



Scottish Urban  
Regeneration Forum

SURF : sharing experience : shaping practice

## CULTURAL PLANNING AND COMMUNITY PLANNING *A RECIPE FOR SUCCESS?*



Photo by Steven Healey -part of the 'Mongrel' exhibition  
commissioned by the Royston Road project.

**A report of the seminar, organised by SURF  
on behalf of the National Cultural Planning Steering Group.  
on June 9<sup>th</sup> in 'The Lighthouse' Glasgow.**

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# 1 INTRODUCTION

**1.1 The Scottish Urban Regeneration Forum (SURF)** is the independent regeneration and inclusion network. SURF uses its independent position to bring together different sectors and key partners to share ideas and experience. We do so with the intention of providing a creative setting for reflecting on what works, and how innovation and experience might help inform further regeneration policy development. Using our contacts with policy makers we then offer objective and constructive feedback from the policy/practice interface.

Over the last two years SURF has done a lot of work in connection with the development of the Community Planning framework as the Scottish Executives main policy for the successful and sustainable regeneration of disadvantaged communities. We have focused particularly on the issues of leadership and community engagement.

SURF has supported the emergence of the National Cultural Planning Steering Group (NCPSPG) as an important new body dedicated to 'creating the climate for culture' and promoting Cultural Planning as a potentially unifying strategic framework for community rooted regeneration plans and activities.

Following a range of discussions that indicated an encouraging synergy of initiatives and drivers, SURF welcomed the opportunity to present a seminar on behalf of the NCPSPG, on the subject of Cultural Planning and its potentially constructive role in Community Planning.

This is a report of the seminar and its main outcomes.

## **1.2 The stated purpose of the seminar was;**

To bring together thinkers and practitioners in the fields of Cultural Planning and Community Planning with the intention of;

- Increasing awareness of the potential for addressing the challenge of meaningful community engagement in Community Planning, via informed use of the Cultural Planning approach.
- Enhancing the understanding and integrity of Cultural Planning as an effective strategy for building on what is real and valuable in Scotland's communities at a neighbourhood and city/region and national level.
- Enhancing appreciation of the process by taking participants through an illustrative Cultural Planning exercise, organised and facilitated by Fablevision.
- Indicating the resources and routes available for successfully incorporating Cultural Planning approaches in the practicalities of regeneration, inclusion and service delivery strategies.

### 1.3 The Seminar format

The seminar was conceived as both an informative and participative event to reflect the process of Cultural Planning

The format of the event was in 3 sections

- 1 Introductory presentations on:
  - The Community Planning Context from Andy Milne, SURF Chief Executive
  - An Explanation of Cultural planning by Lia Ghilardi Cultural Planning Consultant
  - A perspective from a leading local authority – by George Black, Chief Executive of Glasgow City Council
- 2 Participative workshop sessions on Cultural Planning in practice, led by Liz Gardiner and her colleagues from Fablevision.
- 3 Concluding presentations on resources and policy.
  - Information on links and resources for carrying out the process in practice, by Liz Gardiner of Fablevision
  - A summary of the developing policy context, by Alisdair McIntosh, the Head of the Scottish Executives Regeneration Section.

What follows is a summary of the main points made in the presentations, the outcomes of the participative workshops and potential for further support and activity.

**Copies of the key speaker's full presentations are available on the SURF web site at [www.scotregen.co.uk](http://www.scotregen.co.uk)**

## 2 MAIN POINTS FROM THE SPEAKERS

### 2.1 Welcome and Context Andy Milne, SURF Chief Executive

After welcoming participants to the seminar Andy set the event in the context of Community Planning and the imperative for the emerging Community Planning Partnerships (CPPs) to engage meaningfully with communities. In doing so he referred to the following points:

- The necessity for each local authority to produce Regeneration Outcome Agreements (ROAs) in consultation with key partners including the community. These are to describe the services to be delivered against agreed goals and the timescales, resources and partner contributions aimed at achieving the specified outcomes.
- Previous SURF events have highlighted the interest from officers with responsibility for the production of Regeneration Outcome Agreement's in more effective ways of engaging with communities in service design and delivery.
- The new National Cultural Planning Steering Group (NCPSG) members are confident that Cultural Planning provides a basis not just for effective engagement, but for the identification and development of positive cultural assets as a basis for building more sustainable community based regeneration.

## 2.2 An Explanation of Cultural Planning by Lia Ghilardi, Cultural Planning Consultant.

Lia Ghilardi provided a definition of Cultural Planning in its widest sense and a critique of top down, iconic or cosmetic cultural branding. She went on to outline the position of local culture as a central support for successful regeneration. In the course of her wide-ranging presentation, Lia included the following points:

- A Cultural Planning approach starts not from the identification of all the problems in a community and addressing them one by one or separately. Instead it takes a holistic approach and puts culture and people at the core. It addresses jobs, training for employment, the development of new small to medium sized enterprises, planning, and regeneration, but never in isolation from each other.
- A Cultural Planning approach can be instrumental in mapping, nurturing, engaging and developing the potential creativity and resources of communities. The coincidence of rising interest in Cultural Planning and the requirements of Community Planning is a recipe for success in sustainable regeneration.
- The Cultural Planning approach has emerged as a way of enabling policy-makers to think strategically about the application of the cultural resources of localities and the delivery of policies capable of responding to local needs in a creative and flexible, bottom up way.
- At the heart of Cultural Planning is the idea of a territory as a living ecosystem, made up of diverse resources that need to be surveyed and acknowledged by the local community at large before policy can intervene.
- The central characteristics of cultural planning, as described by Franco Bianchini (1993) and Lia Ghilardi (2001) are a very broad, anthropological definition of 'culture' as 'a way of life', along with the integration of all aspects of local culture into the texture and routines of daily life in the locality.
- In this context culture is defined in a pragmatic way to include not only the arts and heritage of a place, but also local traditions, dialects, festivals and rituals; the diversity and quality of leisure; cultural, drinking, eating and entertainment facilities; the cultures of youth, ethnic minorities and communities of interest; the repertoire of local products and skills in the crafts, manufacturing and service sectors.
- Thus, Cultural Planning is not the 'planning of culture', but a cultural approach to locality planning and policy. In particular, Cultural Planning adopts a territorial remit and, crucially, it focuses on questions of what, for whom, and why. In this way, Cultural Planning can help policy makers to identify the *distinctive* cultural resources of a city or locality and to apply them in a strategic way to achieve key objectives in areas such as community development, place marketing and economic development.
- Whilst emerging Community Planning Partnerships in Scotland are grappling with issues of "how to" engage meaningfully with local people and develop community leadership, Cultural Planning offers the potential of participatory opportunities which develop leadership and management skills for a variety of social and cultural constituencies.
- A 'culturally sensitive' approach to local development such as this has at its core the potential of practically delivering on the social agenda and of bringing political (democratic) accountability and organisational accountability closer together.

### **2.3 A perspective from a leading local authority by George Black, Chief Executive of Glasgow City Council.**

George Black illustrated the steps already taken in Glasgow to provide a firm foundation for the flourishing of community led cultural generation. He noted the considerable progress made in ensuring a firm physical fabric to build on and emphasised the importance of ensuring that the focus now shifts to social regeneration through work by and with Glasgow's people. In the course of his presentation George referred to the following points:

- Significant progress has been made in relation to transport and education infrastructure in Glasgow in recent years
- Further progress is underway in respect of housing improvements particularly via co operation with the work of the Glasgow Housing Association
- The Glasgow Community Planning Partnership will build on the physical progress undertaken in recent years and will now focus on a social regeneration approach with Employability and the tackling of Drug and Alcohol abuse as the two main elements.
- Glasgow CPP partners are currently agreeing the priorities which will break down to a local level with a view to helping to change attitudes and culture and raise ambitions and aspirations
- New and refurbished sports and cultural facilities are being developed which offer a real opportunity for an even greater flourishing of Culture in Glasgow.
- Related programmes are being developed to ensure greater access for all citizens.

In answer to a question from the floor George further clarified his position as recognising the need to act now to rebuild Glasgow's cultural strength after a period of massive change.

### 3 PARTICIPATIVE WORKSHOPS

#### **Making it real -building on what's there and bringing it all together.**

After the introductory speeches and some brief discussion delegates participated in 4 workshop groups over 2 sessions straddling the lunch break.

The purpose of the seminar workshop sessions was to take participants through a model of the Cultural Planning approach as an illustration of how it might be used in involving the community and other key stakeholders in addressing real community planning challenges.

Working in small groups and with support and guidance from Fablevision workshop leaders and experts in the field of cultural planning, participants developed 'a Cultural Plan for Scotland'.



## 4 CONNECTIONS AND RESOURCES

### A summary by Liz Gardiner of Fablevision.

After feedback from the four workshop groups Liz Gardiner summarised the outcome of the workshop process and noted the vibrant image of Scotland emerging from the workshop discussions. In doing so she referred to the following points.

- The picture of Scotland drawn together from the four individual feedback reports presented a pretty vibrant looking Scotland with loads of wonderful projects.
- Each one started from identifiable potential resources - many of which first presented themselves at first as “problems” rather than positives.
- Each one:
  - was managed by and involved local people, artists and creative processes at the core
  - empowered people and developed community leadership
  - worked cross sectorally, with loads of potential for training and employment.
- Each one:
  - is sustainable, long term and builds ever outwards with potential spin off projects and benefits galore
  - addresses some (if not most or all) of the usual indicators on standard deprivation indexes
  - fulfils on all the objectives of emerging community planning partnerships and their regeneration outcome agreements

Liz went on to note that,

- We know that all of these potential resources (and many more) exist in our villages, neighbourhoods, towns and cities throughout Scotland.
- We also know that there are many projects up and down the country very like some of the ones we have created today.
- At the moment, however, those projects are isolated  
They tend to be regarded as one off's: - innovative, exiting but very risky.  
They are regarded as something “out of the ordinary” rather than the only reliable way of delivering on successful regeneration or community planning.  
Often, they don't know about each other so they can't learn from each others experiences
- There is a growing awareness of this nationally, and there are a number of projects which have been established to address the gaps including:

\* Connector ([www.connectorscotland.org](http://www.connectorscotland.org)) has been developed by the arts and communities association as a web based learning resource and the Scottish Centre for Regeneration within Communities Scotland has been working with us to gather case study evidence of best practice for both websites.

\* The National Cultural Planning Steering Group has been established help to mentor, monitor and develop cultural planning practice in Scotland. You can find out more about



the NCPSPG by emailing [liz@fablevision.org](mailto:liz@fablevision.org) or through the connector website and weekly newsletters.

However Liz concluded that:

- There is still one missing piece of the jigsaw. Cultural Planning is developed at the grass roots, but without top down policies that endorse the practice and (through all the statutory bodies from Communities Scotland to the Local Authorities), support, resources and underpinning, it cannot flourish. Without specific Scottish Executive policy backing, the status quo will continue. A recent Council of Europe sponsored report from Erikarts (Creative Europe), stated that 'without national policy, support and resources, all of these gorgeous outbursts will either remain as wonderful ideas or, by dint of Herculean passion and commitment from local people, artists and committed individuals within key agencies: they will bloom, then fade away and die.'

## **5 LINKING CULTURE AND REGENERATION**

**Alisdair McIntosh, Head of the Regeneration Section of the Scottish Executive**

Alisdair McIntosh noted that while many organisations are engaged in essential regeneration work the Scottish Executive does not yet have a complete answer to achieving and sustaining successful regeneration.

In addition to the work of other partners and colleagues in the Executive, he referred to the current Cultural Review and the view that culture should be at the heart of regeneration.

He stated that today's event was very timely. He went on to note that the 32 Regeneration Outcome Agreement's (ROAs) from the emerging Community Planning Partnerships provide a rich fund of information and that now is a good time to take stock.

Scottish Executive ministers are looking again at the regeneration outlook and how to ensure the most effective and supportive regeneration framework.

In the course of his presentation Alisdair noted the following points:

- The Scottish Executive does not claim to have all the answers on regeneration, or on how to link it with culture. Collectively, we know quite a bit about what works – and about what doesn't. But we are clear that there is no one-size-fits all "magic bullet" to renew and reinvigorate communities.
- Definitions are important. "Regeneration" is a word used very widely to describe a whole range of activities. For our policy purpose, it is not about activities, but about outcomes. We define it as the sustainable transformation of places, involving a range of outcomes across a range of domains that must all be present together if the change is to be sustainable.
- We are clear that regeneration has economic, physical, social and environmental aspects. It is about place, but it is also about people; about economic development, but also about community renewal and quality of life. The policy approach has to recognise and respect that balance.
- The same elasticity of meaning applies to "culture" The definition used by UK Government in recent consultation paper entitled "Culture at the Heart of Regeneration" is interesting for purposes of discussion today.

➤ *“For the purposes of this consultation, we have focused on cultural activities that encapsulate the whole cycle of creation, dissemination, exhibition, archiving and creative education across the following sectors:*

*Visual and performing arts*

*Audiovisual*

*Architecture and design*

*Heritage and the historic environment*

*Libraries and literature*

*Museum, galleries and archives, and Tourism*

*as it relates to all of these”*

- Lia’s description of cultural resources encompasses a much broader set of features, activities and even values. This raises some very interesting, and potentially quite difficult, issues including how to ensure that regeneration builds on the cultural resources that exist in communities.
- There are lots of good examples of culture components of regeneration, in the form of large-scale or iconic cultural assets - facilities and services - taking pride of place in approaches to regeneration and there are examples of more modest cultural initiatives and projects in specific communities being a driver for community regeneration.
- But what Lia and colleagues appear to be proposing is more ambitious than that. They are suggesting that an analysis of cultural resources – mapping – should inform the strategic processes that lead to regeneration initiatives, the design and delivery of services, the allocation of resources. And they are suggesting that this should be a driver for the Community Planning process.
- Today’s event is a timely discussion. By September, Communities Scotland hope to have completed negotiations with all 32 Community Planning Partnerships on Regeneration Outcome Agreements for 2005 – 08 this will be potentially powerful evidence base for considering how area-based regeneration initiatives across Scotland are addressing cultural issues and also for assessing how Community Planning is working in practice as a forum/process for drawing up local strategies in partnership with communities. Meanwhile, the Cultural Commission is due to report; and Executive will be reviewing how it approaches regeneration, and what its overall role in it ought to be at national level.

Alisdair concluded by congratulating SURF and the NCPSPG on their timely intervention in this debate. He then posed some questions that need to be answered and issues that need to be addressed before it is possible to judge what contribution a “Cultural Planning” approach could make:

- Whose culture is it anyway? Difficulties of definition. Is there a shared view?
- How, in practical terms, can/should local government and its partners engage communities on this territory?
- The risk of consultation overload or creation of confusion.
- What is the right level(s) of geography?
- Area-based regeneration focuses on the most deprived communities, at highly local level: “cultural planning” presumably covers wider territory. Implications? Is there a danger of spreading jam too thinly?
- The danger of raising expectations beyond capacity to deliver
- The risk of creating another bureaucratic, strategising process, or distracting from the business of creating real and positive change

In response to questions from the floor Alisdair stated that:

- The Executive is currently looking closely at the Regeneration Outcome Agreements, and explicitly at the level of community engagement evidenced in them.
- The Executive see greater flexibility in the approaches of Local Authorities as a key to reducing the degree to which available funds are ring-fenced for specific activities and outputs. He also noted that more consideration is being given to flexible funding focused on outcomes rather than tightly accounted funding in relation to output targets.
- In terms of longer-term commitment, the Executive is obliged to plan within the timescales of the UK funding arrangements. However, he emphasised that ministers are very clear that the process is a long one and must be supported and planned for as such.

## 6 FURTHER ACTION

As stated earlier, SURF's key role is reflecting on what works, and how innovation and experience might help inform further regeneration policy development, in addition to the production and circulation of this report. SURF has already made some contacts, and undertaken some specific activities, aimed at supporting the process of constructively linking Cultural Planning and Regeneration. We have;

- Used one of our SURF Networking Open Forum events to present the first public exploration of the Culture Commissions report in the practical context of Community Planning and Regeneration. The forum topic and content was well received and a copy of the July 1<sup>st</sup> Forum outcomes paper will be made available to all participants, SURF members and key decision makers.
- Continued to work with the National Cultural Planning Steering Group to support its emergence as the promoter of the integrity and potential of Cultural Planning as an important tool for community based regeneration.
- Engaged in discussions with relevant officers towards further linking culture and regeneration policy development.

SURF will continue to highlight the potential and practical application of the Cultural Planning approach as a means of meaningfully and creatively involving local communities in the plans and activities aimed at supporting their successful and sustainable regeneration. This part of SURF's wider programme for supporting a more holistic and community focused approach towards sustainable urban regeneration in Scotland.

In completing this report SURF would like to thank the speakers and participants who made the seminar a highly participative success. We would also like to thank Liz Gardiner and her staff from Fablevision who organised and delivered the participative workshop sessions.

Special thanks are due to Blake Stevenson Consultants, who provided sponsorship that enabled SURF to offer free places at this event to unfunded community representatives.

SURF's main sponsoring members are:

- The City of Edinburgh Council
- Communities Scotland
- Dundee Partnership
- The EDI Group
- Glasgow City Council
- Glasgow Housing Association
- Scottish Enterprise
- The Scottish Executive

**For clarification on any of the above, or to find out more about SURF and its work, contact [andyMilne@scotregen.co.uk](mailto:andyMilne@scotregen.co.uk) or call 0141 585 6848.**

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## Appendix 1 – Participants

<b>Name</b>	<b>Job Title</b>	<b>Organisation</b>
Lesley Thompson	Community Arts Manager	Aberdeen City Council
Pauline Edmiston	Transformation Team Coordinator	Church Of Scotland
Bridie Casey	Economic Development/Public Consultation	Clydebank Re-Built
Andrew Mulholland	Planning Officer	Dundee City Council
Merrill Smith	Development Manager	Dundee City Council
John Stanners	Communities Officer	Dundee City Council
James Dunlop	Communities Officer	Dundee City Council
Thursa Sanderson	Director	Drake Music Project Scotland
John Quinn	General Manager	EDI Group
Linda Brown	Senior Local Community Planning Officer	Falkirk Council
Lesley O'Hare	Cultural Services Project Manager	Falkirk Council
Iain S.N. McGregor	Development Manager	Fife Council
Lynn Leitch	Regeneration Manager	Fife Council
Isla Wilson	Commercial Manager	Fsquared
Marian Keogh	Executive Director	Glasgow Alliance
Nicola Graham	Development Manager	Glasgow Alliance
David Fletcher	Neighbourhood Renewal Manager	Glasgow Housing Association
Gordon Smith	Head of Neighbourhood Improvements	Glasgow Housing Association
Fiona Duncan	Communications Manager	Greenspace Scotland Ltd
Fiona Doring	Arts and Regeneration Manager	Impact Arts (Glasgow) Ltd
Marilyn Workman		Consultant
Bobby Fleming	Depute Director (West)	North Glasgow Housing Association
Joe Ferrie	Community Action Manager	Paisley Partnership
Rachel Jury	Communications Development Officer	Poverty Alliance
Eric Munro	Head of Community Development Finance	Royal Bank Of Scotland
Joan Parr	Head of Education	Scottish Arts Council
Geoff Huggins	Head of the Mental Health Division.	Scottish Executive
Bryan Beattie	Expert Adviser	Scottish Executive
Isla McAllister	Project Coordinator	SPARC Community Arts
Jeniffer Smith	Associate Director	Terence O'Rourke Ltd
Michael O'Donnell	Manager	West Dunbartonshire Partnership
Ken McKinlay	Head of Culture and Sport	East Renfrewshire Council
Morag McPherson	Open Museum Manager	Glasgow City Council
Kirsteen McDonald	Executive, Scottish Enterprise	New Lanarkshire House
Dr Russell Jones	Public Health Programme Manager	Glasgow Centre for Population Health
Kirsty Dawson	Community Planning Animator	CVS Fife
Lynn Wilson	Network Coordinator	North Glasgow Arts Regeneration
Charles Campion	Director of Community Planning	John Thompson and Partners
Stewart Christie	Regeneration Manager	Fife Council
Derek Suttie	Senior Community Education Worker	City of Edinburgh Council, Children and Families Dept
Tony Beekman	Education Worker	Falkirk Council
Cllr Roderick AJ Wallace	Councillor	Dundee City Council
Stevi Manning	Principal Policy Officer Arts Learning	City of Edinburgh Council
Councillor Chris Hind	Councillor	Dundee City Council
Dawn Watson	Consultation and Engagement Coordinator	East Ayrshire Council
Stuart MacKenzie	Partnership Manager	East End SIP
Kay McIntosh	Development Officer	South Lanarkshire Regeneration Partnership
Bobby Caldwell	Regional Manager	CSV Media
Jenny Attala	Policy Officer	Scottish Executive
Maddy Halliday	Manager	North Glasgow Social Inclusion Partnership
Russell McLarty	Chair	Royston Road Project
Helen Kyle	Director	Scotland in Europe
Moya Crawley	Community Representative	Roots in the Community
Gillian Morrison	Community Representative	The 3 C'S
Charles Bell	Arts Development Manager	Glasgow City Council
Joanne Orr	Director	Scottish Museums Council

## Appendix 2 – Seminar Programme

### CULTURAL PLANNING AND COMMUNITY PLANNING

#### *A RECIPE FOR SUCCESS*

#### **Purpose of the Day**

To bring together thinkers and practitioners in the fields of Cultural Planning and Community Planning with the intention of;

- Increasing awareness of the potential for addressing the challenge of meaningful community engagement in Community Planning, via informed use of the Cultural Planning approach.
- Enhancing the understanding and integrity of Cultural Planning as an effective strategy for building on what is real and valuable in Scotland's communities at a neighbourhood and city/region and national level.
- Enhancing appreciation of the process by taking participants through an illustrative Cultural Planning exercise, organised and facilitated by Fablevision.
- Indicating the resources and routes available for successfully incorporating Cultural Planning approaches in the practicalities of regeneration, inclusion and service delivery strategies.

The seminar programme is designed to be of interest to regeneration and community planning officers, cultural officers, artists and social entrepreneurs, community representatives, housing association and community organisation staff and directors and anyone interested in new approaches to inclusion and regeneration efforts.

#### **Programme**

10.00 Registration and coffee

10.30 Welcome and introduction – Andy Milne, SURF Chief Executive

10.45 Cultural Planning- a recipe for success – Lia Ghilardi, Consultant

11.00 Taking a lead – George Black, Chief Executive of Glasgow City Council

11.20 Coffee

11.40 Making it real workshop phase 1- Building on what's there

12.30 Lunch

1.30 Making it real workshop phase 2 - Bringing it all together

2.30 Linking Culture and Regeneration – Alisdair McIntosh, Scottish Executive Head of Regeneration

2.50 Connections and Resources – Liz Gardiner, Fablevision.

3.05 Summary and close – Andy Milne, SURF, Chief Executive.

3.15 End of seminar.



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