City: **Glasgow**

Integrated Action Plan for Urban Resilience

1. Introduction

Urban resilience is an important policy area for the city of Glasgow. The agenda is embedded in a range of policy frameworks including:

- The Resilient Glasgow Strategy
- The City Development Plan and supplementary guidance
- The Community Plan

Furthermore, urban resilience is a critical dimension considered through a number of strategic structures, which includes the:

- Community Planning Partnership
- Thriving Places initiative
- Poverty Leadership Panel
- Health and Social Care Partnership
- Local Resilience Partnership.

These efforts are directed towards a shared understanding of resilience as being the capacity of communities, organisations and systems to respond, recover from and grow stronger in the face of a range of chronic stresses and acute shocks.

Furthermore, these efforts are grounded on an understanding that greater resilience can only be delivered by:

- empowering communities to take action;
- unlocking new and creative place based solutions to urban challenges;
- innovating for fair economic growth; and
- fostering civic participation.

Locally, the Resilient Europe project is aligned with this policy context. From an early stage, deliberate efforts were made to ensure the project would really challenge our traditional ways of working. This principle was used to define the spatial focus of the project, which explores the Possilpark district of Glasgow. This is an area of the city that is disproportionately impacted by issues associated with multiple deprivation – i.e. high unemployment, low educational attainment, crime and vandalism, high proportions of vacant and derelict land, poor connectivity, and increased levels of environmental hazard.

We recognize that our more deprived communities often require more support from institutions to develop their resilience. At the same time, these communities can find themselves isolated or disengaged as a result of policy, planning or investment decisions. This presents a community-institution dynamic that is not conducive in terms of developing community resilience. Therefore, working with the Possilpark community was identified as an intervention that would challenge the systemic barriers that undermine resilience, whilst providing learning that could have practical applications at various urban scales.

Through coproduction with local stakeholders in the Ruchill and Possilpark district of Glasgow, the project has sought to build on the existing efforts of communities and institutions to explore new approaches for advancing resilience in the face of complex social, economic and environmental challenges.

2. Current Situation (stresses and shocks)

Traditionally, resilience has been seen as the responsibility of the emergency responders in Glasgow. We have advanced mechanisms for responding to emergency incidents, which have been tested by a number of acute shocks in recent years. However, it is the long term stresses that are weakening social, economic and environmental systems on a day to day and cyclical basis.

In 2013, Glasgow began a conversation about the resilience in the face of these long-term challenges. Based on the acknowledgement that community resilience in the face of Climate Change is a growing concern for the city, Glasgow successfully applied to become one of the first cities to join the Rockefeller Foundation's 100 Resilient Cities (100RC) Network. This represented a major step change for the city resilience planning and subsequent funding through the URBACT III Resilient Europe Projects and the Horizon 2020 Smart Mature Resilience project have allowed us to further interrogate and examine the resilience of our urban systems.

In September 2016, Glasgow released its first ever Resilience Strategy – a holistic document developed as a collaborative effort between city partners and stakeholders. The Resilient Glasgow Strategy is an attempt to proactively manage the inevitable shocks and stresses facing the city now and in the future.

The document is based on 4 local pillars of resilience:
1. Empowering Glaswegians
2. Unlocking Place Based Solutions
3. Innovating for Fair Economic Growth
4. Fostering Civic Participation.

The Resilient Europe project is an opportunity to apply this framework to a local level through focusing on the Ruchill and Possilpark communities which are affected by disproportionate challenges, including:

- Ruchill and Possilpark has the lowest life expectancy of all Glasgow neighbourhoods at 66.2 years for men and 73.1 years for women.
- A relatively high proportion of the population (30.2%)are limited by a disability.
- Employment rates are comparatively low (47.3%).
- A very high proportion of young people (24.5%) are not in education, employment or training.
- 100% of people live within 500m of vacant or derelict land.
- Single parent households form the majority of households (52.9%).

The particular shocks and stresses relating to this policy challenge are articulated in terms of people, place and institutions, as outlined below:

People
- Health inequalities.
- Low levels of social cohesion.
- Perceptions that strategy and policy are top-down processes
- High levels of poverty and deprivation that are increasing due to austerity measures.
- Increasing population.

Place
- Flooding and storm water management.
- Ageing infrastructure.
- Urban sprawl.
- Pollutants.
- Industrial contamination.
- High proportions of vacant and derelict land.
- Crime and vandalism.

Institutions
- Economic deficit, subsequent reduced budgets and available funds for investment.
- Reduced resource, weak partnerships and funding constraints.
- Change in political representation.

3. Working for urban resilience in urban living labs (co-creation, description of process in ULL = TM)

The local objective of this project is to strengthen urban resilience by building collaborative and adaptive capacity in the face of the multiple challenges outlined above. Local discussions have concluded that the integrated action plan need not explicitly focus on the challenges in order to build resilience in the face of them.

Preliminary engagement with local stakeholders suggested that the local shocks and stresses were already being addressed through a range of existing initiatives and structures. One thing that arose from discussions was the need for a different 'hook' that would engage partners and communities in resilience building efforts and avoid the risk of over-consultation.

This process has been informed by the Transition Management methodology. Local stakeholders have formed a group, also known as the ULG which has been tasked with exploring and developing the local action plan. The group has met formally at intervals of approximately 3 to 5 months, with smaller one to one conversations taking place in the meantime.

The ULG has been guided by the principles of participatory and collaborative design. This has been a particularly important part of the process and is an opportunity to actualize the principles outlined in the city resilience strategy. This approach is not without challenges, especially in terms of the long-established relationships and dynamics that exist between institutions and communities. However, efforts have been made to ensure the ULG has the right space for co-creation and experimentation in order to:

- Improve governance, communication and trust
- Try out new processes and procedures
- Create new mechanisms for partnership working.

Our process of co-creation has recognised that Glasgow has a rich policy landscape in relation to sustainability and urban resilience. The RESILIENT EUROPE project was delivered alongside a number of key strategic milestones which included:

- The development and release of Glasgow's first resilience strategy, a commitment as part of the city's membership of the 100 Resilient Cities network, pioneered by the Rockefeller Foundation.
- Development and adoption of the City Development Plan, in which resilience and sustainability are fully embedded.
- The development of the Community Plan, which requires commitment from all city partners to facilitate the development of more resilient communities.
- The Community Empowerment Act (Scotland) 2015, which places responsibilities on the public sector to facilitate community empowerment, and seeks to develop capacity within communities to take advantage of opportunities for change.
- The launch of a new Economic Strategy that articulates a need for inclusive growth, whereby all citizens benefit from the opportunities presented by economic growth.
- The development of the new Strategic Council Plan, through which the local government demonstrates long-term commitment to sustainability across all policy areas.

- Securing and delivering through the City Deal with the UK government, which will see the delivery of major infrastructural improvements.

These are just a handful of the initiatives that are contributing to a more resilient future. It doesn't begin to touch on the network of resilience projects and programmes that are currently being delivered by communities, private companies and third sector organisations.

And whilst the city has a formal visions and targets relating to the sustainability agenda, resilience remains a wicked problem – so called because of their resistance to simple solutions and the often tentative nature of our attempts to address them.

Furthermore, our thought process throughout our full resilience journey has challenged a deep routed assumption that fundamental societal changes relating to resilience can be engineered. This is where transition thinking has provided us with a useful framework for influencing, supporting and accelerating change. By providing us with a space to understand issues and assumptions, we have been able to challenge what can be a default mode of solution thinking.

And whilst Glasgow's overarching resilience strategy was developed through application of a number of diagnostic and decision making resources available through membership of the 100RC network, the RESEU project gave the city an opportunity to develop a more focused insight in terms of how societal change can be facilitated at local levels.

The six principles of transition management were fully embedded in the project. These include:

1. Getting insight into the system.
2. Aiming for system innovation in small but radical steps.
3. Giving room to diversity and flexibility.
4. Co-creation
5. Giving room to change agents
6. Facilitation social and institutional learning.

Early discussions were focused on understanding the different systems that were simultaneously challenging and facilitating urban resilience. These included institutional systems relating to collaboration between community organisations, competitive funding landscapes, and resource sharing. They also included the people and place based systems that present major stresses and strains on the daily life, such as: difficulties accessing employment; poor or expensive connections to the rest of the city; economic systems that force families to rely on foodbanks; or cultural systems that prevent social integration and lead to loneliness and division.

In one of our early meetings, one participant told us "if we try to change the world in one go we will fail, but if we take start small then we will make a difference". This has

been a guiding principle in Glasgow. For this reason, our experiments have varied in scale, with real effort paid to the interventions that have galvanized support and diverted from the norm.

Our early expectations of the project were for something that would deliver locally on the vision of the city's resilience strategy. However, embedding these principles in our project's ways of working meant that the project had space to evolve naturally. This led to the ULG agreeing that focusing on food systems would provide a frame of engagement for making tangible some complex concepts of system thinking.

This has been done through a four step process: orienting; agenda setting; activating; and reflecting. Our processed have focused on:

1. Orienting – As part of our membership of the 100RC network, early work was undertaken to develop a preliminary resilience assessment. This assessment was a city-wide collaborative effort to understand the policy context of resilience, assess the vulnerability of critical systems and assets, and define the shocks and stresses that threaten to weaken the fabric of the city. This output was used to inform orientation as part of the RESEU project, and was supplemented through the development of a baseline study.

2. Agenda-Setting - An initial local meeting brought together 12 participants from government, community planning, third sector organisations, social housing providers, educational institutions, police and the NHS. Through this workshop, representatives expressed commitment to the project and agreed on further engagement and conversations required in order to establish a way forward. This meeting was also used to identify and articulate our challenges and required shifts.
Our second meeting pulled together the same group of stakeholders plus additional members of the community to scenario plan, explore what is already happening in the area, who else needs to be engaged with, how RESEU can add value to existing activity and what actions should be prioritized. A vision was then created through a brainstorming process.
Subsequent work focused on identifying pathways for meeting that vision, which incorporated a combination of short-term, medium term and long-term experiments. This engagement was done on a smaller scale with individual members of the ULG, and in smaller sized groups in order to establish how experiments should be framed. Multiple experiments were identified, the feasibility of which was assessed prior to delivery.

3. Activating - the process of delivering these experiments provided opportunities for the ULG to develop collaborative capacity as a result of working together to deliver something new or different. This process has galvanized support from additional actors which form a useful network for future work.

4. Reflecting – A key element of this stage is understanding how the experiments can either be scaled up, replicated or used to inform decision making processes. The city has committed to publishing a project report that

disseminates learning and provides recommendations for elected members, decision makers and community groups.

4. The vision of Urban Resilience (vision and objectives)

The ULG decided to align the vision to that articulated in the city resilience strategy. That is:

'Glasgow is a thriving, inclusive and resilient city. We celebrate innovation, production and culture. Our future city is a fair society, where all Glaswegians can enjoy the best possible health and well-being, and have the opportunities they need for our city to flourish.'

Locally, this was nuanced through conversations around resilient urban food systems and captured through the statement that a resilient local area means '*empowering a healthy and fairer future through collaboration and coproduction'.*

The objectives that feed into this statement include:
1. Inspiring change
2. Promoting projects
3. Pursue new avenues that bring about change

Furthermore, the group has agreed that key opportunities for the integrated action plan should focus on:
- Breaking down barriers from the bottom up
- Release vacant and derelict land for environmental improvement
- Establish better links to educational programmes
- Raise awareness and pursue non-traditional funding routes
- Link up food growing projects
- Sweat the canal as an asset
- Capitalise on local knowledge

5. Pathways to Urban Resilience (actions for people, places, institutions)

Pathway	Key Actors
Pathway 1: Use existing assets to create healthy, safe and inclusive spaces for the community to network. Specifically, this will involve creating a community food hub where resources, food and ideas can be shared. This should support food projects that serve disadvantaged	Glasgow City Council University of Strathclyde GCPH Greenspace Scotland PROPAGATE

communities, promote social enterprise, reduce waste, and link to food banks. **Experiment 1:** Seeking to secure the use of vacant local shop on Saracen Street as a resilient food hub that is managed and promoted by community members.	Lambhill Stables
Pathway 2: Unlock the community, environmental and economic potential of Vacant and Derelict sites for resilience building activity. Specifically, this will look to explore potential for temporary repurposing of private or publicly owned land that serves that is either lost space or stalled space. This should focus on areas of land that do not serve the purpose for which they were originally intended, and cannot be brought into valuable use without significant investment. **Experiment 2**: Seeking to redeployment of surplus council container to be sited on V&DL for use as a pop-up re-use restaurant. **Experiment 3:** Soup Bike – community engagement whereby fresh soup made by community groups from locally grown produce is distributed via a bicycle to local people. Conversations focus on food resilience, sustainable transport, growing opportunities and community development.	Glasgow City Council University of Strathclyde GCPH Greenspace Scotland Propagate Other organisations involved in food recycling/sharing.
Pathway 3: Build capacity amongst citizens and decision makers through co-production. In particular, this pathway looks to break down the barriers to collaboration between different communities, or between communities and institutions. This approach should bring together groups that do not traditionally communicate through healthy dialogue. **Experiment 4:** Film night – community engagement night that brings together elected members, community groups and local residents to watch short films about urban food resilience. Followed by a discussion session and a meal made by community groups from locally grown produce. **Experiment 5:** Food portraits – learning from Vejle's experiment whereby photographs of local people are taken and displayed publicly, we have interviewed local community groups and created large portraits celebrating community 'food heroes'. Photographs are displayed in prominent community spaces, after which they will be given to each individual resident. **Experiment 6:** Exploring the creation of a cookbook whereby community recipes are shared and made available to the whole community for free.	Glasgow City Council University of Strathclyde GCPH Greenspace Scotland Propagate Concrete Garden Allotments Lambhill Stables NG Homes & others NGCFI Milton Food Hut NHS Scotland Food Banks

Experiment 7: Developing and publishing a 'Possil Food Map', an A3 brochure that uses colour coding to make accessible landmarks, assets, projects and places of interest in relation to urban food systems. This will contain contact details and an outline of activities and will support food resilience both in terms of short term emergency needs (i.e. locations of food banks) as well as projects and opportunities that communities can get involved with.	

6. Monitoring and assessing the progress towards urban resilience

Pathway/Objective	Indicators (Specifics to be defined)
Use existing assets to create healthy, safe and inclusive spaces for the community to network.	• Number of different communities involved in decision making processes • Number of different communities utilizing existing spaces • Number of community assets owned by communities • Quality of spatial connections between wards • Quantity of visitors to the space • Perceptions from communities • Perceptions from institutions • Narrative of the political interest in the local area
Unlock the community, environmental and economic potential of Vacant and Derelict sites for resilience building activity.	• Area of land unlocked on temporal basis for connectivity and/or community use • The local economic impact of new vacant land unlocked (jobs created and training opportunities • The number of social enterprise generating income from V&DL activity • The area of land used for multi-functional social, economic and environmental benefit • Number of place-based improvements
Build capacity amongst citizens and decision makers through co-production.	• Increased number of local people in education and formal training (16 +) • Number of community based organizations working together at a local level.

7. Experimenting for urban resilience (description of experiment and lessons learnt)

As of October 2017, Glasgow's experiments have yet to be delivered in full. They are in the pipeline and are being prepared for delivery. These experiments vary in scale and include:

7.1 **Experiment 1**: Seeking to secure the use of vacant local shop on Saracen Street as a resilient food hub that is managed and promoted by community members.

In Possilpark, food retail options comprise largely of:
- Fast-food takeaway shops selling food high in saturated fats.
- Small convenience stores with small selections of fresh produce at relatively high prices.
- A Chinese 'cash-and-carry' selling a diverse range of fruit, vegetables and meat. It is frequented mostly by visitors to the area rather than locals.
- Public houses which offer some hot meals.
- A number of cafes selling soup, filled rolls and salads.
- A discounted supermarket (Lidl), which sells mostly imported produce that has been manufactured or grown overseas.
- Other local retailers including a popular butchers.

Whilst this provides some choice for local communities, many of the options are considered too expensive with food poverty a prevalent issue and reliance on food aid a growing trend. At the same time, the local community is dependent on the security of global systems and therefore vulnerable to economic and environmental shifts.

Simultaneously, a number of community growing projects exist locally which, though popular as community development interventions, are struggle to secure long-term funding to be self-sustaining in the long-term. A huge opportunity exists to connect these projects to the local food system, supporting income generating activity and addressing many of the resilience challenges already discussed.

Experiment 1 was identified by the local group as a positive intervention that could support this transition. And whilst efforts have been made to deliver this experiment in full, it has not yet been possible due to major challenges associated with negotiating the temporal use of privately owned vacant retail units. However, the process of attempting to deliver this experiment has galvanized further buy-in and support from organisations, influential decision makers and researchers. The role food hubs should play in deprived communities is now embedded in mainstream strategy and has been identified as a longer-term action for the city.

7.2 **Experiment 2**: Seeking to redeployment of surplus council container to be sited on V&DL for use as a pop-up re-use restaurant.

This experiment was identified as an interesting opportunity, based on the 'dumpster dining' movement in the USA whereby surplus and out of date food is

used to provide meals to local communities. The local group suggested this opportunity could be sited on vacant and derelict land as a way to highlight its potential and support longer-term unlocking of spaces.

After delivering a pilot experiment in the city center at Glasgow Green, one of our urban parks, the local community is now engaging with the owners of vacant and derelict land – with support from the council – to identify a suitable space for the experiment to be delivered.

7.3 **Experiment 3:** Soup Bike – community engagement whereby fresh soup made by community groups from locally grown produce is distributed via a bicycle to local people. Conversations focus on food resilience, sustainable transport, growing opportunities and community resilience. Responses were recorded through a digital recorder and will be made into a podcast at a future date.

Conversations were structured around 3 questions:
- Can you share with us a favourite food memory?
- Do you have any food worries?
- What do you think the food needs of Possil are?

Overwhelmingly, responses focused on food poverty, dependence on food banks, the affordability and availability of quality healthy food, and accessibility of shops for the elderly and infirm. And whilst community aspirations touched on the desire for affordable and locally grown food, communities want to see a space where they could meet their neighbours, share food and connect with other communities.

8 **Experiment 4:** Film night – community engagement night that brings together elected members, community groups and local residents to watch short films about urban food resilience. Followed by a discussion session and a meal made by community groups from locally grown produce.

A challenge recognized both by the ULG and in the Resilience Strategy is the need for communities to understand and interpret the local implications of global resilience challenges. A number of films relating to the risks associated with global food systems were identified. These films, which are particularly interesting and stimulating, have been used to bring together community groups and generate useful discussions.

9 **Experiment 5:** Food portraits – learning from Vejle's experiment whereby photographs of local people are taken and displayed publicly, we have interviewed local community groups and created large portraits celebrating community 'food heroes'. Photographs are displayed in prominent community spaces, after which they will be given to each individual resident.

In Possilpark, there are currently over 20 local food projects. In addition, consultation through the food bike experiment revealed a wealth of local and interesting stories. This experiment involves capturing these personal stories and showcasing them through the production of individual large portraits. The output is a celebration of culture and community.

10 Experiment 6: Exploring the creation of a cookbook whereby community recipes are shared and made available to the whole community for free.

The ULG recognized that the local area is awash with different cultures, as a result of inward migration from other parts of the world. However, community integration was recognized as an ongoing challenge that is reinforced by local economic and social systems.

The creation and publication of free recipe cards was identified as a fun way of highlighting the different local cultures in existence in the community, and encourage social integration. This experiment will lead on the from Food Portrait experiment, and will be developed through engagement with local cultural networks.

11 Experiment 7: Developing and publishing a 'Possil Food Map', an A3 brochure that uses colour coding to make accessible landmarks, assets, projects and places of interest in relation to urban food systems. This will contain contact details and an outline of activities and will support food resilience both in terms of short term emergency needs (i.e. locations of food banks) as well as projects and opportunities that communities can get involved with.

So far, a number of lessons have been learnt from the engagement process. These relate to:

- **Instutitional Barriers**. The capacity of local government to fully commit to the project has been impeded by tight resources. Engaging senior management and other teams in the council who not do not see an obvious link between the project and their day-to-day jobs means that gaining long-term buy-in remains a challenge.
- **Over-consultation of Community**. The community and local organisations have been subject to intensive consultations on a range of issues. As a strategic priority area for change (Thriving Places), local agencies in Possilpark have been working to define action plans that improve opportunities and address long-term challenges in the area. In addition, investment in the public realm, housing and other community focused programmes have resulted in some consultation fatigue.

- **Lack of a Food Poverty Strategy**. Glasgow is well aware of the need to reduce health and wealth inequalities. Indeed, creating a fairer and more equal society underpins all of the city's strategic planning efforts. Despite this, Glasgow is yet to agree on a consistent and coherent approach for tackling food poverty. This has created a number of barriers for this project:
  - Understanding stakeholders to bring together in dialogue and through what frames of engagement.
  - Defining and agreeing on priorities (i.e. reduce poverty and the impact of poverty in Glasgow, by making it easier for people to access affordable, nutritious food within their communities).
  - Identifying reporting mechanisms.
- Defining an approach to **monitoring/evaluating** the impact of the pop-up idea in order to assess success and whether the approach should be replicated in other areas.
- **Procurement and Legislative Barriers.** Delays have been associated with procurement and legal barriers to using land that is in private ownership and either earmarked for development or being marketed for alternate use.
- **Stakeholder engagement.** A number of positive key learning points have arisen from engagement. Predominantly:
  - Will and capacity exists amongst local stakeholders. However, new mechanisms are required for releasing this capacity.
  - The link between food resilience and physical/social regeneration is well understood.
  - Capacity for growing space exists but there are challenges in terms of temporal land use, contamination, skills and training and accessibility of private space.
  - Community groups want to participate in a dialogue and find opportunities for working together. However, competitive funding constraints make this difficult.
  - There are well-established food resilient components to the work of local organisations (growing, food sharing, skills and training etc.) but it is difficult to connect these projects through a long-term sustainable approach.

The experiments have been designed to specifically address these challenges and capitalise on the opportunities that they present.

8. Conclusion (relation of IAP with other strategies in the city)

The project is consistent with a number of strategies. Building more resilient communities is an embedded principle of the emerging strategic council plan 2017-2022. Furthermore, strengthening capacity of communities is a priority theme of the new Community Plan as promoted through the Community Empowerment Act. The Poverty Leadership Panel and the People Make Glasgow Fairer Strategy adds further

weight to the agenda by looking to tackle long term-equalities by strengthening social infrastructure as well as systems that empower and support communities. The City Development Plan (3) is an enabler for this agenda, seeking to strengthen the fabric of the city with an aspiration for creating and maintain high quality, healthy places and a compact city form that supports sustainable development. This agenda is supported by the Our Resilient Glasgow Strategy Climate Ready Clyde, the City Deal, the Glasgow Economic Plan the Housing Strategy, and the Tourism Strategy.

The delivery of the IAP is dependent on securing funding from external funding steams. These schemes are currently being scoped out and assessed and include linking in to existing Horizon 2020 project funding and City Deal programme delivery. Additional opportunities such as funding through the Scottish Government to support community development and the Climate Challenge fund, is being identified and will form part of a medium-term costed plan.