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# **Assessing the health impacts of neighbourhood improvements in Calton**

**Final Report  
February 2014**

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## Executive summary

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### About this research

This research explored the neighbourhood improvements which took place in Calton, Glasgow, the process by which these came about, and the impact of these on local communities and organisations. It focused on work undertaken in Calton since 2010, through the 'Equally Well' approach to tackling health inequalities – particularly the Street Audit undertaken in 2010. This research was largely qualitative, exploring attitudes, experiences and perceptions.

The Street Audit involved a small group of up to ten local residents and businesses, and up to 15 other stakeholders, assessing their area on foot – exploring the routes, connectivity and identity within the area and how these could be improved. In response to the Street Audit findings, a Calton Working Group was set up involving partners and local community representatives. A 'Matrix' was developed setting out the main projects which would be taken forward both as 'quick wins' and over the longer term. The Street Audit approach hadn't been used in Glasgow before.

The findings from the Street Audit informed the Calton Area Development Framework 2012; the Calton Barras Action Plan 2012 (with funding of £3.5 million over five years); and the formation of a new group, Action Barras Calton.

### Perceptions of physical change

Community members identified a range of physical changes in Calton, including:

- the redevelopment of a growers area, a play park, a public square and a previously unsafe lane;
- improvements to resurfaced pavements and roads, signage and changes to cycle tracks and crossings; and
- the development of a new Heritage Centre; a new mural and a new Morrisons supermarket.

Perceptions of the changes were mixed. In almost all cases community members saw both positives and negatives in relation to the changes. For example the growers area had been successful initially, but had ceased operating due to there being no access to water. And the play park was seen by some as a positive change, but some young people still found it dangerous and unwelcoming.

There was agreement that there were still significant issues with the physical environment in Calton with particular concern about the amount of vacant and derelict land and buildings. The maintenance of the area in general and of the recent physical improvements in particular, was a key issue raised by many.

## Experiences of involvement

Community members who had participated in the Street Audit were generally very positive about it. Most very much enjoyed the experience and felt that the process demonstrated that community views were valued. The extent to which community members felt involved in decisions about their area varied significantly. Young people felt particularly excluded from decision making in Calton.

## Impact of change

Most community members, and other stakeholders, felt that the neighbourhood improvements in the area had been relatively small scale, relatively recent, involved a very small number of community members and had had minimal impact on their general health and wellbeing so far. A small number of community members felt that their mental wellbeing and pride in the area had increased, as a result of neighbourhood improvements. Many felt that the neighbourhood improvements had impacted positively on safety. Many were positive about potential future changes which may impact on quality of life in Calton.

Stakeholders were broadly in agreement that while the Street Audit, and subsequent improvements, had been an interesting approach, it had not had a significant impact on the work of their organisations. Stakeholders felt that there may be opportunities to raise awareness of this process in the future.

## Lessons learned

- **Value in approach** – This research highlights that there is clear value in a community led approach to neighbourhood improvement. Community members who were closely involved felt more involved in neighbourhood decisions, and the process was highly valued by participants.
- **Range of involvement** – The Street Audit, and subsequent engagement, involved a very small group of community members – led strongly by one community group. Future approaches should take a more wide ranging approach, working to ensure that people with different experiences and characteristics have opportunities to be involved.
- **Ongoing involvement** – Few community members were involved in neighbourhood improvements on an ongoing basis. Following through from initial idea to implementation could help to give communities more sense of ownership of the changes, would ensure that changes are based on the needs and experiences of local people and would help with ongoing communication about the changes which require a longer term approach.
- **Support and maintenance** – Future approaches should join up the capital investment with decisions about resources dedicated to the area on an

ongoing basis in terms of maintenance and support. This connection could have helped to better sustain many of the physical changes in the area.

- **Partnership working** – Closer ongoing partnership working would help to ensure that decisions made by partner organisations can support the physical changes made to the area and help to address the priorities and issues identified by local communities. A clear mechanism for joint working would help to clarify responsibility for action.
- **Integrating learning** – Future approaches should ensure that early lessons can be built into work across partner organisations.

## Chapter 1 | Introduction

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### About this report

1.1 This report explores the neighbourhood improvements which have taken place in Calton, Glasgow, the process by which these came about, and the impact of these on local communities and organisations. It focuses on work which has been undertaken in Calton since 2010, through the 'Equally Well' approach to tackling health inequalities – particularly the Street Audit undertaken in 2010.

### Research aims

1.2 This research aimed to provide an early assessment of whether local community involvement in identifying neighbourhood priorities and delivering area improvements has contributed towards the intended outcomes of improving health. It particularly focused on the following key issues:

- the extent to which the 'Street Audit' process has achieved its initial aims;
- the progress made in delivering the priorities identified through the Street Audit;
- the extent to which the changes, and the process of being involved, have impacted upon the health and wellbeing of local people;
- whether local people feel able to influence decisions affecting their local area;
- the extent to which it is important to deliver change quickly, having identified neighbourhood priorities; and
- the extent to which the processes involved have impacted upon the way partner organisations work, both in Calton and beyond.

### Research method

1.3 This research was largely qualitative, exploring attitudes, experiences and perceptions. It involved four key stages of research.

#### ***Stage 1: Desktop review***

1.4 We undertook a desktop review of information already held about the approach in Calton. This included a review of information about the Glasgow City Equally Well Test Site in general, and the Calton approach specifically. We also reviewed existing data about health in Calton.

### ***Stage 2: Community engagement***

- 1.5 A key aspect of this work involved exploring community views, experiences and behaviours. To do this, we worked with four community groups – Calton Area Association, Friends of Glasgow Green, PEEK (Possibilities East End Kids) Project and a group involving representatives from the Barras Enterprise Trust and The Pipe Factory.
- 1.6 In each instance, we held a discussion and ‘walkabout’ with the group. We held a discussion with participants about their level of involvement in decision making about neighbourhood improvements (including the Street Audit and other opportunities for involvement), their perceptions of positive and negative changes in the physical environment since the Street Audit was undertaken and the impact of any changes on their daily lives (including health attitudes and behaviours). We also worked with each group to plan and undertake a ‘walkabout’ of the area. We asked the group to show us aspects of the neighbourhood which had changed (both positively and negatively). The groups took photographs as part of the walkabout, depicting their feelings about the area.
- 1.7 We then produced scrapbooks bringing together the photographs and quotes from the community groups, to highlight their feelings about the area. We shared these with each group for comment, to ensure that we had reflected their views accurately. We also held one follow up session with young people involved in the PEEK Project, so that the young people could develop their own scrapbooks. In total four scrapbooks were produced, and these have been published alongside this report.
- 1.8 In addition to the sessions with the four community groups, we held one face-to-face interview with a member of the community; and one group discussion with staff involved in the PEEK Project (some of whom were Calton residents).
- 1.9 On completion of the research, we provided each group with individual feedback about the research findings. We offered each group the opportunity to meet face-to-face, or to receive a short written summary of our findings.

### ***Stage 3: Stakeholder engagement***

- 1.10 We held individual face-to-face or telephone interviews with key stakeholders involved in neighbourhood improvements in Calton. This included elected members, Glasgow City Council staff, NHS Greater Glasgow and Clyde staff and Living Streets. We also had a discussion with a representative from Thenu Housing Association.

- 1.11 During these interviews, we explored perceptions of the aims of the Street Audit, the progress and change which had been made since then and the organisational change which had come about.

***Stage 4: Reporting***

- 1.12 We collated the notes of interviews, discussion groups and walkabouts alongside the pictorial representation and quotes from the scrapbooks. We created a spreadsheet which allowed us to sort the qualitative information gathered into key themes (such as experience of involvement, views on change, and views on impact) – using a process of manual thematic coding. We also created a separate spreadsheet collating all commentary in relation to each type of physical neighbourhood improvement planned and undertaken as a result of the Street Audit.
- 1.13 We produced a draft report, setting out the main themes arising from the research, and summarising key findings and lessons learned. This was circulated to the Advisory Group for comment, and feedback was incorporated into the final version. Feedback on our findings was provided to each of the four community groups involved in the research.



## Chapter 2 | Context

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### Introduction

2.1 This chapter sets out the context in which neighbourhood improvements in Calton have taken place. It explores the wider context in relation to the 'Equally Well' approach to tackling health inequalities – and how this was implemented in Calton. It also sets out the Street Audit approach, and the range of activity which has taken place since 2010 in relation to planning and undertaking neighbourhood improvements.

### Tackling health inequalities

2.2 The Scottish Government has placed a strong focus on tackling health inequalities. It sees this as being critical to achieving its aim of making Scotland a better, healthier place for everyone, no matter where they live.

2.3 There is evidence that health inequalities in Scotland are worse than in the rest of western and central Europe<sup>1</sup>. While health in Scotland has improved over the past 50 years, significant inequalities remain. Deprivation is a major factor in health inequalities. People in more affluent areas live for longer, and have significantly better health. For example, children in deprived areas are more likely to have a lower birth weight, poorer dental health and higher levels of obesity. Adults in deprived areas are more likely to have lung disease and cardiovascular disease. Health inequalities are linked to a complex range of factors – including genetic factors, poor housing, lack of access to leisure facilities and harmful behaviours.

2.4 In 2008, the 'Equally Well' report<sup>2</sup> set out the findings and recommendations of the Ministerial Task Force on Health Inequalities. Equally Well was one of three major social frameworks which drove the work of the Scottish Government and its partners at national and local level – with the other frameworks focusing on early years and tackling poverty. These frameworks focused strongly on consistent key messages around early intervention, prevention and joint working to tackle some of society's biggest challenges.

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<sup>1</sup> Health Inequalities in Scotland, Audit Scotland, December 2012

<sup>2</sup> Equally Well: Report of the Ministerial Task Force on Inequalities, 2008

- 2.5 As part of the Equally Well approach, eight 'Test Sites' were set up to explore whether improved delivery of public services could help to address health inequalities. Equally Well focused on supporting partners to redesign the way services were planned and delivered, including working jointly with communities. A key principle was that the Test Sites should not involve significant investment of one-off resources from the Scottish Government, but instead should support transformational change in the way in which the NHS, local authorities and their partners use existing budgets. This was to demonstrate the changes that were possible within existing budgets.
- 2.6 The Equally Well Test Site approach was externally reviewed in 2010/11, and Test Sites also undertook their own evaluation locally. National lessons highlighted that while there had been steps towards sustainable change in all Test Sites, further work around effective joint working and clearly prioritising prevention and early intervention activity was required. In 2010, the Equally Well Review by the Ministerial Task Force also highlighted the need for increasing the intensity of focus and effort in tackling health inequalities in Scotland.
- 2.7 Tackling health inequalities remains a high priority issue. In 2011, the 'Christie Report' on the future of public services in Scotland re-emphasised the themes underpinning the Equally Well approach – joint working, community involvement and prevention. In November 2012, the Scottish Government reconvened the Ministerial Taskforce on Health Inequalities. One area which the Ministerial Taskforce has been considering (with support from the Glasgow Centre for Population Health) is the importance of social capital, community and neighbourhood in tackling health inequalities. There is evidence that a sense of a coherent community, a feeling of involvement and influence, and a trust in local services can improve mental health and encourage people to make positive changes to their behaviours, thereby improving health.

### **Equally Well in Glasgow**

- 2.8 Glasgow City is one of the eight Equally Well Test Sites in Scotland. This Test Site is based on the premise that place can have an impact on quality of life and wellbeing. It has focused on improving health through the integration of town planning and public health practice.
- 2.9 The Glasgow City Test Site has provided new ways for planners, public health practitioners, other sectors and local communities to engage and work together to tackle health inequalities.

**Test Site objectives:**

The Test Site will:

- develop good practice in incorporating health within the planning process
- incorporate lessons learnt from existing work in the sector, particularly the East End Local Development Strategy work
- provide new and innovative means for planners, public health, other sectors, and local communities to engage with each other
- offer new ways of shaping the health impact of private sector investment in buildings and land.

2.10 Learning from the Test Site so far has demonstrated that there has been value in the approach of giving people a stronger voice in the decision making process in their local area, and that there was evidence of potential for partnership working between planners and health improvement staff.

**Equally Well in Calton**

2.11 One area of the Glasgow City Test Site approach has been in Calton. Here, the work focused strongly on community led approaches to neighbourhood improvements. This is driven by the principle that community involvement can result in better, more appropriate and community focused improvements and that the process and feeling of being involved in these improvements can also have positive impacts on health.

2.12 There was a clear logic that improving the physical environment would help to improve health – through promoting physical activity and improving mental health. A recent study in Glasgow examined the links between mental wellbeing and physical activity, and concluded that:

“There are potential benefits to mental wellbeing from boosting physical activity among residents of deprived neighbourhoods, especially those with particularly low general levels of mental wellbeing.<sup>3</sup>”

2.13 There has been a range of activity in Calton through the Test Site:

- In 2010 a Street Audit of the neighbourhood was undertaken, working with Living Streets Scotland. The priorities identified were reported in ‘Calton: Unlocking the Potential’.

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<sup>3</sup> Mason, P and Kearns, A: Physical activity and mental wellbeing in deprived neighbourhoods, Science Direct Volume 6, Issue 2, June 2013 (p111)

- A matrix of physical improvements was created – providing a framework for bringing together projects, funding and delivery mechanisms.
- A health outcomes matrix was developed to assess the potential impact of physical improvements on four identified determinants of health.

## The Street Audit

2.14 The Street Audit took place in November 2010. Living Streets, a national charity, was commissioned to undertake a Street Audit with local people. This was to inform the preparation of a Local Development Framework for the Calton area. This was a new approach for Glasgow, and hadn't been attempted in Glasgow City Council before its use in Calton.

### **What is a Street Audit?**

Community Street Audits evaluate the quality of streets and spaces from the viewpoint of people who use them, rather than those who manage them. This involves small groups of local residents and businesses assessing a route on foot – after which a report is produced with the audit findings and recommendations for improvements.

2.15 The Street Audit in Calton had a number of very specific aims, focusing on assessing routes, connectivity and identity – while also building relationships between partners and fostering a more strategic approach to dealing with the issues identified.

### **Aims of the Calton Street Audit**

- To enhance opportunities for walking in and around the Calton area – by identifying key routes, assessing connectivity, attractiveness and maintenance, and identifying potential improvements.
- To identify measures that would assist in creating a distinct identity for Calton.
- To engage local people in the development of a spatial strategy for Calton.
- To initiate a move towards a more strategic approach to the priorities and issues raised.
- To assist in developing partnership working with key stakeholders.

- 2.16 Those who organised the Street Audit noted that the most important aspect of the process was to give people the opportunities to look at the issues together and to hear the views of a range of people.

“There are three key aims of a Street Audit: identifying the good aspects, the bad aspects and the opportunities for improving the area.”

(Stakeholder)

“Rather than having a traditional map on the table and have people harp on about their own issues; this way we see things together and you see things that you never noticed before.”

(Stakeholder)

- 2.17 The Street Audit was promoted locally through posters and leaflets. The Calton Area Association was also heavily involved in recruiting participants for the Audit. The organisers also targeted local businesses, some of whom gave their views directly to Living Streets without attending the Street Audit. This included a local pub landlord and his customers who were interested in giving their views on Calton, but not interested in taking part in the Street Audit.
- 2.18 Approximately 25 individuals took part in the Street Audit, on a Thursday morning at 10am, in November. There is no absolute record of the individuals involved. Stakeholders suggest that approximately up to ten community members were involved – with the remainder being community planning partner staff (including officers and one elected member from Glasgow City Council, and staff from NHS Greater Glasgow and Clyde, Glasgow Centre for Population Health and Tenue Housing Association) and students from Strathclyde University who were receiving training on the Street Audit approach. The two main community organisations involved were Calton Area Association (four members took part) and the Barras Trust (three members took part).
- 2.19 The organisers of the Street Audit reported that they were pleased with the numbers of people who took part in the Audit, but the balance of the types of participants could have been better. Partners reported that community engagement across Glasgow on a range of issues often suffered from low participation rates, particularly when no financial incentives for participation are offered.
- 2.20 The Audit began with a short briefing session and a decision about where to visit first. Participants were split into three groups to undertake the Audit. The organisers indicated that it was important to retain a degree of flexibility

to vary the route to reflect the participant's interest, but also to ensure that key areas across Calton were covered during the Street Audit.

“The key to Street Audits is ‘less is more’. You can walk quite a long way in an hour, but we are interested in the detail.”

(Stakeholder)

2.21 A follow up session was also held, to discuss findings from the Street Audit. This included an analysis of some of the ‘quick wins’ that were identified during the walkabout, with residents asked to prioritise these. Participants were also asked to write a “postcard from the future” whereby they were to imagine Calton in the year 2020 and describe it to someone. Organisers reported that all the cards had a positive vision of the area.

### Priorities identified from the Street Audit

2.22 The Street Audit process helped to identify key strengths and weaknesses in the Calton area around key themes<sup>4</sup> as outlined in the below Table.

Theme	Strengths	Weaknesses
<b>Connectivity</b>	Walking distance to city centre and Glasgow Green	Surrounding roads a barrier to pedestrians
	Employment and leisure opportunities nearby	Buses don't service core of the area
	Regular bus services	
<b>Identity</b>	Local people and history	Negative image
	Historic buildings and heritage trail	Derelict buildings
<b>Liveability</b>	Proximity to Barras	Loss of community facilities
	Access to green space	Poor quality maintenance of streets and street furniture
		Parking Litter
<b>Safety</b>		Traffic on main roads and residential streets
		Personal safety
		Prostitution and drug use
		Anti-social behaviour
<b>Legibility</b>		Confusing road layout
		Lack of signage
<b>Wellbeing</b>		Poor health
		Limited play facilities

<sup>4</sup> Calton: Unlocking the Potential, Living Streets

- 2.23 The Street Audit report highlighted a number of “quick wins” relating to maintenance and signage, which could be taken forward in the short term, as well as short to medium term activities. It suggested that longer term there were a number of key areas in which activity could be focused:
- Bain Square and the Barras –including bringing St. Luke’s and St. Andrew’s Church back into use, and redesigning the square and green space behind the church.
  - Gallowgate – including developing the Gallowgate as a place in its own right, rather than simply a route, and connecting the two sides of the road.
  - London Road – improving pedestrian access between the Barras and Glasgow Green, and reconsidering the function of sections of the road in light of anticipated reduced traffic due to the M74.
  - South East Corner – including reuse of St James School building, developing a new football pitch and making use of the green space surrounding the existing pitch.
  - Tureen Street and Elcho Gardens – Including reuse of Tureen Street School.
  - Core street network – Including improvements to the streets to encourage walking.

- 2.24 The Street Audit report suggests a potential hierarchy of interventions ranging from a tidy up of the area (removing litter and overgrown vegetation, maintaining buildings and renewing road markings and surfaces), through to complete redesign of the streetscape, creating a very different space.

### **Response to the Street Audit**

- 2.25 The Street Audit was undertaken to identify community priorities for future improvements. It was not initially linked to an identified budget for making improvements, and all participants were informed of this from the outset.
- 2.26 In response to the Street Audit findings, local elected members set up the Calton Working Group. The Equally Well partners and local community representatives were invited to attend this group. The group developed the Calton Matrix as a tool to deliver improvements to green spaces, public spaces and local streets. The Matrix included ‘quick win’ projects, and those which would be taken forward in the longer term. This Matrix involved over £130,000 of funding, including:
- £35,000 funding from Equally Well;
  - £40,000 funding from Glasgow City Council Development and Regeneration Services’ (DRS) Green Space budget (£25,000 in 2010/11 and £15,000 in 2011/12); and

- £62,000 funding from DRS's ENV 2 (Open Space and Public Realm Provision) Capital Funding budget.

2.27 The Matrix included six main projects:

Project	Details	Funding
Bain Square	Redesigning the civic square, improving safety of green space, delivering a well lit walking route and removing vegetation and dilapidated wall and rails	£50,000
Tobago Street Play Park	Redevelopment of play park – including replacing play equipment, landscaping and lighting	£34,336
Elcho Gardens	Improvement works to create a more attractive and user friendly space – including growing boxes and lighting	£30,000
Improving access and heritage trail	Working with groups to explore how they interpret the heritage of the area	£10,500
St. James School	Wider plans of upgrading football pitch not yet taken forward – vegetation removed to enhance safety	£7,500
Abercrombie Street and Millroad Drive	Development of a mural and signage	£3,000
Memorial Gardens	Redesign of Memorial Gardens on London Road	£0 (Linked to Heritage Centre development)

2.28 The Matrix also included ideas about potential further work including:

- setting up a small grant fund for local people to carry out improvement works;
- ensuring spaces are kept clean and tidy; and
- clustered lighting projects.

2.29 The Working Group identified that there was currently no funding available for certain projects, including short term projects to improve the vacant buildings of St James School and Tureen Street School; and discussions with owners around the future use of St. Luke's and St. Andrew's Church. Partners indicated that while this Matrix was useful as a means of identifying, prioritising and monitoring projects, there was never a clear delivery mechanism in place for taking forward the Matrix – with individual delivery arrangements being put in place for each project.



## The Area Development Plan

- 2.30 In August 2012, Glasgow City Council published the Calton Area Development Framework: Weaving Places Together. The decision to produce detailed guidance and a co-ordinated approach through an Area Development Framework was prompted by a range of factors, including:
- the amount of vacant and derelict land;
  - poor maintenance of historic buildings; and
  - a growing concern that Calton and the Barras are outside the scope of existing regeneration initiatives.
- 2.31 The Area Development Framework was developed through a consultation programme which included drop in sessions for communities, a scrapbook project involving local residents and community groups and an event to discuss the plan and wider issues such as the establishment of a new group to deliver the regeneration of the Barras and Calton. The Framework was very much informed by the Community Street Audit findings.
- 2.32 Following on from the Calton Area Development Framework, a Calton Barras Action Plan was agreed in September 2012. This is supported by funding of £3.5 million over five years. The Action Plan sets out to establish a programme of action which:
- builds on the early actions and priorities identified in the Calton Area Development Framework;
  - brings forward environmental projects to improve the routes to the Commonwealth Games; and
  - facilitates job creation.
- 2.33 Over 80 local businesses have been awarded a grant to carry out frontage improvements and improve the general streetscape in Calton. A range of future improvements have been put in action, including awarding a contract for public realm works to the Gallowgate and London Road, awarding a contract for artworks to create a sense of identity in Calton and the Barras and planned work to improve local spaces at St James and Morris Place. There has also been a mini audit of spaces and streets in the Barras, and the Barras Futures group has been formed to bring together stakeholders. Glasgow City Council has also made further funding bids to the Scottish Government, with the aim of attracting additional funding to the Calton area.
- 2.34 A new group – Action Barras Calton – has been set up to co-ordinate the regeneration effort. This group involves elected members, community planning partners, community members and business representatives. This

group is now constituted, and hopes to be in a position to deliver some of the projects in the area in the future. Partners indicated that many of the participants involved in the Street Audit continued their involvement in neighbourhood improvement through the Action Barras Calton group. Community engagement activity undertaken by Action Barras Calton has led to significantly more community members being involved in discussions about the future of the area. For example, an event in March 2013 attracted over 100 participants.

## **Wider Activity**

- 2.35 The Equally Well Test Site activity in Calton has been accompanied by wider activity to develop the area over the same time period. At the same time, Calton residents were restructuring their community organisation. This resulted in the Calton Area Association producing an Area Action Plan in 2009<sup>5</sup>, which set out community priorities under key themes. A number of the priorities relate to maintenance and safety of streets and spaces, and the need to create a positive identity for the area. Calton Area Association has been central to many of the developments in the area – including the Street Audit, the Area Development Framework and Action Barras Calton.
- 2.36 Thenue Housing Association has also been active in the area. The Housing Association has developed a new office base on London Road, which it moved to in 2012, accompanied by a development of new build flats and houses. The new Calton Heritage and Learning Centre is on the same site as the Thenue offices, and is managed by a partnership between Calton Area Association and Thenue Housing Association. This centre opened in November 2013. Next to the centre is a memorial garden. Thenue Housing Association has supported community development, empowerment and capacity building in the area – particularly through working closely with Calton Area Association.
- 2.37 Finally, the fact that Glasgow is hosting the Commonwealth Games in 2014 has increased the pace of change in Calton and surrounding areas. The Calton Area Development Framework stresses that there is an “increasing urgency” to tackle issues in Calton and the Barras, particularly as the area covers key walking routes from the city centre to Commonwealth Games sites.

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<sup>5</sup> Making the Next Move, Calton Area Association, 2009

## Chapter 3 | Perceptions of physical change in Calton

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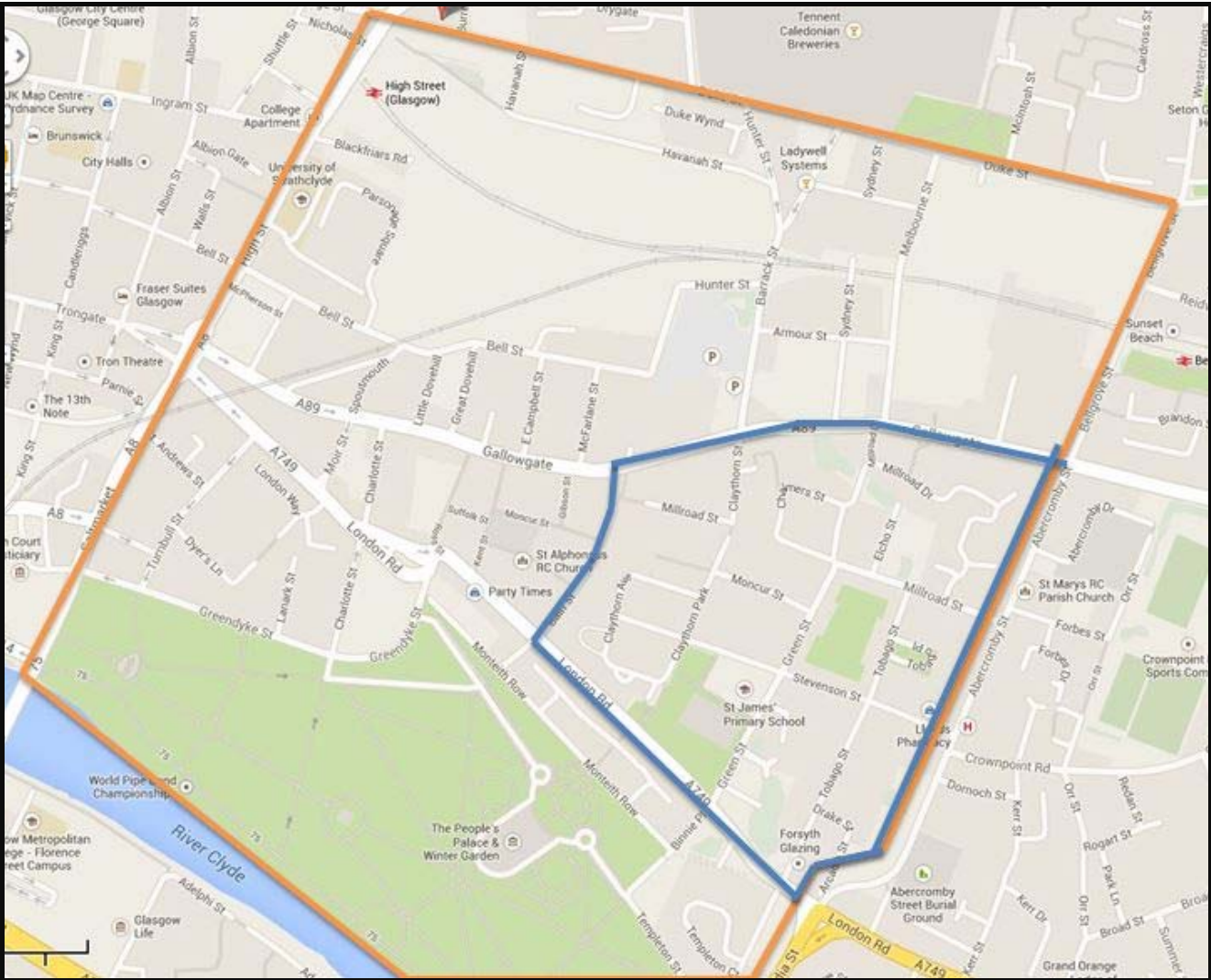
### Introduction

- 3.1 This chapter sets out our findings in relation to community and stakeholder perceptions of the physical change which has taken place in Calton since 2010. It is based on perceptions, experiences and attitudes. It highlights the changes – both positive and negative – which communities and other stakeholders believed had occurred in the area.

### Defining Calton

- 3.2 Calton, like many communities, cannot be precisely defined. The geographical boundaries of the community are fluid, depending on individual perceptions, connections and linkages.
- 3.3 For the purposes of the Street Audit, the boundaries of Calton were relatively tightly defined. Calton was seen as bounded by Gallowgate to the north, Abercromby Street to the east, London Road to the south and Bain Street to the west.
- 3.4 However, for the purposes of the Area Development Framework, the boundaries of Calton also included some surrounding areas. This was to emphasise the linkages and connections between Calton and neighbouring assets, facilities and communities. The boundaries in this instance were Duke Street to the north, Abercromby Street to the east, the River Clyde to the south and High Street to the west.
- 3.5 The community members we spoke to as part of this research generally felt that the Street Audit accurately defined the Calton area, but that it did clearly have connections to neighbouring parts of Glasgow – particularly to the south and Glasgow Green.

Map 1: Calton Boundaries



**Orange** = Area Development Framework boundary

**Blue** = Calton Street Audit boundary

## Perceptions of physical change

3.6 We asked community members for their views about what had changed, and what hadn't, in the Calton area since 2010. We explored this in discussion groups and through 'walkabouts' of the local area. We also explored the views of a wider group of stakeholders. Below we explore perceptions of change in relation to a number of key themes, including:

- public space;
- paths, signs, walking and cycling;
- derelict sites and buildings;
- safe play;
- community facilities;
- links and access; and
- maintenance.

## Perceptions of change – public space

3.7 Community members and other stakeholders talked of two key areas of open public space which had seen change since the Street Audit in 2010 – Elcho Gardens and Bain Square. Some consultees also mentioned the mural developed at Abercromby Street.

### *Elcho Gardens*

3.8 Elcho Gardens is a fenced community garden. As part of the Calton Matrix, this area was redeveloped to include a growers area with planters, and storage facilities for growers. The gardens are locked, with access only to key-holders.



*Elcho gardens, October 2013*

- 3.9 Community members indicated that initially the growers' area was a success, with the area being actively used. However, the gardens do not have access to water. The garden activity did not have an ongoing co-ordinator, and community members initially took on the task of ensuring that the planters had adequate water. Some members of the community tried to gain access to water through, for example, delivery of water by the Fire Service on a regular basis. However, this did not happen. Keeping the planters watered was a major task and eventually community members stopped using the gardens due to this issue. Community members indicated that Elcho Gardens is currently unused.
- 3.10 Young people also mentioned particular challenges with access to Elcho Gardens. They indicated that they were not allowed access to the gardens unsupervised. And they had also experienced challenges with some of their planting being removed as it was not in their allocated space – despite much of the space going unused.

“They’re not accessible.”

(Community Member)

### ***Bain Square***

- 3.11 The Calton Matrix identified £50,000 to redesigning Bain Square and access to the Square through Moncur Alley (previously known as ‘Muggers Alley’). Community members were largely positive about the changes to Moncur Alley.



*Moncur alley, October 2013*

- 3.12 However, while some were positive about the changes to Bain Square, it was largely felt that the changes were superficial. Some were concerned that they had heard that a proposed community garden on Bain Square was no longer going ahead. Others felt that the uncertainty over future use of St. Luke's and St. Andrew's Church behind the square meant that any changes to the square were short term measures.

“These are short term solutions that don’t really do it.”

(Community member)



*St Luke's and St Andrew's Church, 2004/05*



*Bain Square, October 2013*



*St Luke's and St Andrew's Church, October 2013*

### **Mural**

3.13 The Calton Matrix provided £3,000 for the development of a mural and wider improvements at Abercrombie Street and Millroad Drive. This mural was led by a local artist, and involved local school children. Many community members saw the mural positively. Some felt that the fact that the mural "has not been vandalised in over a year" shows the community is receptive to good work that improves the area.



*Previous mural at Abercrombie Street, 2010*



*New mural at Abercrombie Street, October 2013*

3.14 Some community members praised the process for developing the mural, which involved local school children. They felt that this was a sign that local children were being encouraged to work on projects that improve the

community. However, some young people were unsure as to exactly who had been involved in designing the mural, and felt that it had appeared one day “with no consultation.”

### Perceptions of change – paths, signs, walking and cycling

- 3.15 Perceptions of change in relation to paths, signs, walking and cycling were very mixed. A minority of stakeholders felt that signage was reasonably good in the area, but most felt that the signage was relatively poor – “it has not taken off”. This was a particular issue for local businesses, who felt that the Barras was poorly signposted from the city centre. Some community members felt that new signage was easily vandalised so that it pointed people in the wrong direction.
- 3.16 Many community members and other stakeholders had noticed changes around cycle tracks and crossings in the area.

“The cycle stuff happened straight away. It shows it can actually happen if they really care.”

(Community member)

- 3.17 However, a number of community members were concerned that walking routes and cycle tracks were fenced off – such as the cycle track along Stevenson Street, and the walking route through Binnie Place. One community group mentioned that cycle thefts can be a big issue locally, meaning that people are not able to cycle in the area.



*Stevenson Street, October 2013*



*Binnie Place, October 2013*

### Perceptions of change – derelict sites and buildings

- 3.18 There were significant concerns from community members, and others such as elected members and partner organisations, about the amount of vacant and derelict land and buildings in Calton. This was a key concern for almost all community members we spoke to.



- 3.19 Community members gave numerous examples of derelict buildings. Three buildings which were included in the Calton Matrix – but received minimal activity – remained key issues. These were St James School, Tureen Street School and St. Luke’s and St. Andrew’s Church at Bain Square.



*St James's School*



*Tureen Street School*



*St Luke's and St Andrew's Church  
(All October 2013)*

- 3.20 Community members were concerned about the loss of these facilities – but were more concerned about the poor condition of the derelict buildings remaining. There were particular concerns that some buildings (particularly Tureen Street School) were still easily accessible despite being derelict, and that this was very dangerous. There were also concerns that the vacant buildings and surrounding derelict land became an attraction for anti-social behaviour.



*Tureen Street School, October 2013*



*Surrounding vacant land, October 2013*

- 3.21 Some felt disappointed that the football pitch at St James School had not seen significant redevelopment. Some pointed to the clearing of vegetation around the area, but felt that much more could be done to make it a useful community facility.

“There are long-standing problems [at St James School] such as dark corners, where people can lurk and fight.”

(Stakeholder)

- 3.22 There were many other examples of vacant and derelict land and buildings in the area. Community members felt that some of these buildings, such as the old police station, had real potential and were beautiful buildings. However, they felt that others, such as the two schools, were now deteriorating so badly that it would be better to simply pull them down. Some indicated a hope that St. Luke's and St. Andrew's church may come back into use, as they had heard it had been bought privately.
- 3.23 Almost all community members highlighted the problem with much of the derelict land and buildings being owned privately – by one private company. It was felt that simply retaining land and buildings without in any way maintaining it was bad for the area of Calton, and many highlighted the “tension” between the community and the private developer. Some indicated concerns that some vacant and derelict buildings which were dangerous were actually still in use by a local business.
- 3.24 Other stakeholders acknowledged that vacant and derelict land and buildings was a big issue in Calton, and felt that it would take a long term approach to identifying solutions.

### Perceptions of change – safe play

- 3.25 The vast majority of community members and other stakeholders highlighted the changes that had taken place at the play park at Tobago Street. Many were aware that the play area had been re-modelled, mentioning the removal of large mounds of grass which obscured sight of the play area and the introduction of new play equipment. Many also mentioned the new lighting at the entrances to the play park.



*Play park at Tobago Street, October 2013*

- 3.26 Some community members were positive about these changes. However, most felt that the lighting meant that more young people gathered in the

area at night. Some said that this did not have negative safety impacts, but others felt that it was resulting in anti-social behaviour.

- 3.27 However young people, and those who supported young people, had particularly negative views about the play park. It was felt that it was unsafe, often covered in glass and needles and often the site of drug deals. The young people also said that they were chased away from the area by “the older ones” meaning that “we just hang about in the closes”. They also cited occasions when they were forced to move their group activities as a result of prostitution near where their activities were based.

"There is no such thing as safe play."

(Stakeholder)

### Perceptions of change – community facilities

#### *The Heritage Centre and Memorial Gardens*

- 3.28 Many community members and other stakeholders mentioned the development of the new Heritage Centre in London Road, adjacent to Thenu Housing Association’s new offices. At the time of most of our consultations, the Heritage Centre had not yet opened (it opened on 1 November 2013). However, there was a high level of interest in the facility, and many community members had been involved in discussions about the centre.



*Previous site of Calton Heritage Centre, October 2012*



*Calton Heritage Centre, October 2013*

- 3.29 Most viewed the opening of the new centre very positively.

"It will finally give the community a proper facility, a reference point, and a place to hold community events."

(Community member)

- 3.30 However, some felt that it was not accessible to everyone in the community. This was a particular issue for young people. There were concerns both about the high charges for its use by other community groups and the feeling that young people were not welcome in the centre. On our walkabout of the area with young people, we witnessed the negative welcome young people received at the centre. In some instances, people were having to travel to other neighbourhoods to access suitable facilities.

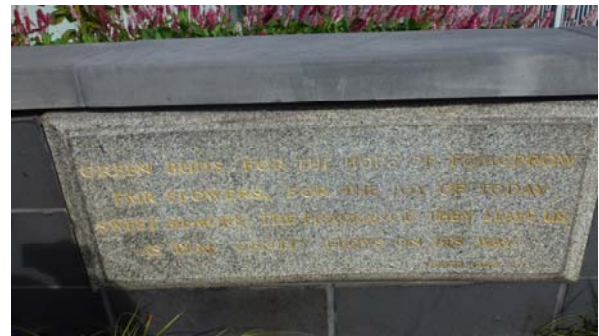
"It's not really our building – it's more for old people."

(Community member)

"There are barriers to its use, including some of the highest community charges in the city."

(Stakeholder)

- 3.31 A number of community members also mentioned the memorial gardens outside the new Heritage Centre. Some were pleased that local people had been involved in its design. However, some were concerned that there was no fence around the gardens, meaning that it was difficult to maintain as a clean and safe space.



*Memorial Gardens at Tobago Street and London Road, October 2013*

### **Other community facilities**

- 3.32 Many community members and other stakeholders highlighted the development of Morrison's, providing new shopping facilities in the area. This was viewed very positively, and seen as a positive indication that the neighbourhood was improving.

### **Perceptions of change – links and access**

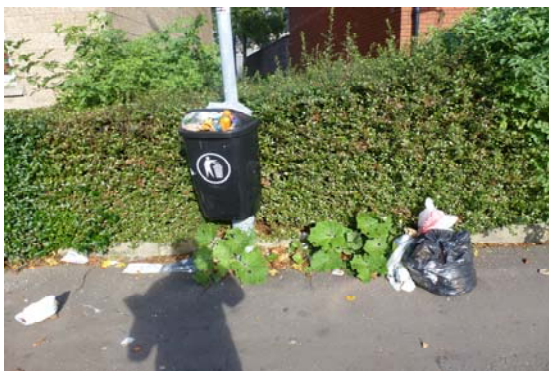
- 3.33 Communities and other stakeholders generally felt that there had been some improvements in terms of linking Calton to nearby areas, and improving access to local facilities. A small number of community members (and almost all stakeholders) mentioned the new pedestrian crossing on

London Road. It was agreed that this helped to link Calton to Glasgow Green.

- 3.34 However, local business owners involved in the research felt that there were divisions between Calton, the Barras and Glasgow Green. Some felt that Bain Street acted as a division between Calton and the Barras – with some describing it as a “rat run”. Local business owners also suggested that there needed to be better links from the Barras to Glasgow Green – including better signage, a larger entrance gate and the development of a clear pedestrian walkway.
- 3.35 Some felt that new safety measures, such as speed bumps and parking restrictions, in Calton were positive changes – but were concerned that there remained issues around links and access. Others highlighted that some streets – such as Monteith Road – did not have a pavement which caused problems with safety and access.

### Perceptions of change – maintenance

- 3.36 The maintenance of the area in general, and the maintenance of the physical improvements to the area, was a key issue raised by many community members. Some were concerned that despite new developments, the area still appeared run down and uncared for due to fly tipping, litter and un-emptied bins. In particular, some people were concerned that new bins which had been installed in the area had not been emptied frequently enough – resulting in a few of them being set on fire.



*Unemptied bins, October 2013*



*Fly tipping at Tobago Street, October 2013*

## Chapter 4 | Experiences of involvement in Calton

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### Introduction

4.1 This chapter explores the experiences of community members and other stakeholders in participating in neighbourhood improvements in Calton. It initially focuses on the Street Audit undertaken in 2010, and then explores experiences of subsequent involvement.

### Involvement in the Street Audit

4.2 In 2010, up to ten community members (including local businesses) were involved in the Street Audit – including four members of Calton Area Association (CAA) and three members of the Barras Trust. As part of this research we spoke with five community members who had been involved in the Street Audit. This included three of the four CAA members who were involved; one of the three Barras Trust members; and one further community member who had participated in the Street Audit.

4.3 Community members who had participated in the Street Audit were generally very positive about it. Some found it hard to fully recollect the Audit, given that it took place three years ago. However, others said that Calton Area Association were the “driving force” behind the Street Audit and felt that they had a strong involvement in the process. Most very much enjoyed the experience and felt that the process demonstrated that community views were valued.

“We were definitely able to express our views... The company was brilliant.”  
(Community member)

4.4 One community member felt that Living Streets (the company which ran the Street Audit) helped community members to express their views. For example, this individual said that she suggested that there should be an extra set of lights but some of the planning staff present felt that this would be challenging as it was too close to another crossing. However, Living Streets suggested how it could be made to happen – and the crossing was put in place very shortly afterwards.

“The planning department went away with hints and information they didn’t have before.”  
(Community member)

- 4.5 Other stakeholders – including elected members and officers – were very positive about the Street Audit process. Most felt that the format of the walkabout and subsequent feedback session worked well. Some felt that although there were more officers, elected members and students than community members present, “it felt like people in the community were in charge”. Officers also highlighted that the walkabout also worked well as a training exercise.
- 4.6 Many stakeholders highlighted that the Street Audit helped to build relationships and understanding between community members and public service providers. This was particularly evidenced at the workshop feedback session, when Living Streets presented findings from the Street Audit and facilitated discussions around next steps. One stakeholder felt that this workshop was particularly valuable as it helped to build understanding of community and service provider perspectives – “it was a dialogue”. This stakeholder suggested this helped community members to understand why some improvements could be funded more readily than others.

#### **Ability to shape neighbourhood decision making**

- 4.7 Community members highlighted a range of other ways in which they, individually and collectively, had been involved in discussions and action around neighbourhood improvement activity in Calton.
- 4.8 Members of Calton Area Association felt that they were very involved in all aspects of neighbourhood improvement, and often the driving force behind change. They felt that almost everyone in the community knew of the Area Association, and felt regularly consulted on change happening in the community – including the development of a new Morrison’s supermarket in the area, and the development of new housing in Green Street.

“Ninety per cent of the community know who we are, so they’ll come to us if they have any issues they want to raise... So I’d say we do have an influence over what areas are considered for change.”

(Community member)

"We tell people (councillors and community planners) what they don't want to hear, and I think this makes them act a little bit more quickly on what we are saying."

(Community member)

- 4.9 One stakeholder suggested that new community members were attracted to the Calton Area Association, because neighbourhood improvements were happening.

“Lots of people felt a lot better involved and listened to.”

(Stakeholder)

4.10 However, others felt that they were not particularly involved. Some stakeholders felt that for those directly involved in the Street Audit, the Area Development Framework and the Action Barras Calton group, there would be a real feeling of involvement – but probably not for those outwith the process. Examples of lack of involvement cited included:

- Three community members were concerned that when the old station frontage collapsed (at Glasgow Green Railway Station), community members were not consulted on what should happen – and important heritage materials were removed.
- One community member had contacted various professionals about concerns that rights of way in Calton were blocked off by fencing – but had not seen any results. This individual felt that nobody else appeared bothered by these issues, so had stopped pursuing these.
- One community member had worked hard to ensure that Elcho Gardens had access to water – but felt that the community received no support from public service providers and so eventually gave up, resulting in the gardens falling out of use.

4.11 Young people consulted as part of this study felt particularly excluded from decision making in Calton. They raised a range of issues, including:

- young people being excluded from accessing Elcho Gardens without an adult (and the gate being locked); and
- being excluded from the new Heritage Centre – which was not seen as a place young people were welcomed.

4.12 The young people we consulted were particularly concerned that while they had been involved in a scrapbook project around the Area Development Framework, they did not receive feedback on their input, and did not perceive there to be any change as a result. As such they felt "disheartened" and consulted "for the sake of it".

"There was no follow up, no support, and to this day there has been no outcome."

(Community member)

### **Pace of change**

4.13 Communities and other stakeholders were prompted specifically on their views on the pace at which change took place in Calton. Some, particularly



those closest to the neighbourhood improvements, felt that the pace at which change happened in the area had become faster in recent years. They felt that this was as a result of the voices within the community becoming stronger. Others felt that the pace of change was “not bad” – and recognised that some things happened more quickly than others due to the availability of funding. However, some stakeholders suggested that while some changes were taken forward, the overall perception of change was damaged by some high profile issues not being addressed.

“We were let down by the football pitch, which is an outstanding issue.”  
(Stakeholder)

## Future involvement

4.14 While many recognised the need for strengthened involvement in the future, communities and other stakeholders had relatively few suggestions about how this could be done. Suggestions included:

- **Greater ongoing involvement** – The involvement of the Street Audit had not, generally, been followed through into involvement in discussing how to take forward each element of neighbourhood improvement. It was suggested that more detailed involvement in design and delivery may have resulted in a greater feeling of engagement and ownership of the changes. However, some community members said that people were not happy to take responsibility and “put themselves out” to support the changes required. In relation to engaging with young people it was noted that:

"More should be done to turn them from one-off interventions into something more consistent."

(Stakeholder)

- **Wider engagement** – It was suggested that it was important not to rely on a single group to engage with, but to ensure that a wide range of interests and individuals could be involved through lots of different routes. Some particularly emphasised that there were key gaps in involvement, such as people from ethnic minority communities.
- **More obvious visible change** – In some cases, community members felt that it was hard to remember or notice the changes that had taken place in the community. They felt that some of the most noticeable changes would be the smallest changes, which could be done

reasonably easily. Some felt this would encourage people to see their area positively, and to get involved in future changes.

“There is so much tired and run down street furniture and buildings...We should start with the most noticeable, small activities... just get in and do something. It would give people a bit of a bolster.”

(Community member)

## Chapter 5 | Impact of change in Calton

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### Introduction

5.1 This chapter explores the views of communities and wider stakeholders in relation to the impact of change in Calton on their quality of life, health and wellbeing. It should be noted that it is only three years since the initiation of the Street Audit approach and subsequent neighbourhood improvements and activities – which this research has focused on. The findings presented are largely derived from qualitative methods, to gain a broad understanding of how some of the changes in the neighbourhood have impacted on the lives of people living in Calton.

### Existing evidence about quality of life and health in Calton

5.2 There are some existing sources of data about feelings and experiences in relation to quality of life and health in Calton. During the period this research focuses on (2010 to 2013), the most useful data sources are the 2008 NHS Greater Glasgow and Clyde Health and Wellbeing Study – prior to the 2010 Street Audit – and the 2012 GoWell East findings.

5.3 The NHS Greater Glasgow and Clyde Health and Wellbeing Study was conducted in 1999, 2002, 2005, 2008 and 2011. We have used the results from 2008 to provide a baseline of feelings and experiences from before the Street Audit. For this research, Glasgow Centre for Population Health requested a breakdown at as local a level as possible, covering the Calton area. The most suitable data available covered not only Calton – but also Bridgeton. The Health and Wellbeing Study can therefore provide broad indications about Calton and neighbouring areas in 2008, but given the varied neighbourhoods within the Calton and Bridgeton area, it is important to treat this data with caution.

5.4 We have compared the 2008 Health and Wellbeing Study data with the GoWell East 2012 findings, acknowledging that these findings are not always directly comparable. The GoWell East initiative is a five year research programme which aims to evaluate the health and wellbeing impact of regeneration and other changes associated with the Glasgow 2014 Commonwealth Games. Initial data is available from interviews undertaken in May 2012 – covering the East including Bridgeton, Calton, Camlachie, Dalmarnock, Gallowgate and Parkhead. Just over 1,000 households in the East were included in the survey – and 20 per cent of these were in Calton.

- 5.5 Data for the Calton area specifically was provided to inform this study, providing a helpful comparison with the Health and Wellbeing study data from 2008, and assisting our understanding of the impact of changes in the area. This means that we have a picture of experiences across Calton and Bridgeton for 2008, compared with experiences specifically in Calton for 2012.

### ***Physical activity***

- 5.6 The 2008 Health and Wellbeing study showed that when compared to the rest of Glasgow, people in the Calton and Bridgeton area were significantly less likely to meet targets for moderate physical activity. Only 14 per cent met this target in 2008, compared with 69 per cent across Glasgow. By 2011 this had increased to 24 per cent, compared with 50 per cent across Glasgow.
- 5.7 In 2012, the GoWell East data for Calton indicated that over a quarter (27%) of Calton residents surveyed had not undertaken any moderate physical activity in the past week. The same proportion (27%) had undertaken moderate physical activity on five days or more. Less than a third (28%) felt that people in Calton lived healthy, active lives.

### ***Mental health***

- 5.8 In 2008, the percentage of people in Calton and Bridgeton who had a positive perception about their mental and emotional wellbeing was broadly similar to that across the whole city (81% compared to 84% city wide). Significantly fewer people in Calton and Bridgeton had severe mental health issues as assessed by the General Health Questionnaire (7% compared with 12% city wide).
- 5.9 The 2012 GoWell East study does not have a specific measure for mental health – instead focusing on softer indicators around feelings about the neighbourhood and area.

### ***Community empowerment***

- 5.10 The 2008 Health and Wellbeing Study showed that people in Calton and Bridgeton felt less positive than average about their ability to influence decisions that affect their neighbourhood. Less than half (47%) felt that through working together they could influence decisions, compared to almost two thirds (60%) across Glasgow.
- 5.11 The GoWell East data from 2012 suggested that far fewer residents across the east of the city felt that they could influence decisions through working together. In Calton, 43 per cent felt that through working together they could influence decisions, compared with 37 per cent across the rest of the east.

### **Neighbourhood**

- 5.12 The GoWell East data for Calton suggested that almost half (46%) of respondents believed that their neighbourhood had improved as a place to live over the past three years. This is broadly the same level for the whole of the East (45%). Over half (60%) of the respondents in Calton felt that people who lived in Calton thought highly of it, and almost two thirds (65%) felt proud of their area. However, a similar proportion (66%) felt that many people in Glasgow thought the area had a bad reputation.
- 5.13 Respondents also identified key issues in terms of their neighbourhood:
- 72 per cent felt that rubbish and litter lying around was a serious or slight problem; and
  - 58 per cent felt that vacant or derelict buildings and land sites were a serious or slight problem.

### **Safety**

- 5.14 The GoWell East data for Calton in 2012 indicated that residents broadly believed that crime levels were the same as two years before (63%). Less than a fifth (15%) believed crime had increased and just over a fifth (22%) believed crime had decreased. Just over half of Calton respondents (56%) felt safe or very safe walking in the area at night. This compared to 63 per cent of residents across Glasgow, based on the 2008 Health and Wellbeing Study.

### **Perceptions of impact**

#### **General wellbeing**

- 5.15 Most community members, and other stakeholders, felt that the neighbourhood improvements in the area had been relatively small scale, relatively recent, involved a very small number of community members and had minimal impact on their general health and wellbeing.
- 5.16 Many community members felt that there had been little to no positive impacts on health. This was echoed by stakeholders, who indicated that there was no clear evidence that neighbourhood improvements had impacted on general health and wellbeing.

"Nothing that we have delivered in the past three years is likely to have been significant in terms of health."

(Stakeholder)

"There are no positive changes in relation to health."

(Community member)

"There are no community assets; the schools have closed, the nurseries have closed, there is nothing to be proud of in Calton."

(Community member)

- 5.17 A number of stakeholders suggested that the approach was relatively small scale and involved a Street Audit as a “one off event”, rather than within a coherent and sustained programme of change.
- 5.18 However, some community members pointed to some changes in their health and wellbeing as a result of the neighbourhood improvements:
- **Mental wellbeing** – A small number of community members, particularly those closest to influencing the changes that had happened, suggested that people have ‘healthier minds’ and greater self esteem because they now feel a bit more positive about living in the area. A small number of community members felt that their mental wellbeing had declined due to an increase in noise, parking and litter in the area (in some cases linked to increased use of Glasgow Green as an events area).
  - **Access to healthier food** – Many community members, and other stakeholders, felt that the arrival of Morrison’s had enabled access to healthier food, while also helping people feel positive about their area.
  - **Physical activity** – Many community members felt that Morrison’s coming to the area had encouraged people to walk rather than get the bus for their shopping.
  - **Access to green space** – A small number of community members and other stakeholders highlighted the changes made to improve access to Glasgow Green, which impacted on mental wellbeing and physical activity.



*Morrisons supermarket at Barrack Street, October 2013*



*The People's Palace, October 2010*

## Safety

- 5.19 Many community members felt that the neighbourhood improvements had impacted on safety. Many felt that improvements to 'Muggers Alley' (Moncur Alley) had been particularly useful in reducing anti-social behaviour and increasing safety. It was seen as much safer and "much brighter and open". Others felt that security cameras which were monitored had helped to deter young people from participating in anti-social behaviour. Some community members felt that improvements to Bain Square had resulted in a notable decrease in anti-social behaviour around the square.
- 5.20 However, community members expressed ongoing concern about safety in the area. There was particular concern about vacant and derelict buildings which acted as "hot spots" for anti-social behaviour and drinking.
- 5.21 People provided a range of views about safety – generally based on their own experiences. Some felt reasonably safe walking in the area at night, particularly if they felt able to deal with any anti-social behaviour they experienced. Many community members and other stakeholders felt that the arrival of Morrisons in the area meant that there were more people on the streets at all times of day and this made the streets feel safer. However, others did not feel safe and felt too intimidated to walk in the area at night. Some young people felt unsafe in play areas, and instead had to socialise in other locations.
- 5.22 Community members highlighted new street lights and resurfaced pavements which most felt made the area feel slightly safer to walk around. A number of people highlighted particular improvements in road surfacing around Millroad Street.
- 5.23 However, some highlighted that more lighting in public spaces (such as the play park) can encourage people to use this area more at night, resulting in anti-social behaviour. Others highlighted ongoing community safety issues around gangs, drugs and prostitution which meant that many people did not go out in the area at night.

"More still has to be done... given the positive impact this has had so far, hopefully this is done as soon as possible."

(Community member)

- 5.24 Many community members highlighted ongoing issues with alcohol abuse, drugs and prostitution. Some felt that there was a "social acceptance" about drugs in the area, but others felt that while the area still had problems it was not as "notorious" as it once had been.



*Moncur alley, October 2013*



*Phone box at Bain Square, October 2013*

### ***Jobs and opportunities***

5.25 A small number of community members commented on the impact of neighbourhood improvements on jobs and opportunities in Calton. Some felt that the bus routes were better now that London Road was quieter, making it easier for people to access employment in the city centre. Others felt that more people were coming to the area to work and set up businesses.

### ***Future improvements***

5.26 Community members mentioned a number of potential future activities which may impact positively on quality of life in Calton. Some were positive about opportunities in terms of recreation after the Commonwealth Games, due to increased access to facilities such as the recreation park on Muir Street. Others mentioned proposed housing developments positively, expressing that people may feel better about where they live. A minority mentioned planned improvements on Greendyke Street in terms of road safety, feeling that it could reduce traffic fumes and enable walking and cycling in the area. Others were positive about the proposed 'Heritage Trail'.

5.27 Some community members called for support with taking forward ideas such as a new skate park, maintenance and development of Elcho Gardens and maintaining old buildings which had the potential to be "beautiful". There was a high level of interest in the future use of St. Luke's and St. Andrew's Church and Bain Square.



*Former Police building at Tureen Street, October 2013*



- 5.28 Some stakeholders pointed to the investment coming to Calton and surrounding areas as a result of the Calton Barras Action Plan, accompanied by £3.5 million of expenditure. Others highlighted ongoing plans to take forward issues within the Calton matrix – including the Heritage Trail and work around Bain Square and St James School.



*Vacant site on Abercrombie Street, October 2013*

## Chapter 6 | Impact on stakeholder organisations

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### Introduction

- 6.1 This chapter explores the impact of the approach taken in Calton on the wider work of stakeholders.

### Organisational impact

- 6.2 Stakeholders were broadly in agreement that while the Street Audit, and subsequent improvements had been an interesting approach, it had not had a significant impact on the work of their organisations. One stakeholder responsible for taking forward the actions from the Calton Matrix felt that the neighbourhood changes were “quite modest” and “easy to deliver” – and being a relatively straightforward process which had not impacted significantly on other areas of work.
- 6.3 Development and Regeneration Services (DRS) indicated that the Street Audit had influenced the way in which officers engaged with the communities in Development Plans. The Street Audit had also been a useful training opportunity for staff. However, DRS officers indicated that they had not worked with communities to undertake a Street Audit since 2010. One DRS officer mentioned that a ‘virtual’ Street Audit had been undertaken in the north of the city with communities being sent information and asked to do an Audit themselves. However, this was not successful as community members did not undertake the audit. Another stakeholder mentioned that there may be plans to use the Street Audit approach in the near future, in another part of Glasgow (and by the time this report was finalised partners indicated that this had since taken place in Govan).

“There is still a way to go. It needs to be the way things are done, not just talked about.”

(Stakeholder)

- 6.4 Within NHS Greater Glasgow and Clyde, stakeholders indicated that lessons have not been promoted widely across the NHS and that few people were aware of the Street Audit as a tool. There was a suggestion that this research could help to promote the idea of the Street Audit for the future.

“The Street Audit was a very tiny project... It hasn’t changed anything the NHS does.”

(Stakeholder)

- 6.5 Other stakeholders agreed with this. Some felt that across Glasgow, for the whole Equally Well Test Site, there was an enhanced link between health and planning – but not specifically in Calton or as a result of the Calton approach.
- 6.6 Some stakeholders were concerned that the Calton model would not be rolled out, as the community engagement base was so small that it would be difficult to demonstrate any real evidence of change in terms of feelings of empowerment, quality of life or health.

## Chapter 7 | Key findings and lessons learned

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### Introduction

- 7.1 This chapter summarises the key findings from this research, and comments on a number of lessons learned from the experience in Calton.

### Key findings

#### *Context*

- 7.2 The approach in Calton was part of the Glasgow City Equally Well Test Site, which focused on improving health through the integration of town planning and public health practice. The Test Site has focused strongly on a community led approach to environmental improvements – linking health and planning.
- 7.3 The Calton Street Audit was undertaken in November 2010. It involved up to ten community members, along with community planning staff and students from Strathclyde University. The two main community organisations involved were Calton Area Association and the Barras Trust. The Street Audit identified a series of priorities, ‘quick wins’ and short, medium and longer term activities. In response to the Street Audit findings, the Calton Matrix was developed – bringing together projects, funding and different delivery mechanisms to take forward some of the priorities identified. This Matrix involved over £130,000 of funding and included six main projects.
- 7.4 In 2012, following the Street Audit, Glasgow City Council published the Calton Area Development Framework and a Calton Barras Action Plan supported by funding of £3.5 million over five years. Both were influenced by the findings of the Street Audit, and the Area Development Framework incorporated some of the projects in the Calton Matrix.
- 7.5 Over the same time period, Calton residents have restructured their community organisation and the Calton Area Association has strengthened and become central to many of the developments in the area. The new Housing Association has also been active in the area. Calton’s proximity to the Commonwealth Games 2014 sites has also increased the pace of change in Calton and surrounding areas.

### ***Perceptions of physical change in Calton***

- 7.6 Community members identified a range of physical changes in Calton, including:
- the redevelopment of a growers area, a play park, a public square and a previously unsafe lane;
  - improvements to resurfaced pavements and roads, signage and changes to cycle tracks and crossings; and
  - the development of a new Heritage Centre, a new mural and a new Morrisons supermarket.
- 7.7 Perceptions of the changes were mixed. In almost all cases community members saw both positives and negatives in relation to the changes. For example:
- the growers area had been successful initially, but had ceased operating due to there being no access to water;
  - the play park was seen by some as a positive change, but some young people still found it dangerous and unwelcoming; and
  - the new Heritage Centre was viewed positively, but some found it expensive and exclusive.
- 7.8 There was agreement that there were still significant issues with the physical environment in Calton. The amount of vacant and derelict land and buildings was a key concern. The maintenance of the area in general and of the recent physical improvements in particular, was a key issue raised by many community members.

### ***Experiences of involvement***

- 7.9 Community members who had participated in the Street Audit were generally very positive about it. Most very much enjoyed the experience and felt that the process demonstrated that community views were valued. Many praised Living Streets (the company which ran the Street Audit) and felt that the Street Audit helped to build relationships and understanding between community members and public service providers. Other stakeholders were also very positive about the process.
- 7.10 The extent to which community members felt involved in decisions about their area varied significantly. Members of Calton Area Association were much more positive about their role in influencing neighbourhood change than others. Those outwith Calton Area Association highlighted a range of instances where they would have liked to have influenced decisions, but did not feel they had the chance. Young people felt particularly excluded from decision making in Calton – and also felt excluded from some of the new physical facilities in the area.

- 7.11 When asked how community engagement could be improved in the future, communities and other stakeholders suggested that involvement should be with a wider group of people, should be ongoing and should be supported and motivated by more visible change to the area.

### ***Impact of change in Calton***

- 7.12 Most community members, and other stakeholders, felt that the neighbourhood improvements in the area had been relatively small scale, relatively recent, involved a very small number of community members and had had minimal impact on their general health and wellbeing.
- 7.13 A small number of community members felt that their mental wellbeing and pride in the area had increased, as a result of neighbourhood improvements. Others spoke of increased access to healthier food and physical activity, due to people walking to the new Morrisons supermarket; and enhanced access to green space due to better links to Glasgow Green.
- 7.14 Many felt that the neighbourhood improvements had impacted positively on safety – particularly the changes at Moncur Alley ('Muggers Alley) which were felt to have reduced anti-social behaviour and increased safety. However, there were ongoing concerns about safety, drinking, anti-social behaviour, drugs and prostitution.
- 7.15 Many community members, and other stakeholders, were positive about potential future changes which may impact on quality of life in Calton – including changes linked to the Commonwealth Games and continued work on changes included within the Calton Matrix.

### ***Impact on stakeholders***

- 7.16 Stakeholders were broadly in agreement that while the Street Audit, and subsequent improvements, had been an interesting approach, it had not had a significant impact on the work of their organisations. Stakeholders felt that there may be opportunities to raise awareness of this process in the future. However, some were concerned that the approach in Calton was so small scale – and involved such a small number of community members – that it would be difficult to evidence the impact of the approach.

### **Lessons learned**

- 7.17 This review has identified a number of clear lessons learned, which should be considered in future similar approaches. These lessons are based on evidence of both what worked well, and what was less successful.

- **Value in approach** – This research highlights that there can be clear value in a community led approach to neighbourhood improvement. Community members who were closely involved saw real benefits, and felt more involved in neighbourhood decisions. The Street Audit process was highly valued by participants.
- **Physical improvements can make a difference** – Physical improvements or the provision of new community facilities can have positive individual and community impacts (such as a reduction in anti-social behaviour, making people feel safer and increasing levels of walking), particularly when they are supported by local people and are accessible to all. But momentum needs to be sustained and there should be recognition that social issues are unlikely to be solved through physical improvements alone.
- **Range of involvement** – The Street Audit, and subsequent engagement, involved a very small group of community members – led strongly by one community group. Future approaches should take a more wide ranging approach, working to ensure that people with different experiences and characteristics have opportunities to be involved. Communities are diverse and not everyone wants to, or can, be involved in the same way. There can be tensions between community groups, and it is important to make sure that the most vocal residents are not able to dominate decision making. It is also important to involve other local stakeholders, such as local businesses, some of whom were involved in the original Street Audit.

One potential approach, being adopted by the three *Thriving Places*<sup>6</sup> in Glasgow, would be to undertake community asset mapping to fully understand the range of community groups, networks, skills and strengths. Another approach would be to ensure that partners use a wide range of involvement methods, working closely with known groups and organisations, to ensure that different people have different opportunities to be involved.

- **Ongoing involvement** – Few community members were involved in neighbourhood improvements on an ongoing basis. There were potential opportunities for more in depth involvement in decisions about neighbourhood improvements – such as the design of the play park – which could have involved a wider range of community members. Following through from initial idea to implementation could help to give

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<sup>6</sup> Glasgow's Single Outcome Agreement identifies three *Thriving Places* – communities in which a community led approach to change will be taken.

communities more sense of ownership of the changes taking place in their area – and would ensure that they are based on the needs and experiences of local people who know their area best. Ensuring that feedback is provided to those who give their views would also help to encourage future involvement. Ongoing involvement would also help communities to understand the progress being made on longer term issues which require a strategic approach to make change happen – such as tackling vacant and derelict land in Calton.

- **Support and maintenance** – The neighbourhood changes in Calton largely involved capital investment in physical improvements to the area. However, there was limited investment in ongoing support and maintenance to embed these changes. Ongoing support – such as with maintaining Elcho Gardens – could have helped initially successful ideas to be sustained. Maintenance – such as ensuring bins were emptied regularly – could have prevented fire raising and anti-social behaviour. Future approaches should join up the capital investment with decisions about resources dedicated to the area on an ongoing basis in terms of maintenance and support.
- **Partnership working** – The Street Audit and the Calton Matrix were led by Glasgow City Council. There was limited involvement from NHS Greater Glasgow and Clyde, or other partners. Closer ongoing partnership working would help to ensure that decisions made by partner organisations can support the physical changes made to the area – and help to address the priorities and issues identified by local communities.
- **Responsibility for action** – Following the Street Audit, no clear delivery mechanism was identified for taking forward community priorities in Calton. While a Working Group was established, and a Matrix agreed, there was no clear overarching responsibility for taking forward actions in a collective manner. This could have been addressed through creating a more formalised joint delivery mechanism to support enhanced partnership working (between and within partner organisations and communities) and ensure linkage between physical change, ongoing maintenance and community support.
- **Integrating learning for public sector partners** – The learning from the approach taken in Calton has not yet been widely disseminated, and awareness of the approach is low beyond those immediately involved. Future approaches could helpfully ensure that early lessons can be built into work across partner organisations – whether positive or negative.



