Govan Graving Docks Heritage Park

A conceptual proposal for the redevelopment of Govan Graving Docks in Glasgow as a shipbuilding and maritime heritage park

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Executive Summary

This paper presents a conceptual proposal for the redevelopment of the Govan Graving Docks in Glasgow as a shipbuilding and maritime heritage park.

The heritage park proposal puts forward a mix of residential (berths for live-aboard boats) and small-scale commercial development complementing an area of public realm quaysides, landscaped gardens, market space, ecology and nature reserve areas and museum heritage displays and exhibitions including restored vessels.

The wider context of previous development proposals for Govan Graving Docks and the socio-economic impact of the proposal is acknowledged and addressed, as well as the need to include community stakeholders moving forward. The challenges that will be faced in seeking to create a heritage park development will also be identified with a view to soliciting expert feedback.

The proposal makes as it's core assertion that there is an inadequate level of recognition in Glasgow of the city's shipbuilding and maritime heritage and that a heritage park at Govan Graving Docks would address this in a way that befits the key role these industries played in the city's history and growth. Glasgow is synonymous the world over with shipbuilding and related industries however very little trace of the city's industrial past remains. Govan Graving Docks is the only remaining major industrial dock complex on the Upper Clyde that has not been filled to make way for modern developments and may represent the only remaining opportunity to create a heritage site of this kind. Such opportunity would be permanently lost were the site used to create luxury housing. While new housing development will be very necessary in the years to come there is adequate derelict or disused land elsewhere in Glasgow with little historic interest and which is more suitable for extensive construction. Furthermore waterfront housing developments tend to be at the premium end of the market and this is not where housing supply inadequacies are currently found.

Glasgow is widely associated with shipbuilding and maritime industries as well as more recently with the industrial decline that the industries left in their wake. Clyde-built ships travelled throughout the world and were instrumental in development of the British Empire and trade with the colonies and other overseas territories. It is therefore apparent that there is an opportunity to develop this heritage in a way that appeals to a wide range of interests. While other cities with notable maritime heritage (for example Dundee [26], Liverpool [27] and Cardiff [28]) have developed their waterfronts extensively in a way that celebrates their

maritime past there is very little development of this kind in Glasgow and no coherent strategy for the development of the city's waterfront overall.

Wider spatial planning for Glasgow waterfront is outside of the scope of this paper but it is hoped that future strategy development by local planners will have a positive impact on the future of Govan Graving Docks. It is also possible that a development of Govan Graving Docks that is founded on heritage and conservation will have a positive influence on strategies for other developments along the Clyde Corridor in the future.

This paper does not answer all of the questions the proposal raises nor are the questions raised an exhaustive list of the challenges that must be met if a heritage park is to be delivered but it is hoped it will bring on board serious engagement from those with the resources and expertise necessary to assist in making a heritage park a reality.

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1.1 Introduction

A key feature of the heritage park would be the pump house building. Renovated it would include a visitor centre with displays on the history and past use of Govan graving docks, interactive media and large screen displays. A café and visitor information service would also be included. A conservatory would be added to the building for additional café space and outdoor seating on the quay would offer excellent views of the River Clyde and the skyline.

The proposal would create an appealing new urban quarter for this part of the city that would draw tourists, residents, locals and visitors from surrounding areas, as well as accommodating micro-enterprises. This would be done in a way that celebrates the history of the site and the wider maritime history of the Clyde.

The proposal puts the heritage park space as its main aspect, ensuring only the inside periphery of the complex adjoining Govan Road is subject to any permanent construction redevelopment. For this the proposal includes a row of low-rise commercial blocks along the Govan Road wall of the complex. This is intended to create a commercial hub quarter without altering the character of the historic site and also to enhance the social capital and commercial viability of the park. The concept is developed in a way that will complement the docks – using a deck level and balconies the quarter is given a look reminiscent of a ship. Breaking this up into 4 buildings also allows for the park site to be opened onto Govan road, creating an appealing gateway rather than a barrier, and reduce blockage of sunlight.

No. 3 dry dock (nearest to Govan Rd) would be used to create an innovative floating small business community with workspace barges, floating gardens and stepped gardens on the dock walls. The barges could accommodate small offices, creative studios and co-working spaces as well as storage for tools and materials needed to maintain the dock gardens. The floating installations would be accessed via pontoons from the existing dock stairwells.

Other area of the park would include landscaped gardens, nature reserve / ecology areas, market huts and street food stalls. A restored ship would be berthed in no. 1 dry dock as a floating bar/restaurant. The basin to the west of the docks would be used to create a marina for residential moorings.

No. 2 dry dock would be used for graving work on restoration project vessels and when not in use would be drained to show the structure of the dock. It could also be used as a berth for visiting ships.

The commercial units, market huts as well as the park itself would create many employment and business opportunities.

The key features of the park proposal:

- Commercial blocks on Govan road surrounded by a deck at street level
- □ Workspace boats and floating gardens in no. 3 dry dock
- □ Market stalls and parkland on the quay between dry docks 3 and 2
- Clyde maritime history exhibition in marquees on the quay between dry docks 1 and 2
- Pump house visitor centre and cafe
- Marina in the basin for residential and visitor moorings
- Nature reserve / ecology park areas alongside the basin

1.2 Location and Background

Govan Graving Docks is located at the corner of Stag Street and Clydebrae Street in the Govan district of Glasgow, Scotland. The complex is comprised of three dry docks and a basin. While a number of buildings were previously situated on the site only one, a sandstone pump house building, now remains though it is in a severely dilapidated state.

Built for the former Clyde Navigation Trust, the site operated as a working dry dock complex until its closure in 1987. When constructed the docks were capable of accommodating the largest ships in the world of the time and dry docks nos. 1 and 3 were the deepest dry docks in Britain when they were opened [1].

The graving docks or dry docks were used for the maintenance of the exterior of ships hulls, i.e. graving work, which involves primarily removal of rust and barnacles and repainting of the hull. The pump house building as its name suggests housed the pumping machinery and control systems for the pumping of water in and out of the dry docks to drain and fill them.

1.3 Present Condition of the Site

Govan Graving Docks is a Grade-A listed site as is the remaining pump house building and is identified in the Registers for Scotland as being at risk [2].

The pump house building is in a very poor state of repair. The roof tiles are all missing and there is a crack on part of the wall that appears to be a result of subsidence. Subsidence is evident throughout the site particularly at the end of the quays where there are shafts and cavities housing mechanical installations beneath the quays. There is a large crack down the wall at the end of one of the quays at the entrance of the canting basin and this is clearly visible from Pacific Quay opposite.

It is clear that a considerable amount of structural and especially cosmetic remedial work will be necessary before the site can be safely put to use.

1.4 Context of Previous Maritime Museum Proposals

At least two proposals for maritime heritage developments at Govan Graving Docks were put forward in the past. However despite being granted planning consent by the former Glasgow District Council they did not proceed. Lessons need to be learned from the barriers to implementation of these projects if this heritage park proposal is not to similarly fail. Thus business plans for the current proposal will need to be developed with the context of these previous plans given due consideration. More details of these proposals are outlined in the following section – 1.5 Previous Plans for Development of Govan Graving Docks.

1.5 Previous Plans for Development of Govan Graving Docks

Previous heritage plans for the site will need to be addressed and in particular the reasons why these were ultimately not able to proceed. The proposal will also need to address the context of previously shelved proposals for housing development as well as those that may be in the pipeline. It also need to be recognised that the site is privately owned and that developers are fully entitled to do anything with it for which they can obtain detailed planning consent.

A summary of historic planning applications for Govan Graving Docks is included in appendix-3

1.5.1 Previously Proposed Heritage Developments

A bid was made in 1989 for the redevelopment of Govan Graving Docks as a maritime museum. Records of this proposal are scant however the issues surrounding it were reported in the Glasgow Herald on November 2nd 1989 [3].

The 1989 plan involved a bid for compulsory purchase by The Clyde Ship Trust. It was alleged that that the owners of the site at that time Windex Ltd, which also had plans to develop the site, had allowed the site to fall into disrepair "in direct contravention of the statutes concerning the maintenance of A-listed sites.

There is reason to suspect that such negligence on the part of consecutive owners of the site has persisted since the docks ceased operation and right up to the present day. Indeed the 1989 bid for a maritime museum shows several parallels with this proposal - which too is in direct competition with plans of owners and municipal zoning for the site to be completely redeveloped for primarily residential and office use. It is also a precedent case for any attempt that might be made by a trust or other organisation to seek to take over the site by compulsory purchase in the future.

A subsequent bid was made that involved seeking to bring the Royal Yacht Britannia to Glasgow to be permanently berthed at Govan Graving Docks however Glasgow lost out to Edinburgh and the Britannia now resides at Leith Docks [4].

1.5.2 Previously Proposed Housing and Commercial Developments

Although the heritage park proposal is opposed to any kind of major residential or commercial construction development of the site, plans for such development have been put forward in the past, are currently in the pipeline (though it is unclear what stage they are at) and may be put forward again in the future. It is thus important that the arguments for a heritage park also address the counter arguments for modern redevelopment of the entire site.

It has been clear from developments elsewhere that modern redevelopments, particularly those completed in more recent years, tend to have an overall positive economic impact and generally increase the desirability of locations in which they are developed. Industrial dockland areas of cities such as London and Liverpool for example have been transformed into desirable modern urban quarters. Canary Wharf in London has completely transformed the surrounding areas as well as creating a new central business district in the East End of London.

In general residential waterfront developments tend to follow a very similar template of medium rise apartments blocks being built encapsulating a dock structure that may or may not have the quayside retained as a public footpath. Often there is very little in the way of shops and other amenities contained within such developments and thus little to attract anyone other than residents. While this may create a desirable living space it also has the effect of isolating or restricting parts of the dockland waterfront areas from public access. Waterfront residential developments carry the perception of being expensive and exclusive places to live and thus the impact on an established community may not be entirely positive unless they contain an adequate level of affordable housing.

1.5.3 City Dock

Designed by architects Valode and Pistre [5] the City Dock was a proposal for the redevelopment of Govan Graving Docks that would have involved the filling in of two of the dry docks and the basin while the middle dock would have been retained. In what would have been a complete alteration of the character of the site, the proposal included a hotel, shopping centre, residential units and offices. It appears that financial constraints were the main reason this project did not go ahead.

A number of images and 3D renderings of the City Dock plan can be found on the Skyscraper City Forums [6]

Looked at in isolation the City Dock plan was clearly an ambitious proposal that was both attractive and well conceived in pure urban regeneration terms. However the location of the proposal and wider context did not appear to fully address issues of conservation and Glasgow's maritime heritage.

This also needs to be considered in the context of just how extensively Glasgow's maritime and wider architectural heritage has already been cleared and erased to make way for newer developments that in the past transpired to have very mixed successes. An example of this was the enthusiasm with which high rise flats were built throughout the city at one time – an ambitious vision of urban planning that has since transpired to be a failed experiment and has now led to the demolition of a large number of buildings that are structurally intact but for socioeconomic reasons are no longer desirable.

Had the City Dock plan proceeded it is not clear what wider long-term benefits this would have brought to established communities in the Govan area.

1.6 Consultation

There is a diverse range of views about how Govan Graving Docks should be used and these should be taken into account in order to develop a finalised plan that accommodates as many of these as possible and involves the community in shaping the future of the site. It is hoped that those reading this paper will have the opportunity to participate in developing a strategic plan for a heritage park if they so wish.

1.7 Local Government Spatial Planning

The heritage park proposal plans will need to take account of and be addressed by wider spatial planning for the waterfront area that is undertaken by Glasgow City Council.

Glasgow City Council is currently undertaking a Local Development Plan for the city and the consultation period has recently closed [9].

2 Park Design Concept

A 3-D model of the heritage park concept has been created with Sketchup. It is intended that the description presented forthwith be read in conjunction with a study of that model to enable a clearer spatial visualisation of what the heritage park concept entails. The model can be downloaded from the *resources* page on the campaign blog [7]

As well as a potential template for implementation, it is hoped that this concept will help guide wider contribution to elaboration or development and presentation of other ideas for use of space in the park.

2.1 Govan Road Wharf

Along Govan Road will be a row of low-rise commercial units. The basement level will have commercial units opening onto the quay along no. 3 dry dock while a mezzanine/deck level will open the park onto Govan road with more commercial units on this level facing over the docks. In the centre of this a wide flight of steps down to the quay, along with two elevators for mobility access, will form the main park entrance from Govan Road.

This would be the only permanent new build construction that would be permitted in the park site. It is proposed that this row be named "Govan Road Wharf".

New build construction on the site will be confined to this row on the quay between Govan Road and no. 3 dry dock. A number of options were looked at in developing the concept. The proposal is for a row of four three-story buildings along the Govan Road edge of the park, from the corner of Stag Street along the quayside of no. 3 dry dock. This should be constructed from sandstone or use sandstone cladding with rustic-style wooden finishes on the front of the units. A wooden deck would surround these opening the park onto Govan Rd at street level with a wide flight of steps in the middle leading down onto the quay. The deck would run most of the length of the quay with a design based on the deck of a ship.

This would comprise units for shops, bars, cafes, restaurants, small offices, galleries, studios and creative spaces. There could also be roof gardens on these buildings. The buildings would be set away from the boundary wall with bridged deck access from Govan Road. The top tier would have balconies and along with the deck these would offer vantage points over the park and space for outdoor café/bar seating. A covered terrace area would be created on part of the deck between the two Western buildings to provide a sheltered seating area with the units opening onto this being allocated for restaurant tenants.

Govan Road Wharf will create up to 50 units for the following potential uses.

- Restaurants
- Bars
- □ Cafes
- □ Independent shops
- Art galleries / studios / creative spaces
- □ Small offices
- Business incubator and co-working space

There would be specification in the title deeds of the park that these units would only be leased to small businesses and not major retail or fast food chains, with first preference given to new start business owners from Glasgow. The nature of these businesses would also need to correspond to a tasteful heritage theme thus no "greasy spoon" cafés, "pound shops" or other such "low grade" retail uses. The intention is to create a quarter that is stylish and appeal to local residents, visitors from other areas and tourists alike as well as contributing to the social capital and desirability of the local area. Food businesses establishing in this quarter would also be encouraged to focus on healthy food using sustainable, local produce where possible and to offer an eclectic variety of Scottish and international culinary styles.

The basement level units would open onto the quay where spaces between the dock stairwells would enable use for additional outdoors seating where required.

Near the Eastern end of this quay is a large shaft. This would be filled with water to create a pond with small rafts installed for plants and birds. Further to the east of this a small fenced nature reserve area would be created, surrounded by pathways opening the park at the corner.

Creation of this will depend to a great extent on the structural integrity and load bearing capacity of the quay alongside Govan Road and whether any structural reinforcements and foundations that it will require can be made without exceeding acceptable alteration of the quay structure. An alternative may be for this to be created with bespoke free standing structures however the technical challenges of this will need to be addressed by architects and structural engineers at a later date when firm proposals are in place.

2.2 No. 3 Dry Dock

Proposed name: Robert Napier Dock

It is proposed that this dock be named after the engineer Robert Napier who owned a nearby shipyard at one time and was one of the leading pioneers of shipbuilding on the Clyde [8].

This dry dock would be used to accommodate floating gardens, bird rafts and barges that would serve as working space. There could also be allowance for some live aboard vessels in this dock. The intention is that the floating offices, based on wide berth canal boats would serve as office space for small businesses, micro-enterprises and co-working space. There could also be a floating canteen on one of these vessels. One of the challenges presented will be in actually finding such vessels to use though if insufficient numbers can be found for purchase or renovation they could be built to order. The cost of this will need to be addressed in implementation plans. Alternatively the park could simply provide berth space for such vessels, leasing moorings to the owners.

There would be stepped gardens created on the walls of this dock with a variety of plants growing in wooden boxes. If it is feasible this could include fruit and vegetables for use by food outlets in the park.

The existing dock stairwells would be adapted for access to pontoons. This would require the dry dock to have its water level controlled below river level. In order to accomplish this, while still allowing vessels to enter and exit the dock, it will be necessary to install an additional caisson gate at the end of the quay to create a lock. Doing this would allow vessels of up to 30m in length to access the dock.

Two footbridges would be added across the middle of this dock.

2.3 Quay Between Dry Dock 2 and 3

Proposed Name: Market Quay and Gateway Garden Quay

The quay between nos. 2 and 3 dry docks, which has effectively a road extension of Clydebrae Street running into it, would be used to create a market space with huts for traders and food stalls. This concept has been inspired in part by the markets at Camden Lock in London. It is envisaged the huts would be equipped with solar panels for individual power generation to provide power for tills and other uses. The market huts would be leased to small businesses under flexible lease terms for businesses such as art and craft products, Boutique clothing, deli foods, etc.

The quay would also include around 16 stalls for street food outlets. These would also be leased to small businesses that would be encouraged to use healthy and sustainable/organic local produce.

A row of picnic tables would be added along side the dry docks on this quay and these would be covered by outdoor canopies for all weather use throughout the year and would provide seating for customers of the street food stalls.

Market stalls, catering stalls and picnic tables would all be sourced from suppliers that use certified sustainable wood sources and from forests within the UK.

This quay extends beyond the end of dry dock 2 where it is flanked by (the much longer) no. 3 dry dock and the river. This part of the quay would be transformed into a landscaped garden quay with garden areas surrounded by trellis fences and planted with a variety of shrubs and trees, including apple, cherry and other fruit trees. It is though the lawns could comprise a mixture of turf and moss lawns and would have maritime artefacts arranged with plants growing in them, as well as flowerbeds. The proposal only presents a strategic overview of what the garden would entail and it is intended that persons with expertise in this area would develop the detail of how this garden will be organised if the heritage park goes ahead. At the end of this quay a bridge would link the park to Pacific Quay providing pedestrian access.

2.4 No. 2 Dry Dock

Proposed Name: James Deas Dock

James Deas [9] was the architect of this dry dock and it is proposed the dock be named after him.

This dock would have a multi use purpose including the following options.

2.4.1 Graving Work

Use for graving work on historic preservation ships. Rental of commercial dry docks for working on ships hulls is generally expensive. The opportunity here would be to create a more affordable facility for those involved in restoring ships as museum pieces or for other heritage / conservation purposes and any others who require a facility for graving work.

In order to avoid using the quays any equipment required for graving work would be floated into the dock on barges along with the ship that is being worked on.

This would enable graving work to be showcased for park visitors, enabling them to see the skills and processes involved in the context of a maritime heritage setting.

Also with the Glenlee and the Waverley both based/berthed nearby this could prove an attractive facility to offer their respective owners.

2.4.2 Other Uses

This dock could also serve as a berth for visiting ships and when not in use it could be drained to enable park visitors to see the entire structure of an empty dry dock.

2.5 Quay Between Dry Docks 1 and 2

Proposed name: Maritime Quay

This quay would form the main showpiece of shipbuilding heritage. A long free-standing building or marquee running most of the length of the dock would house a permanent walk-through exhibition that charts chronologically the history of maritime and shipbuilding industries on the Clyde. This building would be installed with solar panels and storage cells to provide its electrical power. This exhibition would start at the very earliest maritime developments on the Clyde, the shipyards in their height and right up to the present day and redevelopment of the waterfront.

The exhibition would include:

- □ A walk-through history profile of the Clyde's maritime and shipbuilding history
- Museum artefacts
- Model ships
- □ Interactive media displays
- Models of the waterfront at different periods
- Archive photographs and footage of the waterfront and dock areas

2.6 No 1 Dry Dock

Proposed Name: Alex Lister Dock

It is proposed that this dock be named after Alex Lister, the co-architect who designed it along with James Deas [2].

This dock would be used to accommodate a floating bar and a restored ship/converted ferry that could include restaurants and conference/banqueting facilities. A small or mid sized decommissioned ferry could be considered ideal for renovation for this purpose and it is understood that Caledonian Maritime Assets are replacing several vessels in their fleet in the coming years which could present opportunities to acquire a vessel [10]. This could either be owned by the park trust or berth space could be given to a third party preservation trust with a suitable vessel.

Smaller restored boats, such as a Clyde Puffer if available could also accommodated in this dock as exhibits. If none can be found for restoration then a full size replica of a Clyde Puffer could be custom built.

A decked area on two levels has been included at the head of this dry dock in the concept model. At quay level this would provide additional public space as well as a lower deck inside the dock above the maximum high tide level. This would be for public access and could have mixed use e.g. for hospitality, functions, etc and could serve as extended space for the bars/restaurants in the floating facilities. It could also be used for temporary art exhibition space. Structurally this may need to be protected from risk of damage from vessel impacts by installing reinforced beams and fenders across the dock.

2.7 Pump House

The pump house would be renovated as a visitor centre and café.

The visitor centre would provide information about the park and include information boards, interactive media and large screen displays of the history of the Govan Graving Docks. A conservatory extension would be added at the rear of the pump house to provide additional café seating space. Large screens could be placed on the wall of the café area with archive video footage of Glasgow's docklands.

2.8 Pump House Quay

The quay behind the pump house has partially crumbled and collapsed into the river therefore a new quay wall will need to be constructed.

The quay area to the east of the pump house would be kept as an open space for temporary outdoor exhibitions, seasonal events, street performers and miscellaneous public use.

The quay area to the west of the pump house would have a large water feature (either a decorative lido or a pond with fish and aquatic plants) and an open park area created for public relaxation as well as provide outdoor seating space for the café.

2.9 West Basin

A marina to accommodate residential and visitor moorings would be created in the basin to the west of the dry docks. The quay wall around the basin has collapsed in places and will need to be reconstructed. Creation of a stepped quay would provide access to pontoons and moored vessels.

2.10 Land between the basin and the dry docks

This would be developed as open park space to the left of the entry path with a fenced nature reserve at the corner to the west of the pump house adjacent to the basin. A bird pond would be included in this area. This nature reserve area would be fenced off to prevent access, reserving the area for wildlife.

2.11 Land adjoining the basin

The land to the south and west of the basin would be used to create an ecology park area. This would be fenced with access points, planted with trees, ponds created and left to grow naturally. Greenwich Peninsula Ecology Park [11] and Camley Street Natural Park [12] in London are taken as examples of how this could be developed.

3.1 Obstacles to Creating a Heritage Park

There are currently a number of obstacles to the development of Govan Graving Docks as a heritage park:

- □ The site is privately owned, by property developers, who have early-stage plans for major residential redevelopment of the site.
- The site is currently zoned by Glasgow City Council for residential development [13]
- There are no cost analyses or potential sources of development capital for a heritage park in place at this time.
- □ A heritage park development will require the adoption of the proposal by the site's owners or a buyout by or on behalf of a heritage organisation either by offer or by compulsory purchase.
- Anecdotally Glasgow City Council appears to have a tendency towards favouring commercial property developers and commercial/residential construction in the use of disused sites, even when development plans are contrary to the best interests of the community or the city's historic fabric. There seems to a widespread problem in Glasgow of a lack of due care of listed buildings, both on the part of owners and failure of authorities to enforce the relevant laws where they appear to have been breached.

3.2 Overcoming obstacles

- Establishing grounds for compulsory purchase
- Seeking public support for a heritage park via a petition
- Establishing the scope for job creation and tourism as leverage
- Determining ways to raise investment capital

3.3 SWOT Analysis

The following strengths and weaknesses have been identified of the heritage park proposal as it stands

Strengths

- Strong petition support and positive community feedback
- □ Lack of any existing substantial tribute to Glasgow's maritime heritage that would be in direct competition with the proposed development
- Proximity of local transport links
- Derived Profile of Glasgow following the 2014 Commonwealth Games
- D The site is currently Grade-A listed which places restrictions on major redevelopment

Weaknesses

- Current ownership status the site is currently owned by private developers
- □ Lack of established funding network for the project and potential difficulties in securing capital to acquire and develop the site
- Lack of expertise in maritime history and site development immediately on hand
- Lack of government or political support at this stage either from local or national government

Opportunities

- □ Job creation in an area of high unemployment
- Enhancement of the amenity of the local area
- Increased scope for tourism and visitors to the local area with wider benefits for the local economy
- Volunteering and education opportunities
- Business opportunities for micro-enterprises to establish in the park

Threats

- **D** Tendency for planning authorities to favour residential developments
- Further deterioration of the site if it continues to lie derelict
- Difficulties in seeking to acquire the site by a trust organisation

3.4 PEST Analysis

The following factors are identified as impacting or having the potential to impact on the development of a heritage park. Expert opinion will be required to elaborate on some of these factors and ensure that they are properly addressed in developing a business plan for the park.

Political Factors

- Outcome of the Glasgow City Development Plan consultation [14] this may impact on spatial planning, zoning and development strategy for the waterfront area in ways that could facilitate or hamper proposals for a heritage park
- Outcome of the referendum on Scottish independence and related constitutional issues and uncertainties there is no clear impact on the heritage park proposal itself as most of the government policy areas that would affect it (relating to planning and heritage) are already devolved to Scotland. However it may affect the ways in which heritage grant funding can be acquired for example possible impact on lottery heritage funding if this is pursued as a potential source of investment capital for the park. The heritage park proposal could benefit from the international attention the referendum has brought to Scotland regardless of the outcome of the vote. The result of the referendum will be declared long before any firm plans are put in place for Govan Graving Docks and thus these plans will be able to take account of the outcome of the referendum with more clarity than exists at present.

Economic Factors

- Investment risk and willingness of potential investors
- Scope for return on investment and commercial use of the park such as demand for commercial units and market stalls
- □ Scope for job creation and volunteering opportunities
- Disposable income level of park visitors and thus the level of spending in the park

Social Factors

- □ Impact on the local community and contribution to the overall amenity of the area
- D Positive and negative effects of different levels of "gentrification".
- Opportunities for job creation, volunteering and education

Technological Factors

- Renewable energy technology ability to deploy renewable energy sources such as solar panels and small wind turbines in the park
- □ Engineering challenges of restoring the dry docks to a functional condition

3.5 Impact Assessment

A detailed assessment will be needed to determine the environmental impact and the socioeconomic impact on the local community and the wider community in Glasgow and the West of Scotland.

3.5.1 Environmental Impact Assessment

As is required with any major development an environmental impact assessment will need to be carried out. This will also need to look at the presence of contaminants and biodiversity of the site and determine any remedial action and associated costs.

3.6 Sustainable Development

It is intended the park would be a carbon neutral development with solar lighting and other solar panel installations throughout.

Market huts and food stalls would be equipped with solar panels on the roofs that would provide electricity for till operation and lighting. It will need to be assessed whether this will provide enough power for cooking however a grid connection can provide additional power where needed.

The park will be lit throughout with street lamps that use solar panels and/or windmills with individual battery storage. It is envisaged that an energy company could provide this power generation possibly discounted as part of a park sponsorship deal and a permanent showcase for their technology.

3.7 Urban Ecology

Others with an interest in the site are looking at alternative options for nature reserve types of uses. It is hoped that common ground can be found moving forward with plans for the site so that a wide range of ideas are adapted an implemented. It is not appropriate to elaborate in more detail in this document as this is regarded as specialist expertise that the white paper hopes to seek input from.

4.1 Economic Development and Job Creation

A key aspect of the heritage park is the contribution it will make to the regeneration and economic development of the surrounding districts and Glasgow as a whole.

Based on the capacity created by the design concept it is estimated that up to 400 permanent full time jobs or trading opportunities could potentially be created. Up to 50-60 of these jobs would be park staff with the remainder being in the diverse businesses and micro-enterprises that the park would accommodate. The assumptions made in arriving at this estimate are included in Appendix-1.

4.2 Sustainable, fair and flexible employment

The park and its resident businesses should establish a minimum wage in line with what is currently considered to be the living wage, with a standard maximum 30-hour week. In addition to standard public holidays staff should be given 6 weeks paid annual leave.

Park staff, tenant business owners and their staff would all be members of the park management trust and would have a role to play in the development of the park with full voting rights that members of any trust or limited by guarantee company would have. This will establish the park as a social enterprise that embraces active participation instead of merely paying lip service to employee empowerment.

The park should be a model for sustainable, flexible employment and with minimal rules and conditions imposed on employees.

Park staff should be ensured a living wage, four-day working week and six weeks paid annual leave on top of statutory public holidays.

Staff should be encouraged and facilitated to set up and run (or participate in) micro enterprises in the park, provided these are in keeping with the overall park ethos, and would be allowed a percentage of their work time to do this - Google has a similar concept for its employees [15].

In the long term we as a society will need to reconsider the way we work and make a living. A full time job for everyone may no longer be an ecologically sustainable or feasible economic goal in the conventional sense therefore the park should be seen to be as much a participatory community as a workplace. Overall demand for labour in the economy is falling, due to automation and other causes [citations needed] and we need to drastically cut natural resource consumption and economic activity as whole in order to protect the environment. The park should be a model for this new way of work-life balance (setting a wider example) and it is hoped business tenants in the park will adopt this ethos as well.

Park staff would all be members of the park trust.

Park Staff would be paid bonuses from any operating surplus with all employees, including management and operational staff, paid bonuses at the same rate.

The park should be developed as an informal place to work rather than having strict rules, dress codes, etc.

It is hoped that the park would be a place where people look forward to going to work and staff should be treated the same way as they in turn would be expected to treat visitors and customers. Businesses accommodated in the park should be encouraged to take a similar attitude.

Tenant businesses would be required to sign an agreement that they will not hire any staff on zero hours contracts or below an hourly rate set at the living wage level. Any sub contractors

(such as cleaning companies) hired by tenant businesses will need to be approved by the park trust and pay their staff at or above living wage level. Thus everyone working in the park will be paid at a rate in excess of the national minimum wage unless that too is raised to living wage level.

4.3 Micro Enterprise Support

The park management trust would seek to create scope and assistance for micro enterprises to set up in the park – with a support network integrated into the park social enterprise. It is hoped this could be done with the support of established business support organisations in Glasgow – including Glasgow City Council and Scottish Enterprise.

The following micro enterprise types are thought to be suitable for development in the park based on the format of the proposal. These are just examples and this is not an exhaustive list.

- □ Independent bars, cafes and restaurants
- Boutique shops
- Creative spaces
- Co-working office space
- Art and craft market stalls
- Food market stalls
- Street food stalls
- Guided tours
- Street performers

A viability study should be conducted to determine whether the park trust could provide financial assistance, business incubator and other support to new micro-enterprises.

4.4 Research Opportunities

A number of potential opportunities for research have been identified and this could be developed in conjunction with academia, local libraries and other research specialists.

- □ The park would create opportunities for research into the history of Glasgow's maritime industries and offer a venue for the sharing of projects based on such research.
- Nature reserve areas would enable research into urban ecology
- With proposals for the park to be carbon neutral the park would be an opportunity for research into use of renewable energy and sustainable materials in ways outlined elsewhere in this paper – including for example use of installed solar power and use of sustainable wood sources for market huts.

4.5 Social Impact

The heritage park campaign posits that "gentrification" and in particular the development of speculative "luxury" housing is not necessarily beneficial to the fabric of local communities and often leaves those who are established in communities disenfranchised, fragmented and further isolated. This has to be looked at against a backdrop of high unemployment, austerity and cuts to welfare affecting many of the districts close to the Govan Graving Docks site and for this reason it is important that a heritage park development brings the community together in a way that connects to the area's heritage as well as looking to the future and creating sustainable opportunities for economic and community development.

The Govan Graving Docks sits against a backdrop of post-industrial decline where once thriving communities have since been blighted by high unemployment, poverty, poor health and youth crime. Furthermore solutions to these problems are often planned and implemented by people with little knowledge of the situations of those affected by the policy making process and those solutions that are implemented are often more for the benefit of the profitability of property developers and investors than the needs of communities.

There is an impression held by some that regeneration is in many cases simply a euphemism for the destruction of existing communities and represents a kind of forced modernisation and social engineering. The result is often that wealthier people move in from outside of a community and those who were established there become marginalized if a development does not take their needs into account. It is only through full and active participation of communities in the planning, development, design and implementation of regeneration projects that this kind of marginalisation can be avoided in the future.

Many regeneration schemes are designed, handed down and prescribed by government departments and politicians who posses little understanding and no connection to the communities affected by their policies and (often dubious) policy experiments and the higher up the hierarchy of governance the greater this disconnect becomes. For this reason it is important that the heritage park is driven from the grass roots, as a standalone social enterprise, by community based stakeholders.

The most successful improvement projects are often those that are conceived in or driven by the communities they involve and initiatives such as the Transitions Network [16] and community land buyouts, such as on Eigg in the Western Isles [17], have had some very positive results in creating community empowerment. The Transitions Movement has demonstrated that community ownership and empowerment can work just as well in metropolitan as in rural areas.

4.6 The Local Economy

The development of business in the park would need to be done in a way that it enhances and complements the economy of the surrounding area and does not create competition with other parts of Govan, in particular the Central Govan Action Plan area [18]. To this end local stakeholders would need to be included in the development of the park and drawing up the criteria for allocation of business premises within the park.

There is an opportunity for the park to act as a gateway that would bridge Central Govan to the waterfront area making it more accessible particularly to pedestrians and cyclists using the waterfront paths and the whole of Govan could potentially benefit from the increased visitor numbers the park would draw.

4.7 Scope for Tourism

Glasgow is a popular destination for visitors from all over the world. Since the city is also associated with shipbuilding a heritage park on this theme would benefit greatly from the level of interest in Glasgow as well as considerably enhance the tourism appeal of the waterfront area.

While tourists coming to Glasgow tend to visit the City's better known attractions the waterfront area, with the exception of the riverside museum, does not offer a great deal to the tourist markets at present. Parts of the waterfront are run down, in need of repair and are not particularly safe or desirable places at present - particularly late in the evenings. It is likely this will be addressed in the City Development Plan currently being developed by Glasgow City Council [14] and thus there is a great deal of scope for development of tourism along the waterfront.

Planning consent has recently been granted for the creation of a distillery and visitor centre at Stobcross Quay on the opposite bank of the River Clyde to Govan Graving Docks [19] and this may potentially increase visitor numbers to the north bank. Increasing the number of visitor attractions of any kind on the waterfront will enhance the tourist appeal of the waterfront in general and boost the economic viability of a heritage park at Govan Graving docks.

Tourists visiting a heritage park at Govan Graving Docks would be able to learn about the history of maritime industries on the Clyde, urban ecology in the nature reserve areas that would be created as well as enjoy the many amenities the park would offer. With other nearby attractions such as Glasgow Science Centre, the Riverside Museum, The Tall Ship and the proposed distillery centre [19] it is conceivable that visitors would be able to spend an entire day at this area of Glasgow's waterfront.

4.8 Scope for Education

Currently there is very little knowledge among young people about Glasgow's shipbuilding and maritime past and connections to this history are gradually fading away. It is important that future generations fully understand this legacy and this will be one of the core aims (one might say the "prime directive") of the heritage park trust once it is formed. It is also important that this is done in the context of looking to the future and sustainable development. For this reason ecology park and nature reserve areas and a carbon neutral strategy should be adopted by the park and included in its educational strategies.

A heritage park would create opportunity for future generations to learn in detail about the history of shipbuilding, ancillary and other maritime industries on the Clyde. The proposal is being developed at a time when the future of remaining maritime industries on the Clyde is uncertain (at the time of writing Ferguson's Shipbuilders in Port Glasgow have unfortunately just gone into receivership [20]). This is a particularly opportune time when there are still people alive who have memories of the Clyde's industries that they could record for future generations. As the industries vanish so to does the window of opportunity to create a meaningful legacy that maintains an unbroken link to the past.

There is also opportunity to merge historic education with skills preservation and education about sustainable development and urban ecology and the docks as a location offer a particularly unique opportunity to do this, by bridging the past and heritage and looking to the future while taking into account the forces of nature and the impact on the natural world and ecology.

A venue of this format would create learning and research opportunities for persons of all ages and abilities.

4.9 Residential Use

In stark contrast to other proposals that have been drawn up for Govan Graving Docks, residential use in the heritage park would be accommodated entirely in house boats, barges and wide berth canal boats. This kind of living is very popular in other urban locations, especially those on the extensive canal networks in England and also overseas, but is rare in Scotland. However Scottish Canals are working to establish this on the canal network with the development of a number of pilot sites (in Glasgow, Edinburgh and Inverness) and roll out at other sites such as Bowling Basin in West Dunbartonshire [21]. In many places where residential moorings exist this is regarded as a bohemian, affordable, yet desirable and trendy way of living and the heritage park could offer an opportunity to showcase and promote this type of residence in Glasgow. It would be useful for any heritage park trust that is established to collaborate with or consult Scottish Canals and the Canal and River Trust (which manages the canal networks in England and Wales) [22] in development of this aspect of the park.

Often people who live aboard vessels will move around the canal networks and it is conceivable that boats would for example be able to access between the basin at Govan (where the proposed marina would be situated) and the Forth and Clyde Canal via the locks at Bowling.

An advantage is that the basin would be able to accommodate a diverse range of types, sizes and standard of vessels making it a very affordable way of living.

4.10 Transport and Infrastructure

The park would be well served by existing transport infrastructure. As well as bus routes serving Pacific Quay and Govan Road the following are all within walking distance of the park:

- Govan SPT Subway station
- □ Ibrox SPT Subway station
- □ Cessnock SPT Subway station
- Exhibition Centre rail station

Nearby car parking can be found at Pacific Quay and the SECC - which currently appears to have surplus capacity. The park would not create any car parking facilities of its own, including for staff and tenants. It is assumed that staff and business tenants could be served by car parks at Pacific Quay or street parking on Clydebrae Street.

Cycle parking racks could be installed in the park along the path that leads in from Stag Street. For safety reasons cycling would not be permitted inside the park itself (nor would skateboarding / roller skates) and cyclists accessing from Pacific Quay across the bridge would be requested to dismount. Glasgow City Council has recently launched automated cycle hire points in the city [23] and one of these could be installed in the park.

If a bridge can be created linking the park to the North Bank of the Clyde near Stobcross Quay this would bring the park more within walking distance of Partick rail/Subway/bus interchange and car parking at the Riverside Museum. It is likely arrangements would need to be made with the operators of these car parks to allow them to be used by park visitors.

It is anticipated that a dedicated river bus serving the park could operate from the pontoon below Central Station. Alternatively if a more comprehensive river bus service is created with multiple stops, the park could provide a landing for such a service at the quay behind the pump house or on the Garden Gateway Quay – alternatively landings at Pacific Quay are in close walking distance once a bridge link is created across the mouth of the canting basin.

5.1 Management Structure

A dedicated trust would be set up, initially as a limited by guarantee company, to take ownership and responsibility for the creation and management of the park and eventually seeking charitable status. It is envisaged this would bring together a diverse range of stakeholders, financiers and experts to support and guide the park development.

Prior to this the campaign will set up a steering committee and invite a number of identified individuals and organisations to participate.

It is hoped that this can be done both with the cooperation and the active participation of the current owners of Govan Graving Docks as a lead partner.

It is hoped that this would be a standalone trust independent of any one public or other trust body but including multiple such organisations among its members and stakeholders.

5.2 Tenant Management and Leasing Arrangements

Business premises to let in the park would include a row of approximately 50 commercial units in the blocks along Govan Road, 16 street food huts and 25 market huts. Approx. 30 boats of similar size to wide berth canal boats could be accommodated in No. 3 Dry Dock (Robert Napier Dock) among the floating gardens.

These would be leased with priority order as follows:

- 1. New start micro business owners / social enterprises from Govan
- 2. New start micro business owners / social enterprises from Glasgow
- 3. Expanding small businesses in Govan
- 4. Expanding small businesses from Glasgow
- 5. Non profit businesses in the maritime sector in Scotland
- 6. Non profit businesses in the maritime sector from throughout the UK*
- 7. Others by approval of the trust committee

* This should stand regardless of the outcome of the independence referendum. Whether or not Scotland becomes independent the UK has a shared maritime history that we should continue to celebrate and forge strategic links with other maritime heritage sites as an ongoing strategy.

At least one unit in Govan Road would be retained for use as the Park Office so as to limit the need to create office/admin space in the pump house. Alternatively the park office could be accommodated in a boat in either no. 3 dry dock or no. 1 dry dock (Alex Lister dock).

A number of units would be designated for specific uses – such as bars/café/restaurants due to their position in the complex – i.e. at the ends of each block on the quay and deck levels so the spaces between the blocks can be used for outdoor seating.

Allocation of units would take into account the types of prospective tenants and this would be done in a way that limits or eliminates direct competition between any park tenants.

Chain store/restaurant operators would be restricted or excluded entirely from leasing units in the park.

5.3 Expertise Required

Persons or organisations with the following expertise will be needed to support the planning, implementation and ongoing stewardship of the park

- □ Architecture
- □ Civil engineering
- Environmental consulting
- Ecology management
- Maritime history of the Clyde
- Legal issues
- □ Finance and accounting
- □ Marketing

5.4 Cost and Feasibility Analysis

A cost and feasibility analysis will need to look at the following factors

- Cost of acquiring the site
- Cost and technical requirements of restoring the dry docks to working order
- Cost of restoring the quays and installing balustrades and other safety features
- Cost of renovating the pump house
- Cost of a new quay wall along the river and around the basin
- Cost of constructing units along Govan Road edge
- Cost of developing other aspects of the park plans
- □ Legal costs associated with acquiring the site and seeking necessary consents, licences, registrations, etc
- □ Annual running costs of the park once it is complete
- □ Revenue generating capacity of the park
- Sensitivity of the park as a business entity to economic cycles and establishing contingencies to deal with cash flow problems that may arise.

5.5 Further Research Needed for Business Plan

The intention following wide dissemination of this document is to develop a business plan that will detail with considerable clarity the creation and management of a heritage park on the site of Govan Graving Docks. A range of expertise will be needed in developing this plan and the intention is that a panel of interested parties will be drawn together to form a steering committee that will set up a trust and develop initial business plans. The trust would as the subsequent step seek to acquire the site.

The following research, information and expertise will be required to facilitate the creation of a business plan.

5.5.1 Research Required

- □ Valuation of the Govan Graving Docks complex
- □ Full cost of implementation
- □ Material cost of each aspect of the park
- **Given Scope for revenue generation and return on investment**
- Financial projections for first five years of operation
- □ Structural survey of the site
- History of maritime industries on the Clyde
- Available museum artefacts to procure for the park
- □ Supplier base for park installations
- Identifying potential stakeholders and investors

5.5.2 Expertise Required

- Project management
- □ Accountants
- Architects
- □ Landscape architects
- Ecologists / botanists
- Environmental consultants
- □ Surveyors
- □ Civil engineers
- Historic research and curatorial expertise
- □ Legal expertise

5.5.3 Sources of Material Resources to Identify

- Maritime museum exhibits for loan
- □ Ship for restoration
- Market huts, food stalls and canopies
- Marquees or other temporary structures
- Pontoon installations
- □ Solar power installation
- Other park features as identified in the design concept

5.6 Trust Set-up and Seeking Charitable Status

The intention is that a limited by guarantee company should be set up to take possession of the site by the most expedient means. This company should be formed as a trust and should subsequently seek to obtain charitable status once it has met the criteria.

The trust would be run by a board of directors or trustees and membership would be drawn from a diverse range of stakeholders as listed in the following section.

5.7 Potential Stakeholders and Corporate Members

It is anticipated stakeholders and corporate members of the park trust would consist of the following:

- Park staff
- □ Tenant business owners and staff
- □ Local community organisations
- Businesses and non profit organisations in the maritime sector in the West of Scotland
- □ Sponsors
- D Members of the public who join and pay a membership fee

5.8 Schedule for Implementation

There are a number of strategy options to pursue in seeking to implement the development of a heritage park however it is not yet clear which of these will be most expedient. Furthermore it is not yet clear what plans the owners of Govan Graving Docks have in place or whether they would be prepared to sell the site to a heritage trust (or adopt the heritage park proposal and develop it themselves). It is not appropriate to speculate on the intent of the current owners in this document and interested parties would be best advised to contact the owners, New City Vision Group [24], directly to seek their views.

Since the future of the site is not clear it is also not possible to present a time frame for action with any accuracy. However there are a number of key stages that are needed for the heritage park to be developed and these are outlined in the following section.

5.9 Implementation Stages

The following stages will need to be met before the heritage park can be implemented

- Circulation of the white paper on the proposed plan (this document)
- Setting up of a steering committee to guide the development of plans
- Creation of a trust organisation to develop the heritage park
- Acquisition of the site by the trust organisation
- Selection of finalised park development plan by the trust board taking into account feedback from members and the wider community
- Cost analysis and environmental impact of the selected development
- Appointment of a project manager to oversee the development of the park and administer contracts for the work involved

5.10 Finance Options

At this stage it is not known what costs would be fully involved in implementing the heritage park proposal but it is expected that this would run into the tens of millions and possibly as much as 20 million or more.

A number of funding options are identified to explore at this stage including

- Lottery heritage funding
- Government grant funding
- Crowd funding
- Venture capital or loan investments
- D Philanthropic donations

5.11 Site Acquisition

The site is currently owned by property developers the New City Vision Group which have a stated intent to develop the site for housing as identified in Glasgow City Council development proposal H015 [13].

It is the intention of the heritage park campaign to encourage objections to any applications for planning consent that may be submitted by its present owners for residential development. The possibility of seeking a compulsory purchase order on behalf of a trust organisation, by first seeking for a repair notice to be served, has been identified as a possible option.

It is hoped that, subject to raising sufficient capital, the trust set up would be able to make a purchase offer to the current owners at a price that fairly compensates their shareholders. Further it is hoped that the current owners will play and active and key role in the future of the site through participation in the trust set up, ideally as a lead partner.

Appendices

Appendix 1 – Job Creation Assumptions

Park Staff

Park Location	Estimated Staff Required
Exhibition Marquee Pump house café Visitor centre Maintenance Nature reserve wardens Security Curators Miscellaneous Admin and managerial	4 6 4 2 15 5 10 6
Total	58

Commercial/Tenant Business Staff

Location	No of Units	Avg. Staff/Unit	Total
Govan Rd Wharf	50	3	150
Berth Space Dock 3	20	2	40
Market Huts	25	2	50
Food Huts	16	4	64
Floating Bar	1	12	12
Restored Ship	1	30	30

Total

346

Appendix 2 - Maps of the Proposed Heritage Park

Layout Map

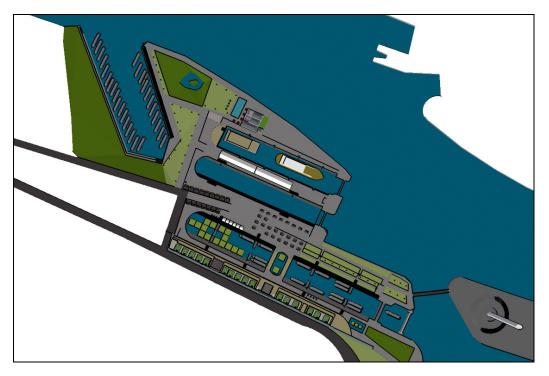


Key

- 1. Govan Road Wharf
- 3. Market Quay
- 5. No. 2 dry dock (James Deas Dock)
- 7. No. 1 dry dock (Alex Lister Dock)
- 9. Pump House Quay
- 11. Nature reserve
- 13. Nature reserve / Ecology Park
- 15. Lido
- 17. Footbridge link to Pacific Quay
- 19. Pond with wildlife rafts
- 21. Canting basin

- 2. No. 3 dry dock (Robert Napier Dock)
- 4. Gateway Garden Quay
- 6. Maritime Quay
- 8. Pump House visitor centre and cafe
- 10. Picnic area
- 12. West Basin
- 14. Footbridges
- 16. Lock
- 18. Two-tier deck area
- 20. Nature reserve
- 22. River Clyde





Appendix 3 - Past Planning Applications for Govan Graving Docks.

Details of the following planning applications can be obtained from Glasgow City Council website [25]

Date: 21 Mar 1997 Ref.: 97/00735/DC

Description:

Erection of mixed development comprising Maritime Heritage Park (Restoration of Graving Docks) and ancillary development.

Applicant: The Clyde Heritage Trust

Status: Decided - Grant Subject to Condition(s)

Date: 10 Mar 1997 Ref.: 97/00586/DC

Description:

Erection of mixed development comprising maritime heritage park, use of dry docks for berthing ships and maritime exhibits, erection of maritime heritage centre and mall, formation of gardens, parking and bridge links

Applicant: The Clyde Heritage Trust

Status: Decided - Grant Subject to Condition(s)

Date: 4 Jun 1990 Ref.: 90/01693/DC

Description:

Use of dock quays as temporary car park.

Applicant: Edward Jackson The Ships Company

Status: Decided - Grant Subject to Condition(s)

Date: 06 April 1990 Ref.: 90/01043/DC

Description:

Use of former docks as maritime heritage centre, restoration and preservation of graving docks 1/2/3 including walls, bottom, gates, former engine and pump houses, mechanics and harbour workshops and offices.

Applicant: The Clyde Ship Trust

Status: Decided - Grant Subject to Condition(s)

Date: 06 April 1990 Ref.: 90/01042/DC

Description:

Use of former graving docks as maritime heritage centre.

Applicant: The Clyde Ship Trust

Status: Decided - Grant Subject to Condition(s)

Date: 8 May 2003 Ref.: 03/01364/DC

Descpription:

Site investigations to establish structural information.

Applicant: City Canal Limited

Status: Decided - Grant Subject to Condition(s)

Date: 8 May 2003 Ref.: 03/01363/DC

Description:

Site investigations to establish structural information.

Applicant: City Canal Limited

Status: Decided - Grant Subject to Condition(s)

Ref.: 01/01034/DC

Description:

Erection of mixed development comprising residential, commercial, leisure and associated parking. ## WITHDRAWN ##

[Details of this application are no longer available online]

Building Standards Warrants

Date: 26 Feb 2003 Ref.: 03/00619/BW

Description:

Demolition of 17 No derelict building within dockyard complex

Status: Building Work Complete

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28. Visit Cardiff Bay <u>http://www.visitcardiffbay.info/</u>

Govan Graving Docks Heritage Park

A conceptual proposal to redevelop Govan Graving Docks in Glasgow as a shipbuilding and maritime heritage park

Author Iain McGillivray Copyright ©2014 Draft Version 25 August 2014