



Glasgow City Council

Contracts and Property Committee

**Report by: George Gillespie, Executive Director,
Neighbourhoods and Regeneration Services**

Item 8

5th November 2026

**Contact's: Billy Garrett, Glasgow Life,
Director of Culture, Tourism and Events.**

**David McEwan, GCC, Divisional Director, Property, City Deal & Major
Projects**

PEOPLE'S PALACE AND WINTER GARDEN REFURBISHMENT

Purpose of Report:

To seek approval to progress the People's Palace and Winter Garden refurbishment through the hub West Scotland procurement and delivery route, using the West Territory Partnering Agreement for RIBA Stage 4 technical design, market testing and early contractor engagement activity. Approval is sought for this pre-construction stage only and does not commit the Council to early works or to the award of a main construction contract.

Recommendations:

The Committee asked to:

- i) Note the content of the report; and
- ii) Approve the appointment of hub West Scotland to procure and complete RIBA Stage 4 technical design, in the sum of £1,486,820 and to undertake market testing and early contractor engagement for the main contract works (noting that the appointment of a contractor for the main project work package will be brought to committee at a future stage).

Ward No(s): 9

Citywide:

Local member(s) advised: **Yes**

consulted: **Yes**

1.0 PROJECT BACKGROUND AND PROGRESS

- 1.1 The People's Palace and Winter Garden refurbishment project will restore and reimagine the museum and glasshouse, improve accessibility and visitor facilities, and secure the long-term future of this nationally significant heritage asset.
- 1.2 A National Lottery Heritage Fund Stage 2 application was submitted in May 2026, and the Scottish Government has committed up to £14 million to support the project.
- 1.3 The City Administration Committee considered the updated project position on 3 September 2026, including the programme, estimated project cost of £50.86 million, and approved an additional £5m of GCC capital funding.
- 1.4 GCC, NRS Property and Consultancy Services (NRS PCS) completed RIBA Stage 3 design in May 2026. The design has been influenced by a significant amount of community involvement, wider public engagement and outreach activities. The design also captures a substantial number of GCC and Glasgow Life stakeholder briefing workshops.
- 1.5 The next design stage is to develop the RIBA Stage 3 Spatial Design to RIBA Stage 4 Technical Design through the Hub West Scotland procurement model noted in section 2 below.
- 1.6 The NRS PCS Team will be retained throughout the project life to provide technical oversight and ensure the RIBA Stage 3 vision is delivered during the next stages of the project.

2.0 Hub West Scotland (hWS) Procurement Model

- 2.1 hWS is the proposed procurement and delivery partner for the project, providing design services and procurement of a main contractor to deliver the project through a two-stage tender. The proposed route is through the existing West Territory Partnering Agreement, established as part of the Scotland-wide hub programme and available to Glasgow City Council as a public sector participant. This provides a regulated and established procurement route for community infrastructure projects, with access to development management, commercial support, design coordination, market testing and structured gateway controls.
- 2.2 GCC NRS PCS and Glasgow Life's, Infrastructure Support, Special Projects Team reviewed alternative procurement framework options during the RIBA Stage 3 process, and the hWS model was assessed to be the most expedient route to meet the project programme and risk profile for the People's Palace and Winter Garden's refurbishment and redisplay within a potentially increasing economically volatile market.

- 2.3 The hWS model offers proactive risk management, rigorous cost planning and close engagement with the design team, funders and stakeholders. It establishes the technical, commercial and governance arrangements needed to enable the Council to enter an agreement with a high level of cost certainty and managed risk transfer. In summary:
- the approach provides a transparent and audited procurement process along with specialist commercial and development management expertise
 - allows the project early access to an existing procurement framework and agreements that minimise inflationary programme costs
 - allows the project early access to an existing framework of contractors with existing agreements that include price affordability caps offering greater project cost certainty
 - will reduce internal resource requirements across procurement and contract management whilst offering specific capital development ability and experience
 - community benefits; strong, audited and bespoke community benefits based on project vision and objectives
- 2.4 Community benefits will be realised through hWS's social value and community benefits programme which will be specifically tailored to the local community.
- 2.5 The next stage is to progress the design through RIBA Stage 4 and undertake market testing and early contractor engagement via a two-stage tendering process. This will allow the Council to test cost, programme, buildability, risk allocation and procurement strategy before any recommendation is made on early works, main contractor appointment or the main works contract.
- 2.6 hWS will provide development, commercial and contract management services and will manage the Project Design team. The core design team includes architectural, conservation, landscape, cost, health and safety, building services, civil and structural engineering disciplines. The appointment will be limited to the pre-construction deliverables described in this report and capped at the approved value.
- 2.7 The final form of construction contract will not be determined at this stage. Design and Build and Traditional Build Only options will continue to be assessed during pre-construction. A further report will be brought forward once design maturity, market testing, cost certainty, funding, affordability and risk allocation are sufficiently developed to support a recommendation on the main works procurement route and contract form.
- 2.8 Approval of this report will not authorise early works, the appointment of a main contractor, the award of a main works contract or any financial commitment beyond the value stated in this report. Any subsequent contractual commitment

will require further procurement input and legal review. The council has a protocol in place for the use of hWS. Therefore, any subsequent requirement to engage hWS to make the necessary contractual appointments will follow the procedures set out in the protocol. This includes obtaining the approval of the appropriate council committee to engage hWS, where required, if the value of any contract is above the relevant threshold.

- 2.9 Glasgow City Council will be the procuring and contracting authority and will retain responsibility for procurement compliance, contractual approval and governance decisions. Glasgow Life will act as agent for day-to-day stakeholder engagement, operational input and “intelligent client” functions. GCC Procurement and Legal Services will continue to provide support and oversight at each gateway.

3.0 PROJECT PROGRAMME

- 3.1 The proposed commission covers technical design and market testing through to autumn 2027. Key gateways will consider the preferred contractor, any early or enabling works, the main works procurement route, final pricing, funding position and affordability, and will culminate in a future report to Contracts & Property Committee seeking authority to enter into any main works contract.
- 3.2 The detailed programme will be aligned with funder decisions, statutory approvals and Council governance before commitments are made at each gateway.

4.0 ASSOCIATED ACTIVITY COSTS

- 4.1 The cost of the proposed award is £1,486,820, comprising:

Activity	Cost
RIBA Stage 4 technical design	£878,092
Market testing and fixed-price proposals	£304,364
Balance due at financial and contract close	£304,364
Total	£1,486,820

***In addition to the above breakdown of costs, the project team will hold a contingency of £297,000 for this stage of the project.*

- 4.2 The wider project remains subject to securing the full funding package, confirmation of affordability, and future approval gateways. The staged approach allows the scope to be amended or paused if required and avoids commitment to the main construction works before the relevant approvals are obtained.

5.0 PROJECT FUNDING MODEL

5.1 The wider People's Palace and Winter Garden project has an estimated cost of £50.86 million. The project has secured funding from Glasgow City Council, Glasgow Life, the National Lottery Heritage Fund, the Scottish Government and fundraising activity undertaken by Glasgow Life.

5.2 The funding commitments are as follows:

Secured Funding	
GCC Community Asset Fund Capital	£2,900,000
GCC Capital Contribution	£11,000,000
GCC Capital Contribution – additional	£5,000,000
Glasgow Life redistribution of Community Asset Fund Capital	£2,000,000
National Lottery Heritage Fund (development phase funding)	£850,000
Glasgow Life led Development and Fundraising (Trusts, Foundations); including Historic Environment Scotland positive initial decision	£2,800,000
Scottish Government	£14,000,000
Total	£38,550,000

Unsecured Funding	
National Lottery Heritage Fund (delivery phase funding)	£9,150,000
Glasgow Life led Fundraising – other public funding, Trusts, Foundations and Public Campaign	£3,160,000
Total	£12,310,000

5.4 A Stage 2 NLHF application is seeking support of £9.15m Delivery Phase funding. Should the project secure the funding, the project would be 94% funded.

5.5 Other public funding opportunities, an active capital fundraising campaign targeting Trusts, Foundations, Corporates and private and public philanthropic giving will seek to secure the remaining £3.16m (6%) to bridge the final funding gap.

6.0 POLICY AND RESOURCE IMPLICATIONS

Resource Implications:

Financial:

Approval is sought for expenditure of £1,486,820 for RIBA Stage 4 technical design and early engagement of main contractor to as part of the market testing. The contract value can be

	contained within the currently secured funding for the project.
<i>Legal:</i>	GCC Legal Services will continue to support the project and provide legal oversight, and advise on the council's legal position in relation to contract terms. Legal Services will also advise on amendments required to the Glasgow Life lease or property documentation arising from the proposed future operating model.
<i>Personnel:</i>	No direct personnel implications.
<i>Procurement:</i>	GCC Procurement will continue to provide support and oversight before the appointment is concluded and before any further contractual commitment is made.

**Council Strategic Plan
2022-27**

Aspects of the project support all Four Grand Challenges and Missions within each Challenge.

A commitment explicit to the Peoples Palace and Winter Gardens is noted under Grand Challenge 1, Mission 4.

Grand Challenge 1

Reduce poverty and inequality in our communities

Mission 3

Improve the health and wellbeing of our local communities

Mission 4

Support Glasgow to be a city that is active and culturally vibrant

Commitment (pg 24)

Secure investment for the People's Palace and Winter Gardens.

Grand Challenge 2

Increase opportunity and prosperity for all our citizens

Mission 1

Support Glasgow residents into sustainable and fair work

Mission 2

Support the growth of an innovative, resilient and net zero carbon economy

Mission 3

Raise attainment amongst Glasgow's children and young people

Grand Challenge 3

Fight the climate emergency in a just transition to a net zero Glasgow

Mission 2

Become a net zero carbon city by 2030

Grand Challenge 4

Enable staff to deliver essential services in a sustainable, innovative and efficient way for our communities

Mission 1

Create safe, clean and thriving neighbourhoods

Mission 3

Enable staff to deliver a sustainable and innovative council structure that delivers value for money

Equality and Socio-Economic Impact:

Does the proposal support the Council's Equality Outcomes 2025-29?

What are the potential equality impacts as a result of this report?

Please highlight if the policy/proposal will help address socio-economic disadvantage.

Climate Impacts:

Does the proposal support any Climate Plan actions? Please specify:

The proposals seek to improve access to all and remove physical and perceived barriers which currently prevent people from accessing the venue and its immediate surroundings. This supports the Council's ambition to reduce inequality

Positive impacts for those with physical disability or sensory impairment, through access improvements and reinterpreted collection which will be required to be monitored over the course of the project as set out in the EQIA.

The proposals' success is dependent on the inclusion of local communities' input and will be defined by community led programming and resources. Providing career opportunities and facilitating local commercial ventures along with attracting significant local and national tourist economic input may address local socio-economic disadvantages in line with GCC's Strategic Plan 2022-2027

The proposal supports the Climate plan through action:

No29 - Ensure that historic buildings are resilient to the impacts of climate change, protecting Glasgow's rich heritage.

This will be achieved by implementing Historic Environment Scotland guidance on Adaptation of historic buildings to the impact of Climate Change.

What are the potential climate impacts as a result of this proposal?

The proposal brings positive impacts with building fabric upgrades and the replacement of existing inefficient heating technologies with detailed controls strategies designed to reduce energy consumption and carbon emissions. Investment in sustainable technologies within the redevelopment will further reduce ongoing operational and maintenance requirements and cost which will further support reaching the net zero carbon target.

Will the proposal contribute to Glasgow's net zero carbon target?

Privacy and Data Protection Impacts:

Are there any potential data protection impacts as a result of this report
Y/N

No

7.0 Recommendations

It is recommended that Committee:

- a) Note the content of the report; and
- b) approve the appointment of hub West Scotland to procure and complete RIBA Stage 4 technical design, in the sum of £1,486,820 and to undertake market testing and early contractor engagement for the main contract works (noting that the appointment of a contractor for the main project work package will be brought to committee at a future stage).