

# Economic Regeneration in Scotland

## Past Lessons; Current Practice; Future Challenges



# Clyde Gateway Urban Regeneration Company Case Study

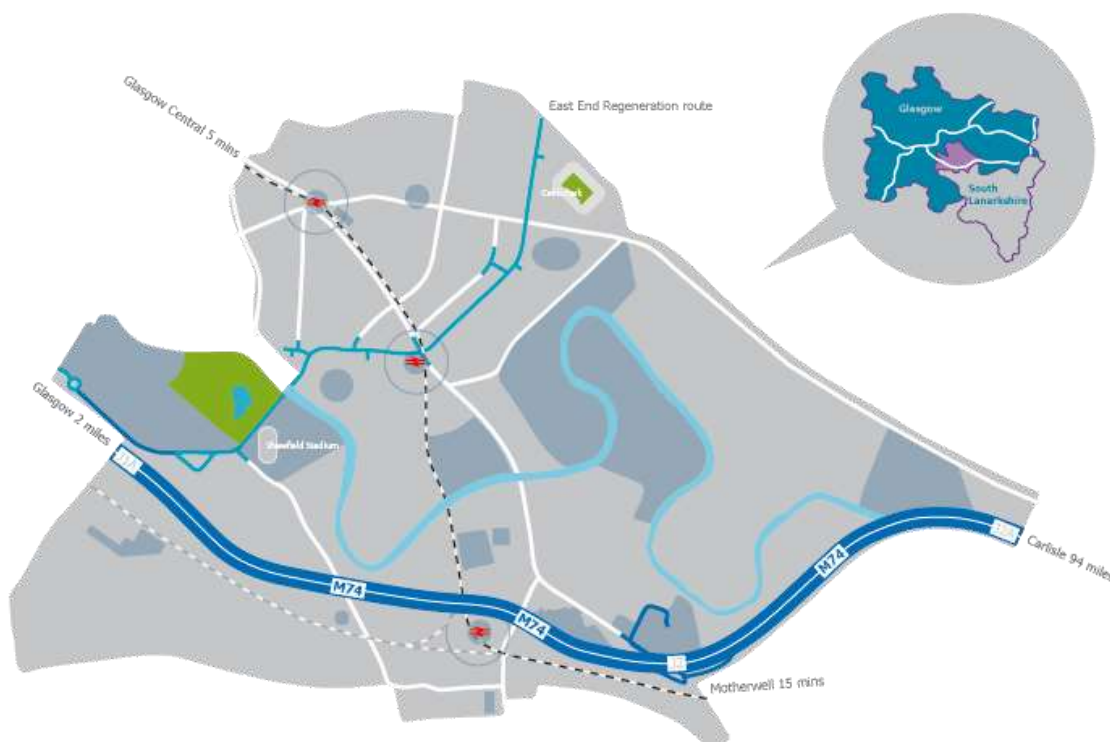
## Case Study

July 2018

### Background

Starting in 2007, the Clyde Gateway investment programme led by Clyde Gateway Urban Regeneration Company (URC) aims to deliver unparalleled social, economic and physical change to the 2,000-acre area which extends from the east end of Glasgow into South Lanarkshire. The programme of investment includes attracting 20,000 jobs to the area from a wide range of industries and regenerating the communities of Bridgeton, Burnhill, Camlachie, Dalmarnock, Parkhead, Rutherglen and Shawfield that make up the Clyde Gateway.

Figure 1: Map of Clyde Gateway



## Socio-economic context

The Clyde Gateway, as a location, has significant potential given that it is approximately two miles from Glasgow city centre, is centrally located within the greater Glasgow conurbation, has strong road and rail infrastructure links, and has benefited from the profile and investment stemming from the 2014 Commonwealth Games. The challenge lies in converting the area's potential into the vision of "a dynamic and sought after city location with a strong community, which will attract major investment and establish itself as one of the foremost places in the West of Scotland to live and work, supporting Glasgow's ambition to be a world class city region."<sup>1</sup>

To achieve this vision requires confronting and addressing a number of the Clyde Gateway's issues. These include<sup>2</sup>:

- In 2007, 40% of the Clyde Gateway's area was vacant, derelict or polluted, with the some of the land highly contaminated.
- The Clyde Gateway's population of around 20,000 people was characterised by:
  - **Low qualification attainment** with 46% of the Clyde Gateway's adults having no formal qualifications in 2011, compared to 27% across Scotland. Among school pupils, 56% of S4 pupils living in the Clyde Gateway achieved 5 awards at SCQF Level 4 or above in 2007/08, compared to 76% Scotland average.
  - **Poor health** with 31% of Clyde Gateway residents reporting a long-term health problem or disability in 2011, compared to 20% across Scotland.
  - **High levels of unemployment and worklessness**, which is best illustrated by 38% of the Clyde Gateway's working age population claiming out-of-work benefits in November 2007, which was three times the Scotland average of 13%.
- Bringing different data sources together, the 2004 Scottish Index of Multiple Deprivation found that of the Clyde Gateway's 27 datazones:
  - **21 datazones or 78% were in Scotland's 5% most deprived** – including having five of the 20 most deprived datazones in the country.
  - A further three datazones or 11% were in Scotland's 5%-10% most deprived.

## Previous interventions

The challenges facing the Clyde Gateway area have been recognised for many decades and the area has previously received substantial amounts of public investment to regenerate the area. The most high profile of these was the *Glasgow Eastern Area Renewal (GEAR) project* in the 1970s and 1980s. It invested heavily in physical developments – i.e. property and public realm works – but its legacy has been widely criticised. The investment decisions were perceived to have been made top-down at senior civic level with limited consultation with local communities. As a consequence, the investments did not meet local needs and aspirations, were not bought into by local communities and failed to create the jobs that local residents were seeking following the loss of the area's traditional manufacturing base. It should be noted, however, that the GEAR project was implemented during the worst economic recession the UK had experienced since the late

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<sup>1</sup> Clyde Gateway Business Plan

<sup>2</sup> Where available, data has been presented for when the Clyde Gateway started (i.e. in 2007).

1920s/early 1930s – and, as discussed later, the Clyde Gateway has similarly been affected by economic recession.

The GEAR project formally ended in 1987 but its legacy and the resentment of local residents to GEAR is still felt. Indeed, managing and overcoming the scepticism of local communities to regeneration investments has been and continues to be highly influential in what Clyde Gateway URC and partners do in the area. This is borne out in two main ways:

- First, Clyde Gateway URC and partners are committed to a *more holistic and comprehensive form of regeneration* that moves beyond the physical and commits also to the economic and social regeneration of the area.
- Second, the needs and aspirations of the Clyde Gateway's resident and business communities are at the centre of the investments and decisions made by partners. This is achieved through Clyde Gateway URC and partners encouraging an open and ongoing dialogue with the area's different communities via various formal and informal settings.

## Origins of the current approach

The Clyde Gateway approach took around three years to develop and originated in a supportive national and local political climate. At the national level, the Scottish Executive<sup>3</sup> was looking to establish and fund Urban Regeneration Companies in parts of Scotland (with six URC pathfinders subsequently launched), while Scottish Enterprise had embraced the concept of 'linking opportunity and need' (LOAN) which sought to maximise the socio-economic opportunities from major capital investments.

At the local level, there was strong political support with a Clyde Gateway partnership already in place between the Scottish Executive, Scottish Enterprise, Glasgow City Council (GCC), South Lanarkshire Council (SLC), Department for Work and Pensions (DWP), John Wheatley College<sup>4</sup>, South Lanarkshire College, Glasgow East Regeneration Agency<sup>5</sup>, Routes to Work South (RTWS) and Communities Scotland. In June 2006, a Partnership Agreement was signed to take forward the delivery of the Clyde Gateway Regeneration Initiative so demonstrating partners' commitment to securing investment in the area, the URC model, but also the LOAN concept so that the investments in the area would benefit local residents. Indeed the partnership commissioned the University of Glasgow Training and Employment Research Unit (TERU) to carry out a study<sup>6</sup> to understand what challenges LOAN activities would need to overcome in the local area, and how best to do so.

The partnership's work culminated with the development of the *Clyde Gateway Business Plan* in 2007. Its vision, three strategic goals and 20-year headline targets to drive forward the regeneration of the area are set out in Figure 2 below – and all remain at the forefront of Clyde Gateway URC's activities. For example, it continues to plan its activities and investments across the three strategic goal areas and monitors progress against the targets in recognition that the URC's overall effectiveness will be assessed against these.

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<sup>3</sup> The Scottish Executive is now known as the Scottish Government

<sup>4</sup> Now part of Glasgow Kelvin College

<sup>5</sup> Now part of Jobs & Business Glasgow

<sup>6</sup> Glass, A, McTier, A, McGregor, A and Francis, M (2007) *Clyde Gateway Linking Opportunity and Need Study*

Figure 2: Clyde Gateway URC vision, strategic goals and targets

Vision		
Clyde Gateway to be ‘a dynamic and sought after city location with a strong community, which will attract major investment and establish itself as one of the foremost places in the West of Scotland to live and work, supporting Glasgow’s ambition to be a world class city region.’		
Strategic goals		
<p><b>Strategic Goal 1:</b></p> <p>Sustainable Place Transformation</p> <p>Focuses on the overall infrastructure and environment of the area, in turn increasing the attractiveness of the Gateway as a place to live and work.</p>	<p><b>Strategic Goal 2:</b></p> <p>Increase Economic Activity</p> <p>Targeted at attracting employers to locate to the Gateway in turn generating employment for local people</p>	<p><b>Strategic Goal 3:</b></p> <p>Develop Community Capacity</p> <p>Ensure that there is long term investment in the community leading to increased community participation and increased private sector investment.</p>
20-year targets		
<ul style="list-style-type: none"> <li>• 10,000 new homes</li> <li>• 21,000 new jobs (gross)</li> <li>• 400,000sqm of employment space</li> <li>• 46,000sqm retail and related development space</li> <li>• £380 million of annual income</li> <li>• Remediation of 350 hectares of derelict and contaminated land</li> </ul>		

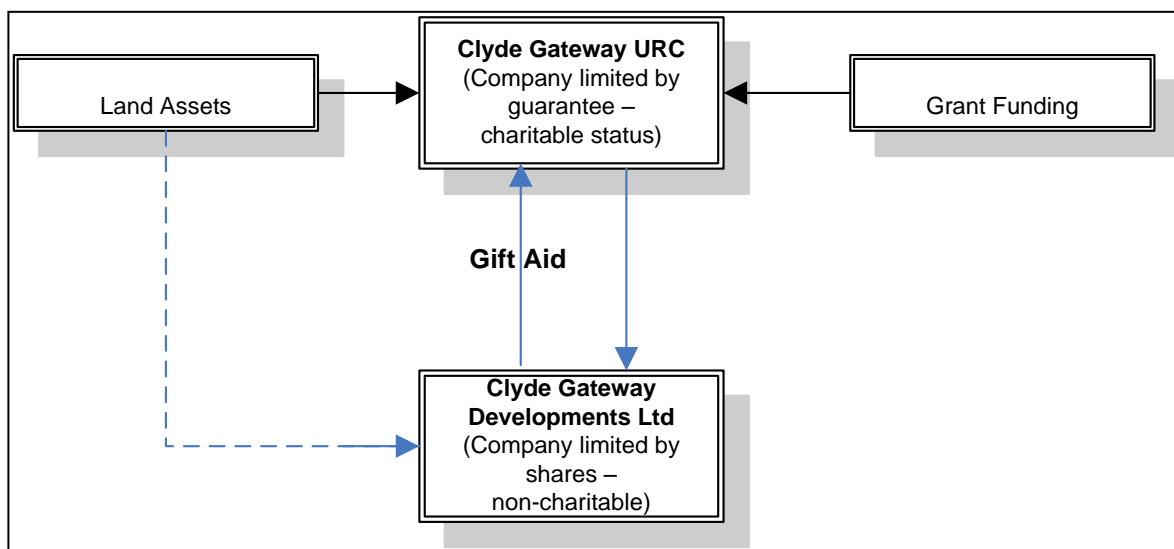
Source: Clyde Gateway Business Plan

With the *Clyde Gateway Business Plan* agreed, work was then undertaken to understand and develop the most appropriate model for the URC. This involved reviewing and learning from the models adopted by England’s Urban Development Companies (UDCs) and URCs, as well as the five other URC pathfinders established in Scotland (Clydebank Rebuilt, Irvine Bay, PARC Craigmillar, Raploch and Riverside Inverclyde). While none of these approaches fully delivered on the holistic, comprehensive regeneration sought by Clyde Gateway partners, the value of having a separate company structure responsible and accountable for the interventions was evident. Indeed, partners agreed that a separate company structure was particularly important for the Clyde Gateway area because it spans land in Glasgow and South Lanarkshire, meaning that a consistent, long-term approach could be taken.

The consequence of the scoping out work was the establishment of the Clyde Gateway URC and Clyde Gateway Developments Ltd. Figure 3 shows the structure that was formally established in December 2007 with the key features being:

- Clyde Gateway URC is a company limited by guarantee with charitable status.
- Clyde Gateway Developments Ltd is a trading subsidiary wholly owned by Clyde Gateway URC through which all property transactions are vested.

Figure 3: Clyde Gateway URC organisational structure



With the organisational structure agreed, the companies' remits, aims and objectives were then developed building on the *Clyde Gateway Business Plan* and the knowledge and experience of the URC's Board members and staff – all of whom were enthused by and committed to the positive physical, economic and social change that the approach could bring to the area and its communities. The staffing team was fully in place by January 2009, so highlighting the time it takes for a URC or equivalent type company to be fully operational.

To be truly effective, however, the Clyde Gateway URC required **funding and assets**. Funding has been, and continues to be, secured from a wide range of sources but the key start-up funding came from the Scottish Government (£120 million over six-seven years) and Scottish Enterprise (£23 million), along with the transfer to Clyde Gateway URC at zero value of:

- Seven acres of GCC land – which has been used for projects including the Church House Family Centre, 70 residential units built by Thenue HA, and the 120,000<sup>2</sup> ft Police Scotland office. There are also proposals for residential development by Link Housing Group (550 homes at Dalmarnock Riverside), Thenue HA (74 homes at Abercromby Street) and ZED Developments (Newhall Street).
- 91 acres of SLC land – with the majority of the land for three projects:

- The Shawfield Culvert/remediation project which includes the construction of a 200m culvert to divert the West Burn and remediation of 27 acres of contaminated land.
- Cuningar Loop Woodland Park in partnership with the Forestry Commission.
- The development of Magenta at Clyde Gateway which proposes a 1.2 million square foot office park.

The terms of the transfer also meant that any profits that the URC could generate from the remediation and sale of the land could be retained by the URC and reinvested by it.

In total, and as shown in Figure 4, Clyde Gateway URC has received £200 million of direct public funding between December 2007 and March 2015 with the main funders being the Scottish Government, Scottish Enterprise, GCC, SLC and European Regional Development Fund (ERDF) monies.

Figure 4: Public Funding Received by Clyde Gateway URC

Public Funder and Programme	Financial Year(s)	Funding Received
Scottish Government – Grant Funding	Dec 07- Mar 15	£139.8m
Scottish Government - Town Centre Regeneration Fund	Dec 07- Mar 15	£2.0m
Scottish Government – Regeneration Capital Grant Fund	Apr 14- Mar 15	£2.8m
Scottish Enterprise (including pre-incorporation)	Dec 07- Mar 15	£25.7m
Glasgow City Council	Dec 07- Mar 15	£9.0m
South Lanarkshire Council	Dec 07- Mar 15	£6.1m
European Regional Development Fund	Apr 10- Mar 15	£12.3m
Heritage Lottery Fund	Apr 10- Mar 15	£0.8m
Sports Scotland	Apr 10- Mar 15	£0.3m
Transport Scotland	Apr 14- Mar 15	£0.2m
Scottish Futures Trust	Apr 14- Mar 15	£0.2m
Others	Apr 09- Mar 15	£0.5m
<b>Total</b>		<b>£199.6m</b>

Source: Clyde Gateway URC Monitoring Form 2014/15 to the Scottish Government

The £200 million direct public funding to Clyde Gateway URC does not, however, tell the full story the URC has helped attract/leverage over double that amount from other sources. In total, **£731 million has been invested in the Clyde Gateway area between December 2007 and March 2015**. This is a substantial amount<sup>7</sup> and reflects the level of investment required to achieve the economic regeneration aspired for in the Clyde Gateway. Further investment – and particularly private sector

<sup>7</sup> By means of a benchmark, a CBRE (2016) report quoted by Invest Glasgow states that Glasgow as a whole attracted £5,277 million of investment in commercial real estate between 2006-2015.

investment – is also targeted and the *Clyde Gateway Business Plan* aims for £1.5 billion private sector investment into the area over the URC's 20-year lifetime.

## Detailed descriptor of current approach

Shaped by the *Clyde Gateway Business Plan*, its three strategic goals – **Sustainable Place Transformation; Increased Economic Activity; and Building Community Capacity** – have provided a detailed framework for Clyde Gateway URC's activities. It is under these strategic goal headings that the case study sets out the key activities of Clyde Gateway URC.

### Strategic Goal 1: Sustainable Place Transformation

The Sustainable Place Transformation strategic goal focuses on improving the overall infrastructure and environment of the area, which in turn increases the attractiveness of the Clyde Gateway as a place to live and work. This has been a substantial undertaking given that 40% of the Clyde Gateway area (800 acres) was vacant, derelict, polluted or in need of substantial investment. Progress has, however, been strong. Clyde Gateway URC have viewed land remediation as a key priority and spent £108 million to remediate 541 acres (68% of the overall target of 800 acres) as of March 2015. This in turn has helped contribute to 48,000sqm of employment/business floorspace and 2,082 new homes/residential units being completed.

There is wide recognition among partners and stakeholders that the Clyde Gateway has already undergone significant positive change. Furthermore there has been real diversity in the types of physical developments that have been completed, with this mix of development type instrumental in making the Clyde Gateway an attractive place to live, work and visit. The range of developments includes:

- **Roads and infrastructure** – e.g. the M74 extension, the East End Regeneration Route (or Clyde Gateway road), new bridges (at Shawfield and Cuningar Loop) and the refurbishment of Dalmarnock Station.
- **Business and office space** – including the National Business District at Shawfield, Clyde Gateway East business park, Rutherglen Links business park, Eastgate and Albus buildings in Bridgeton, and the Red Tree Business Suites in Rutherglen and Bridgeton.
- **Retail** – with new stores increasingly being attracted to the Clyde Gateway area.
- **Community buildings and assets – including sports and leisure** – with examples being the Olympia Building in Bridgeton, 'Legacy Hub' in Dalmarnock, 'Number 18' in Rutherglen and the Emirates Arena and Sir Chris Hoy Velodrome.
- **Housing** – including the Commonwealth Games Athletes Village and private housing developments.

To achieve this transformation has required substantial levels of investment from a wide range of partners, and not Clyde Gateway URC alone. Figure 5 gives an indication of the investors/developers across key projects, with the investments exceeding Clyde Gateway URC's total spend in some cases – e.g. City Legacy's £230m spend on the Athletes' Village housing and GCC's £113m spend on the Emirates Arena and Velodrome.



Figure 5: Key Clyde Gateway Physical Developments

Developments	Developer	Year (s)	Amount Secured
<b>Roads and infrastructure</b>			
East End Accessibility Route (Cycle network)	GCC	2009	£2.2m
East End Regeneration Route – Phase 1	GCC/ URC	2010	£3.0m
Refurbishment of Dalmarnock Station	Transport Scotland/ SPT/GCC/ URC	2011-13	£11m
East End Regeneration Route – Phase 2	GCC	2012	£22m
Key Routes & Spaces – Dalmarnock	URC	2012-14	£3.0m
Downiebrae Road Upgrade	SLC/URC	2013	£3m
Sustainable Transport Investment	URC	2014-15	£1.5m
Smart Bridge	URC	2014	£5m
Cuningar Park Bridge	URC	2015-16	£4.6m
<b>Business / office space</b>			
Harris Finance, Boden Street	Harris Finance	2010	£1.2m
Red Tree Business Suites, Rutherglen	URC	2011	£1.6m
Eastgate Offices	Aviva (fit out by Community Safety Glasgow)	2011-2012	£10.0m (£17m fit out)
Red Tree Business Suites, Bridgeton	URC	2011-2013	£2.7m
Burgh Business Centre	SLC	2012	£1.1m
Clyde Gateway East Business Park	URC/ Scot Sheridan	2012-16	£14m
Police Scotland HQ	URC (fit out by Police Scotland)	2014	£24.0m (£5.8m fit out)
Albus Building	URC	2014	£4.7m
Rutherglen Links Business Park	URC (1RI fit out by SPIE 2016)	2014-2015	£5.8m (£1.1m fit out)
<b>Retail</b>			
Rutherglen Shopping Centre	Cairnduff Investment/ URC	2013	£0.9m
Lidl	Lidl	2014	£2.9m



McDonalds	McDonalds	2015	£0.9m
KFC	KFC	2016	No figure yet
Farm Foods	Farm Foods	2016	No figure yet
<b>Community buildings / assets</b>			
Olympia Building, Bridgeton	URC	2011	£8.0m
Emirates Arena & Velodrome	GCC	2012	£113.0m
Glasgow Womens' Library - Phase 1	URC/ HubWest	2012-13	£0.9m
Cuningar Loop Forest Park	Forestry Commission Scotland/ URC	2013	£4.3m
Dalmarnock Legacy Hub (community owned asset)	Scottish Government/ URC/ Big Lottery	2014	£2.8m
Healthy'n'Happy No 18 (community owned asset)	URC	2015	£0.5m
Church House (community owned asset)	URC	2015-16	£0.8m
<b>Housing</b>			
West of Scotland Housing, Camlachie	WSHA (remediation by URC)	2006-08	£16.9m
Athletes' Village Housing	City Legacy	2011-2014	£230.0m
Bett/ Avant Homes, Oatlands*	Bett/ Avant	2011-current	£12.1m
Social Housing Units – Toryglen	Cruden Homes	2013	£7.0m
Care Home – Toryglen	GCC	2013	£16.6m
Thenue Housing, Bridgeton	THA	2013-14	£7.1m
Kier Homes, Belvidere*	Kier	2014 - current	£5.5m

\*Based on £100k per unit

As well as the '*physical*' within the Sustainable Physical Transformation of the Clyde Gateway area, it is important not to overlook the inclusion of the term '*sustainable*'. Environmental sustainability has been a key feature (evidenced by decontamination of highly polluted sites, energy efficient housing and commercial developments, a new woodland park and new cycle routes) but from an economic regeneration perspective it is the socio-economic sustainability that it is of greatest relevance. This means that Clyde Gateway URC has been committed to ensuring that the new physical developments positively impact on local residents, organisations and businesses – all of which is

consistent with the LOAN approach. Key actions in relation to achieving socio-economic sustainability are:

- The inclusion of **Community Benefit clauses** in contracts let by Clyde Gateway URC to open up employment and training opportunities for local residents and sub-contractor and supplier opportunities for local businesses (and this is returned to in greater depth under Strategic Goal 2).
- The use of **economic impact assessments** that have been independently carried out for all key developments to understand the local impact of these developments and inform the approaches taken on future developments. Key indicators have been the number of jobs supported per year of construction, total peak operational jobs, and annual operational GVA impact.

## Strategic Goal 2 – Increased Economic Activity

The Increasing Economic Activity strategic goal focuses on attracting employers to the Clyde Gateway and working with existing businesses to maximise their growth, which in turn generates employment opportunities for local residents. In delivering on this strategic goal, there are three main strands to Clyde Gateway URC's approach – **inward investment, business support, and Community Benefits** – and these are each discussed in turn below.

### Inward Investment

Clyde Gateway URC has an ongoing *Inward Investment and Property Marketing Strategy* that is focused on attracting businesses and employment opportunities to the area. In part this means marketing the URC's commercial developments (e.g. the National Business District, Clyde Gateway East and Rutherglen Links business parks, Eastgate and Albus buildings, and the Red Tree Business Suites) to potential tenants, but it also means working with Scottish Development International (SDI) and UK Trade & Investment (UKTI) to help attract international investments to the area.

### Business Support

Since 2014, Clyde Gateway URC has placed greater emphasis on supporting existing and emerging local businesses. An early priority here has been to understand what business support is available locally and where additional support could be provided. To take forward this work, the Clyde Gateway Business Support Working Group has been established, consisting of members from SLC, GCC, Scottish Enterprise, SDS, Business Gateway (e.g. Lanarkshire Enterprise Services) and the University of Strathclyde. Progress has been steady with a *Clyde Gateway Business Support Action Plan* agreed in 2014/15, a firmer understanding of the local business support offer achieved (including the finding that the majority of business support agencies are engaging with a lower proportion of Clyde Gateway businesses when compared with their wider operating area), and continued support of the Rutherglen Business Network by sponsoring the event and assisting with venue and catering costs. A local business (PTS Cleaning) hosts the Rutherglen Business Network events which are aimed at encourage local business-to-business trading, sharing of good practice, sourcing opportunities and mentoring across businesses.

## Community Benefits clauses

Clyde Gateway URC has been an early adopter of Community Benefits clauses in their contracts and it is now seen as 'business as usual' to do so in all contracts wherever possible. One of the case study examples in TERU's report for the Scottish Government on the use and impact of Community Benefit (CB) clauses<sup>8</sup>, Clyde Gateway URC can be seen as one of Scotland's foremost organisations in maximising the potential that CB clauses can bring to local communities and businesses. Key strengths of the approach are that Clyde Gateway URC has:

- A dedicated and experienced CB coordinator in place who can coordinate with the contractors and help support them to deliver on their commitments.
- Sought legal advice to ensure the contractual legality of the CB clauses they include in contracts.
- Taken a bottom-up approach to developing CB clauses as local communities are widely consulted with to understand what community benefits they would like. The 'wish lists' are then used to inform the CB clauses that are included in contracts.
- Made the CB clauses a mandatory requirement of contract delivery (i.e. contractors *have to* agree to deliver the CB clauses specified in the contract rather than contractors being assessed against their CB clause proposed approach and being encouraged to deliver on these).
- Been careful to be realistic in the scale of the CB targets asked for so that they are deliverable.
- Worked in partnership with Jobs & Business Glasgow (JBG) and RTWS so that contractors can access local recruitment support to achieve their CB commitments.
- Opened up sub-contractor and supplier opportunities for local SMEs and third sector organisations, and so the CB clauses are not simply focused on the employment and training opportunities.
- Allowed for some flexibility in how CB clauses are delivered so long as the 'total value' of the CB clauses are met.

While Clyde Gateway URC is now highly experienced in using CB clauses and contractors are widely committed to them, the challenges of their use and maximising their impact lie in:

- managing the expectations of local communities, so that they accept that every element of their 'wish lists' may not be possible and/or cannot be included in each contract
- the difficulties some contractors have encountered in recruiting locally due to the high or technical level of skills required, and the tight timescale to fill these vacancies

## Strategic Goal 3 – Building Community Capacity

The Building Community Capacity strategic goal focuses on increasing levels of community participation in activities which promote a better, healthier lifestyle and/or improve employability

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<sup>8</sup> Sutherland, V, McTier, A, Glass, A and McGregor, A (2015) *Analysis of the Impact and Value of Community Benefit Clauses in Procurement*. Scottish Government, Edinburgh.

prospects. This is a broad area of activity as it spans **education, employability, health, and community capacity building** – and it is these headings under which this section is organised.

## Education

From 2012, Clyde Gateway URC has sought to make a greater contribution to and impact on the area's children and young people in terms of improving their education, health and wellbeing. The main area of activity has been through the Education Scotland-funded Access to Education activities, which has been a six-month, £140,000 programme of activity working across the Clyde Gateway's primary and secondary schools. Its ambition has been to bring a variety of providers (e.g. employers and community groups and centres) closer to the education system, so enabling these providers to help design and deliver what the Clyde Gateway's young people need to raise their attainment levels. It has had five key themes:

- **Health and wellbeing** – supporting health and wellbeing activity with the delivery of Jump 2 It programmes (delivered through Scottish Sports Futures and Glasgow Rocks basketball team), helping to get more children physically active across Clyde Gateway primary schools.
- **STEM** – supporting STEM (science, technology, engineering and mathematics) intervention programmes across Clyde Gateway schools, connecting with local employers such as the Robertson Group.
- **Parental engagement** – supporting parental engagement and family learning activity in the Clyde Gateway area with six local community organisations contracted to deliver projects that responded to needs identified by schools and parents.
- **World of work** – supporting and developing partnerships with business and industry aimed at preparing pupils for the world of work in line with the Commission for Developing Scotland's Young Workforce.
- **Widening access** – supporting schools to develop projects which will focus on enterprise, world of work, STEM and parental engagement. A strong relationship with the University of Strathclyde has been developed through this.

The Access to Education programme has engaged with 7,090 primary school pupils, secondary school pupils and parents, which is double the number initially targeted. Clyde Gateway URC will now directly fund the Access to Education projects in 2016-17.

In addition to the Access to Education activities, other education projects that Clyde Gateway URC has funded and/or developed are:

- **Clyde Gateway and Marriott Hotel and Hospitality Academy** – which runs twice per year for S4/S5 pupils at risk of becoming NEET. 14 young people complete the 14-week programme which includes 150 hours work experience at the Glasgow Marriott Hotel, with the programme leading to the Certificate of Work Readiness. Since it started in 2012, 26 jobs have been created and the project has been shortlisted as a finalist in the Inspiring City Awards.
- **Hospitality Explorers Programme** – working with Glasgow Marriott Hotel, the three-week hospitality sector work project is for P5 pupils across Clyde Gateway's 26 primary schools
- **Business Enterprise Day** – full day financial education and world of work project delivered by School Partners that is offered across 12 primary schools.

Reflecting on the education activities, there are a number of strengths in the approach taken including the direct delivery of innovative and engaging projects in the schools and building on and incorporating the ideas, expertise and experience of local businesses (e.g. Marriott Hotel and Robertson Group), the community (e.g. Calton Heritage and Learning Centre and FUSE Youth Café) and sports organisations (e.g. Glasgow Rocks basketball team). Overall, the involvement of a wide range of partners and the communities themselves is very much in line with the national Curriculum for Excellence and Developing Young Workforce (DYW) policy areas and is seen as a more sustainable way of improving attainment and closing the equity gap over the longer term.

## Employability

Clyde Gateway URC’s approach to employability is strongly influenced by the LOAN concept because past investment projects across the UK – including the GEAR project – have shown that the employment and training opportunities created do not automatically trickle down to local residents, particularly in more disadvantaged areas. Indeed, it is in this context that Clyde Gateway URC has embraced the need for an effective LOAN approach to enable local residents to progress towards and into the jobs created locally and across the wider travel to work area.

The LOAN approach aligns closely with the employability pipeline model used across Scotland with key activity areas in the Clyde Gateway being **client engagement, skills and training programmes, and job brokerage**. The different activities within these are outlined below in Figure 6 but, in doing so, it is important to highlight:

- The Clyde Gateway URC-funded provision is designed to wrap-around the mainstream employability provision available through DWP, SDS, JBG and RTWS. In doing so, the provision can help address specific local needs that mainstream provision is not meeting.
- The importance placed on client outreach and engagement – so reflecting that many Clyde Gateway residents are economically inactive and some distance from the labour market.

Figure 6: Clyde Gateway’s LOAN / Employability Provision

Activity areas	Activities / Programmes
Client Engagement	<p>Outreach workers – proactively seek to engage residents in their neighbourhood area through attending local community events and services. There are two full-time and one part-time outreach workers covering the Clyde Gateway area.</p> <p>Community outreach programmes</p> <ul style="list-style-type: none"> <li>• Learning Works – managed by Thenue Housing Association and part-funded by Clyde Gateway URC.</li> <li>• Gateway to Health – partnership between the Celtic Foundation and West of Scotland Housing Association and fully funded by Clyde Gateway URC.</li> <li>• Urban Stars – youth diversionary project managed by West of Scotland Housing Association and part-funded by Clyde Gateway URC.</li> </ul>

	<ul style="list-style-type: none"> <li>• Street League – working with 16-25 year olds not in employment, education or training and fully funded by Clyde Gateway URC.</li> <li>• Future Families – families project for children aged under 5 and their parents and fully funded by Clyde Gateway URC.</li> <li>• Glasgow Kelvin College’s Youth Access Programme for 12-17 year olds.</li> <li>• Healthy’n’Happy – provides a range of community focused projects in Cambuslang and Rutherglen. In Burnhill, projects are developed in partnership with the community-led Burnhill Action Group and are part-funded by Clyde Gateway URC.</li> </ul>
Skills and Training Programmes	Wide range of skills and training programmes available in or close to the Clyde Gateway. These include the employability programmes delivered by JBG, RTWS or DWP and college courses (e.g. at Glasgow Kelvin College and South Lanarkshire College).
Job Brokerage	<p>To secure local jobs, partners have the following job brokerage processes in place:</p> <ul style="list-style-type: none"> <li>• Regular updates from Clyde Gateway URC around future developments and inward investments in the area.</li> <li>• JBG and RTWS are effective in working with employers to understand the specification of any vacancies and then circulate this information to partners so that they can identify and put forward suitable candidates.</li> </ul> <p>The employers themselves are found to be cooperative and understanding of the local labour market. They accept that some vacancies (whether due to the high skills level required or tight timescale for recruitment) may be challenging to recruit locally. The ability of Clyde Gateway URC, JBG and RTWS to build constructive working relationships with employers and manage their expectations is central to this.</p>

Box 1 provides a more in-depth look at a selection of the programmes delivered in the Clyde Gateway – namely, Learning Works, Street League, Future Families and the work delivered by RTWS.

### **Box 1: Examples of employability programmes funded by Clyde Gateway**

#### **Learning Works**

Delivered in partnership with Thenue Housing Association and Glasgow Kelvin College, the project works with long term unemployed Clyde Gateway residents to stabilize their financial position, increase their skills and progress them on the employability pipeline.

Now entering its fifth year, between February 2012 and 2016 the project had supported 168 individuals, 121 of whom completed the course. Of those completing 47% entered employment, 28% FE and 2% HE. Only 11% had no recorded outcome upon completion.

Having identified the need to enhance support for volunteering as a progression route for Learning Works participants, Clyde Gateway URC has this year invested in a Volunteer Co-ordinator post hosted by Thenue HA.

### **Street League**

The programme targets unemployed young people aged 16-25, with scope to involve older participants, using sport as a hook to engagement.

It was developed through discussions with GCC and SDS as both a supply and demand led intervention, recognising the lack of mainstream pre-employment provision supporting local residents and the employment opportunities in the Emirates Arena.

The programme recruited 294 individuals over 3 years and successfully supported 162 into a positive destination, including 27 into employment with Glasgow Sport.

Street League's contract with Clyde Gateway ended in June 2015 but by that point Street League had secured SDS Employability Fund in both Glasgow and Lanarkshire and they continue to deliver programmes in Clyde Gateway for the benefit of local residents.

### **Future Families (Early Years Education and family intervention – live programme)**

The Future Families Project enables parents to develop and improve their parenting and communication skills with a variety of early intervention schemes. It increases interaction between parents/carers and their child, better equipping parents to support their child's development through activities and workshops. The project has three main strands: Bounce & Rhyme, Toddlers Tales and Triple P.

Since starting in 2012 the programme has benefited 20,776 individuals and has supported key local and National objectives including GIRFEC, CFE, National Parenting Strategy and Early Years Agenda as set out by Scottish Government.

### **Routes To Work South (RTWS)**

RTWS leads on employability support, vacancy management (including community benefits) and outreach activity for Clyde Gateway in the South Lanarkshire area (its equivalent is Jobs & Business Glasgow in the Glasgow Clyde Gateway area).

Working together RTWS and Clyde Gateway URC invest additional resources to help local people access mainstream support such as the Employability Fund and Working Matters. A good example is joining up community capacity building and employability services in the Burnhill area, which means RTWS staff are on hand in the community to support progression on the employability pipeline at a rate and stage suitable to local residents. This type of outreach activity has helped to identify local people who are most distant from the labour market and for whom alternative interventions such as health, financial inclusion, housing are more appropriate first stages in their employability journey. Targets for RTWS activities in the Clyde Gateway targets are set on an annual basis and reflect the changing priorities of communities and businesses in the area. In 2015-16 RTWS supported 84 local people through Clyde Gateway funded activity, with 50 progressing into employability training programmes and 26 into positive destinations.

One potential gap in the provision is around **in-work support** but the job sustainability rates of local residents supported into employment are reportedly good. Using job sustainability data for six Clyde Gateway employability projects and/or recruitment opportunities<sup>9</sup>, 97 (or 59%) of the 165 Clyde

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<sup>9</sup> The six referred to are RTWS employment services, care sector sector-based work academy and recruitment opportunities for Community Safety Glasgow, Glacier Energy, CCG and Crisp Documents



Gateway residents supported into employment had retained their employment for at least six months. This is attributed to job brokers becoming more effective in their job matching processes so that residents are entering jobs they want to work and progress in. It may also indicate that local employability provision has become more effective in addressing the wider barriers to employment that may otherwise have led residents to leave their jobs early.

Employability provision in the area is overseen by the **Clyde Gateway Working Group** which consists of the Scottish Government, GCC, SLC, JBG, RTWS, SDS, DWP, Glasgow Kelvin College, Education Scotland, Thenue Housing Association and Clyde Gateway URC. It meets quarterly and provides an opportunity for partners to get updates on new physical developments in and incoming employers to the Clyde Gateway area, new or changed service provision within individual partners, and the effectiveness of employability interventions through the monitoring information provided by partners to Clyde Gateway URC. Alongside the Working Group, there is also an **Outreach Workers Group** for frontline staff and community organisations to share information relating to new or future job opportunities, service developments, new courses and events, and the sharing of good practice. Finally, Clyde Gateway URC has part-funded two external reviews<sup>10</sup> of LOAN activities in the Clyde Gateway, with the reviews' findings and recommendations used by the Clyde Gateway Working Group to enhance local provision.

## Health

Clyde Gateway URC's approach to improving the health of its communities begins through its work in schools and many of the Access to Education funded programmes. However, recognising the poor health profile of Clyde Gateway's communities, there are also a number of activities and programmes aimed at the adult population. These include:

- **Gateway to Health programme** – delivered in partnership with Celtic FC Foundation and West of Scotland Housing Association, the programme (which is now funded by Big Lottery) focuses on adult health and wellbeing and addressing the issues that may prohibit people from accessing pre-employability programmes.
- **Access to Emirates programme** – to challenge the perception that the Emirates Arena was 'too expensive' or 'out of reach' for local residents, a 'community account' has been set up with Glasgow Sport to enable local groups to book and access the facility at no cost. Gateway to Health 'graduates' can also use the account to get substantially reduced gym membership.
- **Engaging health professionals** – Clyde Gateway URC has sought to engage with health professionals to understand and identify approaches to address the health issues in the Clyde Gateway. As part of this, a summit of health professionals was held in November 2015 with participants from the Scottish Government, NHS Health Scotland, NHS Greater Glasgow and Clyde Health Board, NHS Lanarkshire Health Board, the Glasgow Centre for Population Health and the University of Glasgow.

In addition to the health specific programmes, Clyde Gateway URC recognise that action on other thematic areas – e.g. the physical transformation of the Clyde Gateway, increasing employment

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<sup>10</sup> TERU (2012) and TERU (2014) Review of Clyde Gateway approach to Linking Opportunity and Need

opportunities, improving education and attainment levels, and increasing participation in the community – can all impact on the health and wellbeing of individuals. It is this perspective that underpins the *Thriving Places* approach that is outlined in more detail below.

## Community Capacity Building

For the transformation of the Clyde Gateway to be sustainable over the long-term, Clyde Gateway URC recognises that there is a need to move beyond engaging with, listening and responding to community needs – albeit these are very important aspects. Rather, there is an additional need to build the capacity of the Clyde Gateway’s communities so that they have the skills, resources and assets to achieve positive change themselves.

A good example of this is the support provided by Clyde Gateway URC to Healthy’n’Happy, which is the Community Development Trust for the Cambuslang and Rutherglen areas of South Lanarkshire. Working in partnership over a number of years, Clyde Gateway URC has supported Healthy’n’Happy in:

- Securing new physical assets, such as Clyde Gateway URC funding the acquisition and refurbishment of the Aspire Building in Rutherglen and then transferring it to Healthy’n’Happy.
- Developing new projects, including the Burnhill Action Group, Bike Town, Parent and Child Café, and Metal Health awareness projects. Annually these projects support over 200 local people, primarily from the South Lanarkshire area of Clyde Gateway.

The work in Burnhill, in particular, aligns with the employability outreach work Clyde Gateway URC have funded RTWS to do in the Burnhill area.

Clyde Gateway URC has also supported the **Thriving Places** approach that is focused on Parkhead, Dalmarnock and Camlachie. It is a neighbourhood approach which recognises that some neighbourhoods and communities have more complex and multi-layered needs, so requiring more flexible and targeted solutions. While not led by Clyde Gateway URC, the company works with and supports the area’s communities to build their capacity. For example, it funds or part-funds a number of the projects and activities that have collectively been mapped as contributors to the Thriving Places approach in Parkhead, Dalmarnock and Camlachie .

## Partnership structures and management arrangements

The partnership structures and management arrangements have been mentioned throughout the case study and therefore this section aims to briefly summarise these and show the connections between them.

The lead organisation is Clyde Gateway URC (alongside Clyde Gateway Developments Ltd which is the company through which property transactions are vested) and its structure and staffing arrangements are as follows:

- **Board** – is chaired by Lord Smith of Kelvin and with members from GCC and SLC elected members, SE, Clyde Gateway URC, local community organisations (e.g. Calton Heritage and Learning Centre), business and community representatives. The membership of the Board

reflects the commitment to Clyde Gateway among elected members and the value of having local community input into the Board.

- **Senior Management Team** – consists of the URC Chief Executive, Chief Operating Officer and Executive Director of Regeneration.
- **Staffing** – the URC currently has 30 members of staff.

As the case study has made clear, working in partnership is central to the Clyde Gateway URC's approach. However, in terms of formal partnership groupings that meet on a regular basis, these are in place for business support and employability.

- The **Clyde Gateway Business Support Working Group** consists of SLC, GCC, Scottish Enterprise, SDS, Business Gateway (e.g. Lanarkshire Enterprise Services) and the University of Strathclyde.
- The **Clyde Gateway Working Group** consists of the Scottish Government, GCC, SLC, JBG, RTWS, SDS, DWP, Glasgow Kelvin College, Education Scotland, Thenu Housing Association and Clyde Gateway URC. Alongside the Working Group, there is the **Outreach Workers Group** for frontline staff and community organisations.

In addition to these partnership groups, Clyde Gateway URC meets one-to-one with key partners (e.g. GCC, SLC, and JBG) on a monthly/quarterly basis to discuss the progress of existing programmes and developments, as well as future opportunities and challenges. These meetings are well-received by partners and have helped to establish strong relationships through which both sides can be challenged. More widely, Clyde Gateway URC is open to meeting with any organisation (private, public or third sector) to discuss opportunities for collaboration.

## Impact of current approach

From the outset, the Clyde Gateway Business Plan set a number of challenging 20-year targets that would have a transformational impact on the area if delivered. Clyde Gateway URC is fully committed to these and has developed its KPIs to demonstrate the progress made towards the targets. These are reported and published annually so providing external transparency in how the URC is performing.

Figure 8 presents the nine KPIs and the progress against these to 31<sup>st</sup> March 2016. The key messages are:

- Strong progress has been made in remediating derelict and contaminated land, so preparing sites for future investments and developments.
- There is inevitably a time lag between remediating and bringing land to market and securing new business floor space, residential units (new housing) and jobs to the area (KPIs 2 to 4). It is also important to recognise that Clyde Gateway URC has been operating in a very challenging macro-economic climate where developer and investor confidence is low.
- KPIs 5 to 9 have no set target to deliver against but the volumes reported are significant – with KPIs 5 to 8 in particular showing the extent of Clyde Gateway URC's engagement with the local resident and business communities.

Figure 8: Clyde Gateway URC Key Performance Indicators

	2027 target	Progress by March 2016	
		Number	% of target
KPI 1 – Derelict and contaminated land remediated	350 hectares (865 acres)	229 hectares (565 acres)	65%
KPI 2 – Business floor space completed	400,000 sqm	59,400 sqm	15%
KPI 3 – Residential units constructed	10,000	2,258	23%
KPI 4 – Number of jobs created / new to area	21,000	4,830	23%
KPI 5 – Number of businesses assisted		980	
KPI 6 – Number of Clyde Gateway employability programme participants		1,747	
KPI 7 – Number of participants in Clyde Gateway community engagement events		4,207	
KPI 8 – Number of participants in additional learning / health / sports / capacity building events		71,853	
KPI 9 – Leverage		£364 m	

Source: Clyde Gateway Board Papers (June 2016)

The KPIs allied to the physical transformation of the Clyde Gateway area (e.g. new buildings, roads, bridges, public realm improvements, etc) help to evidence the *achievements* of Clyde Gateway URC but evidencing the *impacts* is harder. Building on the (weak) legacy of previous regeneration projects, politicians, partners, academics and the media all want to see evidence of the wider socio-economic impact that the Clyde Gateway regeneration has had on local residents. Furthermore, they are seeking evidence to show that the regeneration has not simply led to a gentrification effect where local residents are displaced from the area and replaced by incoming, higher socio-economic groupings. Similar gentrification concerns can also be raised about local businesses having to re-locate as new business space is too costly or not appropriate to their needs.

These are issues that Clyde Gateway URC is fully aware of and it is actively seeking ways to evidence the positive socio-economic impact that the Clyde Gateway approach is having on existing communities. However, there are two related challenges in doing so:

- First, there is limited availability of robust statistical data at the small area/datanzone level that can evidence socio-economic change for an area such as Clyde Gateway.
- Second, even where positive change(s) can be identified through the small area statistics, to what extent can the change or impact be attributed to Clyde Gateway URC and partners?

Notwithstanding these challenges, the available headline indicators are presented in Figure 9 and point towards a positive story.

- There has been a repopulation of the Clyde Gateway with a 13% increase between 2007 and 2014 following a 7% decrease between 2001 and 2007.
- Pupil attainment levels in the Clyde Gateway have increased by 11% between 2007/08 and 2012/13, which is higher than the South Lanarkshire (5%) and Scotland (8%) increases and in line with the Glasgow increase (12%).
- Out-of-work benefits levels, which reduced significantly across Scotland between 2000 and 2007, have continued to fall at a similar rate in the Clyde Gateway and Glasgow since 2007.
- Caution is needed when interpreting the SIMD between publication years but from having 24 (or 89%) of the Clyde Gateway's 27 datazones in Scotland's 10% most deprived in 2004, the 2016 SIMD data shows that this has fallen to 20 (or 74%) of its 27 datazones.
- The most significant challenge appears to be in attracting jobs to the Clyde Gateway. While the accuracy of Annual Business Inquiry/Business Register and Employment Survey data at the datazone level can be questioned, there is a trend of fewer jobs in the Clyde Gateway.

A further impact measure can be taken from the GoWell East study that is being led by the University of Glasgow's Social & Public Health Services Unit and Department of Urban Studies. Covering the six communities of Bridgeton, Calton, Camlachie, Dalmarnock, Gallowgate and Parkhead, its survey mirrors the Scottish Household Survey and found that 42% of residents felt they could influence decisions affecting their own area. This is far higher than the 22% to 23% responses for Glasgow, South Lanarkshire and Scotland as a whole.

Figure 9: Headline Clyde Gateway Indicators

	2000 (or nearest year)	2007	2011	Latest	% Change		
					2000 to 2007	2007 to 2011	2011 to Latest
<b>Population</b>							
<b>Clyde Gateway</b>	20,638	19,151	20,822	21,595	-7.2	+8.7	+3.7
<b>Glasgow</b>	578,710	571,760	593,060	599,650	-1.2	+3.7	+1.1
<b>South Lanarkshire</b>	302,340	310,380	313,900	315,360	+2.7	+1.1	+0.5
<b>Scotland</b>	5,064,200	5,170,000	5,299,900	5,347,600	+2.1	+2.5	+1.0
<b>Education – S4 pupil attainment at 5 awards at SCQF Level 4 or above</b>							
<b>Clyde Gateway</b>	NA	56.0		62.0	NA		
<b>Glasgow</b>	NA	67.6		75.7	NA		
<b>South Lanarkshire</b>	NA	76.2		79.7	NA		
<b>Scotland</b>	NA	76.1		82.0	NA		
<b>JSA claimant count (% of 16-64 population)</b>							
<b>Clyde Gateway</b>	5.6	5.3	9.9	5.7	-5.4	+86.8	-42.4
<b>Glasgow</b>	4.0	3.7	6.2	4.0	-7.5	+67.6	-35.5
<b>South Lanarkshire</b>	2.4	2.0	4.7	3.1	-16.7	+135.0	-34.0
<b>Scotland</b>	2.6	2.3	4.2	2.8	-11.5	+82.6	-33.3

Out-of-work benefits claimants (% of 16-64 population)							
<b>Clyde Gateway</b>	52.6	37.8	36.7	28.2	-28.1	-2.9	-23.2
<b>Glasgow</b>	29.5	21.3	21.3	16.1	-27.8	0	-24.4
<b>South Lanarkshire</b>	18.5	13.3	15.0	11.6	-28.1	+12.8	-22.7
<b>Scotland</b>	17.1	13.0	14.0	10.8	-24.0	+7.7	-22.9
SIMD - % of datazones in Scotland's 10% Most Deprived							
<b>Clyde Gateway</b>	88.9	85.2	77.8	74.1	-4.2	-8.7	-4.8
<b>Glasgow</b>	46.0	38.0	33.6	32.8	-17.4	-11.6	-2.4
<b>South Lanarkshire</b>	12.0	13.0	9.8	10.4	+8.3	-24.6	+6.1
<b>Scotland</b>	10.0	10.0	10.0	10.0	-	-	-
Jobs							
<b>Clyde Gateway</b>	25,200	21,300	19,600	16,800	-15.5	-8.0	-14.3
<b>Glasgow</b>	385,200	397,100	385,900	399,200	+3.1	-2.8	+3.4
<b>South Lanarkshire</b>	115,000	126,400	118,900	115,300	+9.9	-5.9	-3.0
<b>Scotland</b>	2,307,000	2,408,500	2,349,800	2,443,400	+4.4	-2.4	+4.0

**Note:** For population, data is presented for 2001, 2007 and 2014; for employment, ABI/BRES data is presented for 2003, 2007 and 2014; for education, data is presented for 2007/08 and 2012/13; for JSA claimant count, data is presented for 2004, 2007, 2011 and 2014 (i.e. before introduction of Universal Credit); for DWP out-of-work benefits claimants, data is presented for 2000, 2007 and 2016; for SIMD, data is presented for 2004, 2006, 2012 and 2016.



Figure 9A: Headline Clyde Gateway Indicators

	2000 (or nearest year)	2007	2011	Latest	% Change		
					2000 to 2007	2007 to 2011	2011 to Latest
<b>Population</b>							
<b>Clyde Gateway</b>	20,638	19,151	20,822	21,595	-7.2	+8.7	+3.7
<b>Govan and Craigton CPP</b>		60,767	59,906	61,214		-1.4	+2.2
<b>Glasgow North East CPP</b>		43,447	39,591	38,564		-8.9	-2.6
<b>Hillhouse, Earnock and Udston</b>		16,182	16,383	16,477		+1.2	+0.6
<b>JSA claimant count (% of 16-64 population)</b>							
<b>Clyde Gateway</b>	5.6	5.3	9.9	5.7	-5.4	+86.8	-42.4
<b>Govan and Craigton CPP</b>	3.9	4.0	6.9	5.0	+2.6	+72.5	-27.5
<b>Glasgow North East CPP</b>	4.8	4.2	8.2	5.1	-12.5	+95.2	-37.8
<b>Hillhouse, Earnock and Udston</b>	3.3	3.0	6.7	4.7	-9.1	+123.3	-29.9
<b>Out-of-work benefits claimants (% of 16-64 population)</b>							
<b>Clyde Gateway</b>	52.6	37.8	36.7	28.2	-28.1	-2.9	-23.2
<b>Govan and Craigton CPP</b>		23.5	23.5	17.9		0	-23.8
<b>Glasgow North East CPP</b>		25.8	27.4	20.7		+6.2	-24.5

<b>Hillhouse, Earnock and Udston</b>		18.4	19.1	15.7		+3.8	-17.8
<b>Jobs</b>							
<b>Clyde Gateway</b>	25,200	21,300	19,600	16,800	-15.5	-8.0	-14.3
<b>Govan and Craigton CPP</b>		43,200	42,700	49,200		-1.2	+15.2
<b>Glasgow North East CPP</b>		20,100	23,300	23,900		+15.9	+2.6
<b>Hillhouse, Earnock and Udston</b>		2,300	2,700	2,200		+17.4	-18.5

**Note:** For population, data is presented for 2001, 2007 and 2014; for employment, ABI/BRES data is presented for 2003, 2007 and 2014; for education, data is presented for 2007/08 and 2012/13; for JSA claimant count, data is presented for 2004, 2007, 2011 and 2014 (i.e. before introduction of Universal Credit); for DWP out-of-work benefits claimants, data is presented for 2000, 2007 and 2016; for SIMD, data is presented for 2004, 2006, 2012 and 201

In response to the gentrification question, there is no evidence from the statistical data available to indicate that a gentrification effect is taking hold. This is because the Council Tax banding of the new housing in the area is not distinctly different from the pre-Clyde Gateway period. Any incoming residents would therefore be of a similar socio-economic status to the existing resident base as the housing stock is of a similar, affordable value.

## Identifying what works

The Clyde Gateway approach is a 20-year project and this case study has been completed approaching the mid-point of that timeframe. For this reason, one cannot be definitive on what works. However, there are features of the approach taken that can be identified as ‘working’ in bringing about sustainable economic regeneration.

Beginning with the **wider ‘what works’ features** across the whole Clyde Gateway approach, ‘what works’ can be identified as follows:

- **Holistic vision of regeneration** – as set out in the *Clyde Gateway Business Plan* and embraced by Clyde Gateway URC, the vision of all partners has been to bring about the physical, economic *and* social transformation of the area. Therefore each of the three strategic goals are of equal importance and the success of the Clyde Gateway approach is dependent on progress being made across all of these.
- **Long-term commitment** – to achieve the vision for the Clyde Gateway given the levels of contaminated and derelict land and its longstanding socio-economic challenges, a long-term commitment was required. All partners agreed on the need for this and supported the 20-year timeframe taken.
- **Substantial levels of funding** – to address the physical, economic and social challenges outlined above requires substantial levels of investment. Already approaching £1 billion has been invested in the Clyde Gateway and, without this level of investment, it is likely that only temporary and superficial change would be achieved.
- **Early catalysts and wins** – to build momentum and demonstrate that the Clyde Gateway approach was a force for good, there were a number of early developments that helped secure local community support and act as catalysts for further change. Most notably these developments included the M74 extension, the East End Regeneration Route and the Emirates Arena and Velodrome. Alongside these large-scale developments, local communities valued small-scale ‘early wins’ such as the public realm and shop frontage works in Bridgeton, which helped bring life and vibrancy to the area.

Focusing on Clyde Gateway URC itself, it is important to recognise the role and perspective it has taken to the regeneration of the area. With respect to Clyde Gateway URC, the ‘what works’ is as follows:

- **Clear lead organisation** – Clyde Gateway URC was specifically established as the lead organisation in the delivery of the *Clyde Gateway Business Plan*. Furthermore, it was established by the other key public sector partners (i.e. Scottish Government, GCC, SLC and SE) and they handed the ultimate responsibility for the Clyde Gateway’s regeneration to the URC with its strategic goals and targets agreed from the very outset. There is therefore no ambiguity in its role and all accept that it is the lead organisation in the Clyde Gateway.

- **High quality and committed people** – from Board level down throughout the organisation, Clyde Gateway URC is widely seen by partners to have high quality people in place who are all committed to achieving the positive change aspired to.
- **Excellent partnership workers** – from Board level down throughout the organisation, there is recognition that Clyde Gateway URC is not only a land and property developer but also a facilitator and enabler of positive change. It therefore invests significant time and resources to help build and maintain strong relationships across public, private and third sector partners to the benefit of the Clyde Gateway area.
- **Effective and meaningful involvement of its communities** – learning from the legacy of the GEAR project, Clyde Gateway URC wants to be viewed as part of the community. While there will always be scepticism from some members of the community, in the main its collaborative approach is widely praised by the Clyde Gateway’s communities. The communities recognise that Clyde Gateway URC has no agenda other than to achieve positive change in the area and, to achieve that, working in partnership with the community is needed.
- **Keen to learn from elsewhere** – from the initial work undertaken in 2007 to develop the right URC model for the area, Clyde Gateway URC has always been keen to learn from other regeneration projects and from academics and policy-makers in related fields to ensure that it is adopting best practice where it exists. In this way, there is no complacency in its approach and there is an openness and willingness to hear new and innovative ways of doing things.
- **Informed, evidence-based decisions** – linked to the point above, Clyde Gateway URC has consistently sought to have the evidence base in place to support its decision making. For example, it invests time and resources to ensure it has the most robust socio-economic indicators available for the Clyde Gateway, it commissions external research studies to understand the effectiveness of the approach taken in the Clyde Gateway and where improvements can be made, and it is keen to learn from good practice examples elsewhere.
- **Prepared to be a pioneer** – while keen to learn from elsewhere, Clyde Gateway URC is also prepared to be a pioneer in adopting a new approach. A good example of this is its use of CB clauses. These were not widely used pre-2010 but Clyde Gateway URC has embraced them, incorporated them as ‘business as usual’, and is advancing their use in terms of making their delivery mandatory and opening up opportunities for local SMEs and social enterprises.

## Early and ongoing challenges

It is hard to identify what does not work because the long-term impact of the 20-year approach is not known. Therefore, at this stage, it is more appropriate to set out the challenges that have been encountered during the Clyde Gateway approach. Some of these relate to its initial stages of development, while other challenges relate to the ongoing (and future) challenges that the approach is facing.

Beginning with the **early challenges**, these were:

- **Overcoming local scepticism to regeneration efforts.** As discussed throughout the case study, a key challenge for Clyde Gateway URC and partners has been to overcome the local

resentment to previous regeneration investments and convince local resident and business communities that the Clyde Gateway approach is a long-term commitment that wants to work with local communities to achieve positive physical, economic and social change.

- **Limited opportunities to learn from other regeneration initiatives.** In setting up the Clyde Gateway URC structure, partners were often '*operating in a vacuum*' with few models and approaches to aspire to. The top-down, property-led approaches of the GEAR project and England's UDCs were largely discredited, while Scotland's other regeneration pathfinders either lacked the scale of the Clyde Gateway or long timescale of the Clyde Gateway (e.g. Raploch URC ran for only 3 years). Contemporary, comparator approaches were sought in England but beyond learning about their organisational structure, there appeared to be limited attention paid by these approaches to supporting and benefiting the local population.
- **Impact of the economic recession.** With Clyde Gateway URC established in December 2007, it was almost immediately affected by the economic recession that took hold in 2008. The recession and slow recovery from it has impacted on developer and investor confidence, so limiting the opportunities to leverage public and private sector developments and investment in the Clyde Gateway.

Turning to the **ongoing (and future) challenges** for the Clyde Gateway approach, these can be identified as follows:

- **Maintaining long-term commitment.** While there is strong commitment to the need for a 20-year Clyde Gateway approach, in practice there is a danger that this commitment is beginning to wane. There are a number of reasons for this:
  - **Increasingly tight funding environment** – to date, the Scottish Government, Scottish Enterprise, GCC and SLC have been major funders of the Clyde Gateway approach. However, all public sector budgets are under increasing pressure and their ability to commit significant amounts of funding over a multi-year period is being reduced. Already Clyde Gateway URC funding is now typically received on an annual basis, so making longer term learning more difficult.
  - **Balancing needs of other areas** – for GCC and SLC in particular, there is the challenge of justifying the distinct, targeted approach taken in the Clyde Gateway compared to the mainstream approaches and lower funding levels in other, similarly deprived parts of their local authority areas. Indeed other disadvantaged communities may question why the Clyde Gateway's communities benefit, while they do not.
  - **Sustaining profile and interest** – for any long-term approach, it is difficult to maintain partner interest when other new, 'shiny' projects are being planned and developed elsewhere. Keeping the Clyde Gateway and the socio-economic challenges to be addressed in the political, academic and media spotlight is therefore a key, ongoing priority.

On their part, Clyde Gateway URC can now point to having a well-established and financially self-sustaining company structure in place that can provide a strong platform for future investment in the Clyde Gateway area.

- **Securing localised activities from national partners** – national agencies – e.g. Scottish Enterprise, SDS and DWP/Jobcentre Plus – have been key partners in the Clyde Gateway approach but there is a challenge in getting national agencies to commit to a targeted, localised service offer in the Clyde Gateway that is additional to their national service offer.

As well as resourcing issues, their concern is that they may be asked to offer similar service levels in other areas.

- **Evidencing impact** – through Clyde Gateway URC’s KPIs, the *achievements* of the Clyde Gateway approach can be seen but evidencing the *impacts* is harder to do. The availability of robust statistical data at the local level that evidences the socio-economic impact is a real issue. For Clyde Gateway URC, identifying robust and appropriate data (whether statistics or research studies) to evidence their wider, socio-economic impact will continue to be an ongoing challenge.

## Overview of what works

The regeneration of the Clyde Gateway is a 20-year approach and this case study has been undertaken at the mid-point of its timeframe. For Clyde Gateway URC and its supporters, strong progress has been made since 2007 but the positive physical, economic and social change aspired to is only ‘half done’. For them, continued commitment and resources are needed to lever in further business and housing investment (particularly from the private sector) and facilitate partnership working that can bring about the sustainable improvements to the education, health and wellbeing and employment of the Clyde Gateway’s communities. However, justifying such a dedicated approach is becoming increasingly difficult when other disadvantaged areas are demanding investment and public sector funding budgets are under increasing pressure.

The ‘what works’ in terms of economically regenerating the Clyde Gateway is largely known and the ‘what works’ features need to continue being implemented –but in a more financially self-sustaining model. In the coming year(s), Clyde Gateway URC and partners need to continue developing the financially self-sufficient model that it now has in place. This includes generating more income itself (e.g. through land sales and commercial rents) and maximising the value of existing community assets. With a financially sustainable model in place, the ‘what works’ from a 20-year project being fully implemented can hopefully be seen and evidenced in 10-15 years time.

This case study supports the findings of the research report *Economic Regeneration in Scotland Past Lessons; Current Practice; Future Challenges*.

Read and download the full report on the What Works Scotland website at:

[whatworksscotland.ac.uk/publications/economic-regeneration-in-scotland-past-lessons-current-practice-future-challenges](http://whatworksscotland.ac.uk/publications/economic-regeneration-in-scotland-past-lessons-current-practice-future-challenges)