

CITY DEVELOPMENT FRAMEWORK

1 SUMMARY

- 1.1 This report recommends that Council confirms its intent to pursue the City Development Framework programme (CDF) to final investment proposition, in formal consultation with Scottish and UK Governments.
- 1.2 Stirling is uniquely placed to realise its ambition for the CDF. This ambition is founded on Stirling's people and potential: the CDF is being developed in collaboration with our citizens, communities and partners from the public, private and third sectors. As such, it has gathered real commitment and built genuine ownership.
- 1.3 The shared vision is for Stirling to realise its true potential as an economic and cultural powerhouse by building on its assets to create a highly functioning and beautiful city that generates wealth and increases opportunity locally, whilst contributing to national productivity.
- 1.4 While Stirling compares well with other Scottish cities, our aspiration is to benchmark against the best in the world; cities like Stockholm that use their size, ambition and educational and technological assets to drive economic growth and generate wealth and prosperity for all their citizens.
- 1.5 The CDF is not being developed in isolation. It will build on the Council's many other key projects and initiatives designed to drive economic improvements and a deliver a better quality of life across the area, including significant investment in housing and transport; the development of the Stirling Sports Village; a new multi-partnership cultural strategy for Stirling; regeneration programmes to provide opportunities for all; and a renewed rural economic strategy.
- 1.6 The CDF will attract and retain talent in the city, including graduates from our own further and higher education provision, and nurture business growth and entrepreneurial spirit.

- 1.7 As has previously been reported to Council, economic evidence has been analysed to determine where and how Stirling must develop to improve its place in Scotland, and to grow its market share internationally. This ambition for growth will be socio-economically balanced, to ensure opportunities for all and a commitment to increasing equality and fairness.
- 1.8 From that evidence base, engagement with a wide variety of stakeholders has resulted in the development and ongoing refinement of a number of inter-related signature projects. Recent work has concentrated on advancement to outline business cases for those projects where the evidence and economic proposition is confirmed, and to concept statements for those projects, where although the foundation is sound, further work is required to shape the detail and definitively evidence the impact.
- 1.9 Engagement has also highlighted that the success of the CDF will depend on adequate focus being placed on ‘enabling’ activities and infrastructure so that links between the city, its Eastern villages and rural areas of Stirling, as well as Glasgow and Edinburgh, are strengthened and the programme benefits everyone in Stirling including those who are currently the most disadvantaged. Key enabling aspects are as follows:
- Improving geographic and digital connectivity.
 - Enhancing pathways to employment for those furthest from the labour market; this includes utilising the skills and expertise of organisations across Stirling who are experienced in this field.
 - Increasing opportunities for learning, training and skills development.
 - Increasing jobs and particularly those in high value industries.
 - Increasing access to sport, leisure and cultural activities.
 - Better transport links.
 - A strong daytime and evening food and drink offer.
 - Growing key sectors of the economy that play to our economic strengths and provide opportunities for all areas of Stirling e.g. food and drink
 - A strong approach to housing and community safety
 - Putting communities first through effectively involving them.
 - Ensuring that the regeneration of priority areas of Stirling that are outwith the city centre – Raploch, Fallin, Plean, Cowie, Cornton, Culterhove and Hillpark - links strongly with and takes advantage of the benefits generated by the CDF programme; this includes job creation, skills and training opportunities as well as community benefits negotiated through contracts.
 - Ensuring that the significant tourism assets across Stirling – whether in Bannockburn or Callander – benefit from the opportunities generated by the CDF and particularly increased visitor numbers.
 - Ensuring that there are strong links between Stirling’s rural strategy and the CDF.
- 1.10 It is anticipated that a Growth Accelerator model (GAM) of investment will deliver the Framework, and it is on this basis that an initial intention to submit has been made to Scottish Government, following early discussions with the Scottish Futures Trust.

- 1.11 This report seeks Council approval to take these early discussions forward within a more formal developmental process which will result in a realisation of our ambition through investment in Stirling to deliver economic growth and a comprehensive improvement in local outcomes.

2 OFFICER RECOMMENDATION(S)

The Council agrees:-

- 2.1 that the City Development Framework continues to be progressed within a Growth Accelerator proposition in consultation with Scottish Government and Scottish Futures Trust;
- 2.2 that regular updates on progress are provided through a series of all Member briefings between January and May 2016; and
- 2.3 that the final proposition to Scottish Government is reported to Council in May 2016.

3 CONSIDERATIONS

- 3.1 Stirling's potential to transform itself from a place of vibrancy into a city of opportunity depends on taking action now; this will involve marshalling the combination of our assets in fields such as education, technology, business and heritage, and using them as pathways to interact with and take advantage of the global opportunities available.
- 3.2 The City Development Framework is a unique opportunity for Stirling to benefit from the current national funding mechanisms focused on cities, to help bring this about and realise its vision for the city and the wider Council area.
- 3.3 The Framework boosts the delivery of the Council's economic priorities, through enabling the city to attract further inward investment and support business growth in key sectors and attract new sectors. Improved sector performance will be generated by investment in innovation, better collaborative working and more international activity. These sectors are Financial Services, Tourism, Digital Technology and Food and Drink.
- 3.4 Investment will stimulate additional jobs and training opportunities, linked to a focus on employability to improve skills, confidence and levels of personal ambition to make sure that employment access and progression are inclusive.
- 3.5 Working closely with communities and voluntary organisations, and supporting the growth of social enterprises will help to ensure opportunities within more disadvantaged communities, and in rural communities where the third sector infrastructure is already strong.
- 3.6 Following approval of the draft Framework in June 2015, an external and internal project team has been working together to test out and advance the proposal based on challenges set by Members, City Commissioners and other stakeholders.

- 3.7 A suite of documents has now been prepared outlining the proposal. This includes a Strategic Outline Case, Outline Business Cases, Concept papers and a Masterplan, which are attached as Appendices to this report.
- 3.8 The Strategic Outline Case is attached as Appendix 2. This establishes the strategic concept of the programme, proposes the enabling infrastructure, evidences the economic need and suggests steps towards future delivery and governance.
- 3.9 The strategic case is Stirling's story - capturing the connecting thread amongst all the projects; through all Stirling's communities; to strategic commitments and planned infrastructure investment; and outwardly to all Scotland's cities, across the UK, and internationally.
- 3.10 The concept highlights the unique connecting threads of collaboration and partnership that have taken the CDF to this stage, ensuring benefit opportunities for all Stirling's people.
- 3.11 The Strategic Outline Case is being developed and considered in relation to fit with the Growth Accelerator investment model advised by Scottish Futures Trust as the most appropriate for Stirling's approach.
- 3.12 The Growth Accelerator model (GAM) is a route to deliver public sector infrastructure. It is premised on the fact that investment in such infrastructure should create the conditions for regeneration and economic growth in line with the Scottish Government's Economic Strategy.
- 3.13 The Growth Accelerator model is predicated on demonstrating additional growth as part of the business case and as evidence for grant to support infrastructure investment. The impact of investment must be demonstrable at programme level. Investment will not be in support of usual business; the overall programme must be shown to be outwith the scope of local government on its own and demonstrating new methods of delivery.
- 3.14 The Scottish Futures Trust (SFT) provides support for local authorities who are considering using the GAM. SFT has indicated a willingness to continue to support development should Council so approve.
- 3.15 The developing and final Framework will be supported by a Masterplan which will maximise the preferred location and indicative design of the proposed infrastructure projects to best realise the strategic rationale. The Masterplan will also embrace the River Forth as a key feature of Stirling, helping to bring the potential of the River much more into the consciousness of residents, visitors and businesses.
- 3.16 Stirling's intent to pursue a funding proposal for the City Development Framework has been established with Scottish Government. The proposed next steps would be to continue to develop all projects to full business case and finalise the Masterplan, to conclude a cohesive programme suitable for Growth Accelerator investment.
- 3.17 Work would continue with the internal and external project team, supported by the Scottish Futures Trust and ongoing learning from the Scottish Cities Alliance. The intention would be to continue to discuss development via the Sounding Board and Member Briefings. Progress would be formally reported

to Council in March 2016, with the recommended final Framework being considered by Council in May 2016, prior to submission to Scottish Government.

- 3.18 Three Outline Business Cases (OBCs) are attached as Appendix 3; these are the Digital District, the Grow-on space and the Civic Quarter. These projects are the bedrock of the whole CDF programme and will act as the catalyst for stimulating and unlocking further investment and economic growth. The evidence indicates that taken together, these three projects will generate an additional £83.2 million into Stirling's economy per annum and 1711 jobs.
- 3.19 These projects have proven through robust challenge to have sufficient proof of demand and impact to allow OBCs to be developed. Concept papers have been prepared for the remaining, more complex projects that are still in the process of being defined so we can fully determine their impact during the next phase of the project.
- 3.20 The Digital District will encourage businesses to start up, collaborate and grow and generate high value jobs. It will allow individuals with coding expertise to have access to high quality digital connections and an environment where they can come together with other businesses and key partners.
- 3.21 A key focal point in the Digital District will be the Digital Hub. This will provide a 21st century environment which supports different ways of working with business partners, clients and others such as the education sector and community organisations.
- 3.22 The Grow-on space will specifically address the shortage of space in the city for incubating and developing the small to medium sized enterprise (SME) sector, particularly the step up from new business start-ups to medium sized companies. It will provide bespoke space for established businesses to develop and grow/relocate to. It will provide an opportunity to support growth in specific global sectors to attract new innovative products, process and talent.
- 3.23 The Civic Quarter project consists of the following:
- A new Council office building
 - Flexible office space for the third and private sectors
 - One stop shop Council facilities
 - Civic square to create an identity
 - International visitor attraction.
- 3.24 The new Council office building is dependent on alternative use being found for the existing Council offices.
- 3.25 The Civic Quarter will bring increased footfall to the City Centre, boosting retail and hospitality. It will also provide the opportunity for partners to co-locate, generating efficiencies and enabling a common public services resource for customers, clients and service users. The space will be an asset to nurture increased civic identity and offer an additional focal point within the city, and be known as a centre for heritage, skills, third sector and educational excellence.

- 3.26 Concept papers are attached as Appendix 4, which have been developed in relation to the regeneration of Mercat Cross (and includes the City Market and the Cultural Quarter previously described separately); the Conference Centre (previously described as part of the Civic Space); and the City Park.
- 3.27 The regeneration of Mercat Cross, at the top of the town, is about focused activity to revitalise this geographically and strategically important area of the city, through initiatives that include a City Market, increased permanent and temporary commercial space, increased use of culture , and an improved environment, generating opportunities and pathways for skills, training and employment.
- 3.28 Introducing new opportunities in this way will benefit local residents and businesses, and better connect the city and the wider area through improvement in streetscape, environment and community safety, and increased options for culture, learning and employment.
- 3.29 The City Market project will be critical in this, providing additional outlets for rural suppliers; and the cultural offer will strengthen and better co-ordinate activity to an existing and increased audience from the Digital District and increased footfall from business.
- 3.30 The Conference Centre concept identifies a key opportunity to establish a step change in the number, quality and size of conferences held in the city. The vision is to establish a world destination Conference Centre which is not intended to displace existing events in Scotland but rather attract new, high end, high spend international business conferences/events which are continually looking for new destinations.
- 3.31 The City Park maintains its ambition to create a must-see destination to attract, retain, and direct residents and visitors to and throughout the city, connecting with the Back Walk and the City Centre. The vision is for a City Park that has the potential to be amongst the most distinctive parks in Scotland, through its unique and historically significant setting below Stirling Castle.
- 3.32 The City Park seeks to create a stunning landscape environment, opening up the Castle vista to attract a wide range of people. The Park will be natural in its composition as well as offering a degree of structure to make the space accessible and accommodate a range of activities for families, sports and physical fitness enthusiasts, tourists and event goers.
- 3.33 The masterplan is attached as Appendix 5 to show how these developments will spatially connect.

4 POLICY/RESOURCES IMPLICATIONS AND CONSULTATIONS

Policy Implications	
Equality Impact Assessment	Yes
Strategic Environmental Assessment	Yes
Serving Stirling	Yes
Single Outcome Agreement	Yes
Diversity (age, disability, gender, race, religion, sexual orientation)	Yes
Sustainability (community, economic, environmental)	Yes
Effect on Council's green house gas emissions	Decrease
Strategic/Service Plan	Yes
Existing Policy or Strategy	Yes
Risk	Yes
Resource Implications	
Financial	Yes
People	Yes
Land and Property or IT Systems	Yes
Consultations	
Internal or External Consultations	Yes

Equality Impact Assessment

- 4.1 The contents of this report were considered under the Council's Equality Impact Assessment process and an Equality Impact Assessment will be undertaken on the final Framework.

Strategic Environmental Assessment

- 4.2 This report relates to a Programme and it was determined that a full Strategic Environmental Assessment was required and will be completed on the final Framework.

Serving Stirling

- 4.3 The proposals set out in this report are consistent with the following key priorities:-

Q - Pursue a diverse high wage economy that delivers local jobs for people across Stirling and a procurement policy that supports this
 C- Regenerate our most in need communities to deliver a full range of positive social, environmental and economic outcomes

Single Outcome Agreement

- 4.4 The proposals set out in this report support the following outcomes in the Single Outcome Agreement:

Improved opportunities for learning, training and work

A diverse economy that delivers good quality local jobs

Other Policy Implications

- 4.5 The City Development Framework will work alongside a range of existing policies to best effect. These include the Economic Strategy, the Local Development Plan, and the City Transport Strategy.

Resource Implications

- 4.6 The relevant existing infrastructure commitments within the capital programme will be part of the Council's contribution to the CDF.

Consultations

- 4.7 A wide range of stakeholders, City Commissioners and partners have been involved in the City Development Framework.

	Tick (✓) to confirm and add relevant initials
The appropriate Convener(s), Vice Convener(s), Portfolio Holder and Depute Portfolio Holder have been consulted on this report	JB ✓ NB ✓
The Chief Executive or Director has been consulted on this report as appropriate	SC ✓

5 BACKGROUND PAPERS

- 5.1 Draft City Development Framework: June 2015.

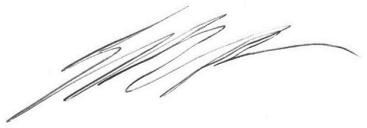
6 APPENDICES

- 6.1 Appendix 1 – EQIA.
- 6.2 Appendix 2 - Strategic Outline Case.
- 6.3 Appendix 3 – Outline Business cases: Grow-on Space; Digital District; Civic Quarter.
- 6.4 Appendix 4 - Concept Papers- Mercat Cross Regeneration; Conference Centre; City Park.
- 6.8 Appendix 5 - Programme Masterplan.

Author(s)

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Approved by

Name	Designation	Signature
Stacey Burlet	Director – Communities and Partnerships	

Date 3rd December 2015

Service Reference

Appendix 1

Stirling Council: EqIA Relevance Check (June 2014)

Completing this form will help you determine whether or not an equality impact assessment is required and provide a record of your decision. This is a screening process to help you decide if the proposal under consideration requires an EqIA - **it is not an EqIA and the impact of the proposal will be determined by the EqIA itself.**

The Guidance: **Equality Impact Assessment Toolkit June 2014** may help when completing this form this can be accessed via the following link - http://web.stirling.gov.uk/eqia_toolkit.doc

The term **proposal** used below is intended to include “policy, strategy, service, function, procedure or project.”

When is an EqIA required?

While each proposal must be considered individually, it is anticipated that an EqIA will always be required when:

- introducing a new policy/strategy/service/function
- reviewing a current policy/strategy/service/function
- reducing / discontinuing an existing service
- considering budget proposals resulting in any of the above

Reports on technical or procedural matters or which confirm progress on previously considered proposals, may be less likely to require an EqIA but this can only be determined by using this form.

SUMMARY DETAILS

1. Title of Proposal: Service PBB Ref (if applicable)

City Development Framework Update	Communities and Partnerships	n/a
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2. Service, and Lead Officer (Head of Service/ Service Manager) undertaking assessment

Service	Lead Officer
Communities and Partnerships	Lesley Gallagher

3. What is the nature of the proposal? (*Tick/complete all that apply*)

Review of an existing policy/strategy		Review of an existing service/function	
Reduction in an existing service / function		Removal of an existing service	
Introduction of a new policy/ strategy	√	Introduction of new service/function	
Other e.g. technical, progress, procedural report			
PBB category e.g. transformational change			

4. For proposals with implications for budgets complete the following:

		(£ 000s)
Current expenditure on activity	In Council area as a whole	Not yet finalised
	In/for specific community/ies	
Total anticipated savings or proposed increased spend	In/for Council area as a whole	Not yet finalised
	In/ for specific community/ies	As above
Delivery Timescale and Phasing	Start date for savings/increased spend	2016
	End Date for savings/increased spend	c. 2020
	Savings/increased spend Year 1	Not yet finalised
	Savings/increased spend Year 2	As above
	Savings/increased spend Year 3	
	Savings/increased spend Year 4	
	Savings/increased spend Year 5	

AIMS & OBJECTIVES

Answering questions 5 - 7 will help you decide whether or not your proposal needs to be accompanied by an EqIA.

5. What longer term outcomes is the proposal expected to achieve?

The success of the CDF will be the creation of a vibrant and world class city, with connected communities, a place of enterprises and opportunities for all. The programme will act as a catalyst and prospectus for investment and will crucially set out benefits and impact across the area.

6. What are the main aims of this proposal? If this proposal revises an existing policy have its aims changed?

The main aim is sustainable, inclusive economic growth, with wider economic benefit for the whole Council area, particularly more disadvantaged and rural communities.

7. Who is most likely to be affected by this proposal? Consider current and potential future service users including people with particular needs, specific geographical communities and current and prospective employees.

All residents of Stirling, businesses and visitors to the area will be positively affected by this proposal. Residents in the Mercat Cross and City Centre area will be particularly affected, and a positive impact on disadvantaged communities and rural communities will be prioritised.

POTENTIAL IMPACT

Answering Questions 8 -12 will help you consider the potential impact of the proposal.

8. What potential impact will this proposal have on people in terms of the needs of the public sector equality duty and the Council’s responsibilities to:-

- **eliminate discrimination, harassment and victimisation**
- **advance equality of opportunity**
- **foster good relations - including the need to tackle prejudice and promote understanding**
- See guidance for additional information.

This proposal will particularly advance equality of opportunity, especially in respect of access to jobs and training.

It will impact positively on the remaining duties.

9. Will this proposal have a potential impact on people with “protected characteristics”**? Please consider all protected groups listed below. A detailed explanation of these is provided in the guidance.

Group	Impact Yes/No/Unclear	Group	Impact Yes/No/Unclear	Group	Impact Yes/No/Unclear
Age	Yes	Disability	No	Gender Reassignment	No
Marriage and Civil Partnership	No	Pregnancy and Maternity	No	Race	No
Religion and Belief	No	Sex	No	Sexual Orientation	No

10. Will this proposal have an impact on communities, household groups or individuals with a higher risk of experiencing poverty? Please answer **Yes/No/Unclear**. Information on communities, households and individuals with a higher risk of experiencing poverty is provided in the guidance.

Yes, the proposal will specifically prioritise benefits to disadvantaged communities, especially access to jobs and training. Other positive impacts could include an increase in wellbeing and health equalities.

11. Do you already have any evidence that has influenced or shaped this proposal in relation to people in protected characteristic groups or communities, groups or individuals vulnerable to poverty? If so please summarise what this evidence includes.

Communities within the Mercat Cross and City Centre have been involved in the shaping of this proposal to date. Communities have welcomed the potential to regenerate the area and increase access to jobs, improved environment and cultural/community activities. Communities have also welcomed the opportunity for more community influence/control.

Additional, wider consultation will continue as the proposal develops.

External evidence also states that work to develop cities can impact positively on people experiencing poverty, through increased access to fair work.

DECISION

12. Based on your responses and any evidence you already have, is an EqIA required for this proposal? In making your decision please note:

- if answering **Yes** to any part of either questions 9 or 10 an EqIA is required
- if answering **Unclear** to any part of questions 9 or 10 you are strongly advised to do an EqIA to allow you to comprehensively assess the impact of the proposal
- if answering **No** to any part of questions 9 or 10 please justify your response and why you consider an EqIA is not required for this proposal in the box below

Yes, an EQIA will be required for the final CDF proposition.

13. Who was involved in making this decision?

The CDF Project Team

Authorisation by Lead Officer (Head of Service / Service Manager)	
This decision has been approved by	Name Stacey Burlet
	Title Director, Communities and Partnerships
	Date 4th December 2015