sense of identity and community; and **environmental value** – through an efficient and responsible use of materials and resources .

A strong commitment to embrace high quality design in public, private and third sectors will be encouraged to deliver attractive places where people want to live.



West Village student housing, Glasgow

*Objective*

To deliver quality in Design

*Action*

## Place Design for Student Housing

### Quality in Design

The Place Design for Student Housing will seek to promote place based solutions to ensure better quality developments and better integration between new student accommodation

and existing communities.

The focus of the action will be on ensuring that local and strategic need for purpose-built student accommodation is addressed at city and most importantly at neighbourhood level, where the development must contribute to a mixed, inclusive and sustainable neighbourhood.

This action will also explore the opportunities offered by new students residences, such as the release on the market of Housing in Multiple Occupation (HMOs), which could enrich housing choice in the city centre; the integration of mainstream residential units in student housing developments; and the creation of new active street frontages.

## Investment

### Objective

To offer a responsive, innovative approach to investment opportunities that support this strategy

### Action

## City Centre Strategic Development Framework (SDF)



Detailed planning permission has been granted for a 498-apartment build-to-rent development on the banks of the River Clyde.

The Strategic Development Framework (SDF) articulates the planning and spatial priorities set out in the City Development Plan for the city centre over the next 30 years.

The SDF reflects the ambitions of the City Centre Strategy and provides the spatial policy guidance to support it.

The SDF proposes six strategic place ambitions to:

- Reinforce the centre's economic competitiveness;
- Re-populate the centre and create a series of liveable and sustainable neighbourhoods that promote health, wellbeing and social cohesion;
- Reconnect the centre with the river and surrounding communities;
- Reduce traffic dominance and car dependency and create a pedestrian and cycle friendly centre that is healthier and cleaner;
- Green the centre and make it climate resilient with a network of high quality public spaces and green/blue infrastructure that caters for a variety of human and climatic needs;
- Repair, restore and enhance the urban fabric to reconnect civic streets and reinforce the city's distinctive heritage and character.

The CCLS will deliver the SDF's aspirations for a liveable City Centre through its action plan.

## Investment

### Objective

To offer a responsive, innovative approach to investment opportunities that support this strategy

### Action

## Listed building strategy to promote and enable conversions



Former Sheriff Court, Glasgow

The abundance of listed buildings and the extent of the central conservation area makes the issue of the historic environment an important one in considering residential development in the city centre. In particular, where the conversion of listed buildings or new buildings within the conservation area is concerned, a pragmatic, a place based and case by case approach to provide balanced outcomes will be supported.

Research in Circular Economy and Climate Mitigation demonstrates that upgrading and reusing existing buildings, rather than demolishing and building new, can dramatically improve a building's energy efficiency and implement substantial energy and carbon savings because the CO<sub>2</sub> emissions already embodied within existing buildings would not be lost through demolition<sup>25</sup>.

This action, will be developed in collaboration with key stakeholders such as GCC planning and Historic Environment Scotland, will promote the creation of support mechanisms to enable and support residential conversions of historic/listed buildings.



## Investment

### Objective

To offer a responsive, innovative approach to investment opportunities that support this strategy

### Action

## Policy Framework One-Stop Shop

Consultees have indicated that currently the policy landscape could be streamlined to allow a better user experience, to make development process less onerous. There was general agreement that improved clarity would make development more attractive.

This action aims to develop a 'customer' focused ICT interface, able to retrieve relevant policies and guidelines based on the type and location of development being proposed.



The new mid-market rent homes will be built by Glasgow Housing Association (GHA) and let and managed by GHA's partners in Wheatley Group, Lowther Homes, with the private homes, retail unit and commercial development being delivered through a development agreement between Keepmoat Homes and Glasgow City Council.

### Objective

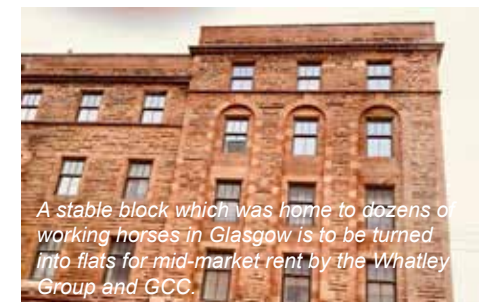
To offer a responsive, innovative approach to investment opportunities that support this strategy

### Action

## Partnership Strategy

Given the relative high risk of residential development, it is important that the Council adopts an enabling position in the development of financial and development partnerships.

Legal options such as CPO will be explored to facilitate land assembly to unlock particular complex sites.



A stable block which was home to dozens of working horses in Glasgow is to be turned into flats for mid-market rent by the Whatley Group and GCC.

*Objective*

To enable resilient, empowered and socially cohesive neighbourhoods

*Action*

**Liveable City Management Strategy**

**Resilient neighbourhoods**

**BUSKERS & STREET PERFORMERS**  
GLASGOW'S CODE OF GOOD PRACTICE

**Give pitches a break after reasonable time**  
*(i.e. after an hour consider pitch sharing)*

**Keep volume at a reasonable level**  
*Music should not be heard over 30 metres away*

**Be mindful of other buskers**  
*Avoid playing within 50 metres of each other*

**Keep any crowds controlled**  
*Avoid obstructing public access and shop entrances*

**Avoid performing close to phone boxes, cash machines and churches**

**Have a varied and good quality repertoire**  
*Avoid playing same series of songs*

**Respect and engage with neighbouring businesses, residents and fellow buskers**

Street performers may also face police action including confiscation of equipment and/or prosecution if:

- Sell CDs or other merchandise without a street traders licence
- Perform after 11pm with a loud speaker / amplifier
- Ignore requests by Police Scotland to reduce volume and/or move on
- Willfully obstruct the passage of pedestrians

**S.54 Civic Government (Scotland) Act 1982**

**Any person who:**

- Sounds or plays any musical instrument
- Sings or performs; or
- Operates any radio or television receiver, record player, tape recorder or other sound producing device;



Strategies to address general city centre management issues will be developed in collaboration with local stakeholders.

It is recognised that getting the basics right will be essential to creating a liveable city that can attract and retain mixed demographics and tenures.



**Resilient neighbourhoods**

*Objective*

To enable resilient, empowered and socially cohesive neighbourhoods

*Action*

**Student Accommodation: Neighbourhood Management Plan**

High density student housing hosting diverse and multicultural groups of young people can impact on established communities. Despite the often negative perceptions of students, there are many positive factors allied to this group, including their substantial contribution to the local economy.

It is recognised that Glasgow outperforms most of its comparator cities for student retention after graduation, so it is critical that the experience of living in Glasgow is positive for students and communities.

This action will aim to support the integration of student housing into existing communities in order to maximise positive outcomes.

*Objective*

To enable resilient, empowered and socially cohesive neighbourhoods.

*Action*

**Masterplan priority areas**

**Resilient neighbourhoods**



St Enoch District, Glasgow



Blythswood District, Glasgow

The District Regeneration Frameworks developed to date have identified priority areas in Broomielaw (including parts of Tradeston), St Enoch, Blythswood, Townhead and Cowcaddens which will require a strategic approach to achieve full potential.

This may require the development of masterplans or detailed design codes for specific sites, to guide the delivery of the strategic, district visions are being developed through the DRFs.



Charing Cross junction, Glasgow

*Objective*

To enable resilient, empowered and socially cohesive neighbourhoods.

*Action*

**Environmental Infrastructure Strategy**

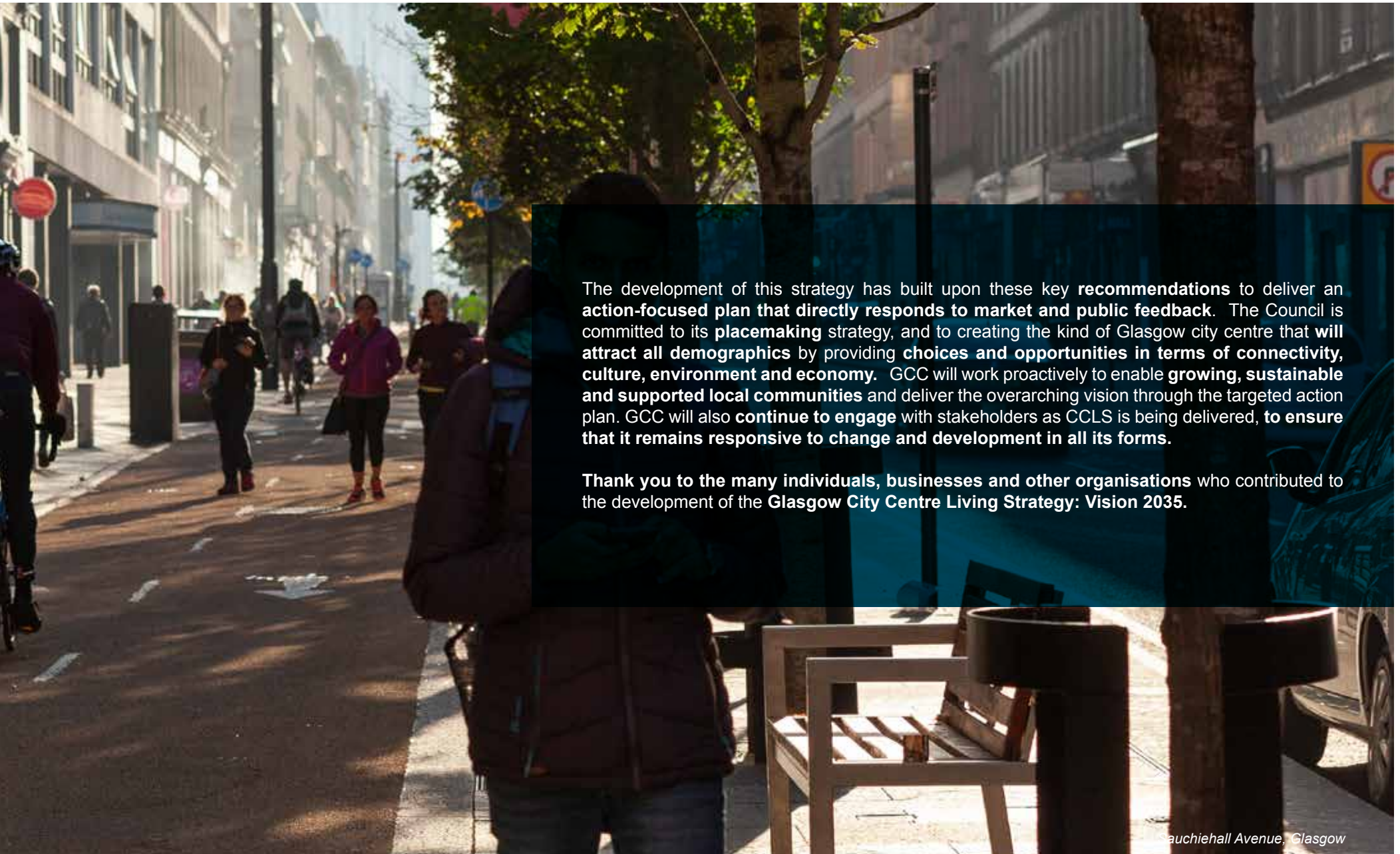
**Resilient neighbourhoods**

Environmental noise is a pollutant considered as a threat to public health due to its harmful effects on human health. Air pollution is the most important environmental health risk in Europe. Both pollutants are associated with road traffic.

The CCLS recognises that noise and air quality can have a negative impact on people's comfort in the built environment, and will support common strategies that deliver effective responses to these pollutants and climate resilience pressures.







The development of this strategy has built upon these key **recommendations** to deliver an **action-focused plan that directly responds to market and public feedback**. The Council is committed to its **placemaking** strategy, and to creating the kind of Glasgow city centre that **will attract all demographics** by providing **choices and opportunities in terms of connectivity, culture, environment and economy**. GCC will work proactively to enable **growing, sustainable and supported local communities** and deliver the overarching vision through the targeted action plan. GCC will also **continue to engage** with stakeholders as CCLS is being delivered, **to ensure that it remains responsive to change and development in all its forms**.

**Thank you to the many individuals, businesses and other organisations** who contributed to the development of the **Glasgow City Centre Living Strategy: Vision 2035**.

*Gauchiehall Avenue, Glasgow*



*High Street, Glasgow*

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# CITY CENTRE LIVING STRATEGY **VISION 2035**



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