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24 November 2015

Dear Dr Rossler,

**New Lanark (United Kingdom of Great Britain and Northern Ireland (C 429rev))**

In accordance with Decision 38 COM 7B.37 of the 38<sup>th</sup> session of the World Heritage Committee, I am submitting the State of Conservation Report for New Lanark World Heritage Site. We have used the format stipulated as far as is possible. The text of Decision 38 COM 7B.37 is shown below in italic print to distinguish it from the State Party response which forms the body of the report.

I can confirm that I am content for the report to be posted on the UNESCO World Heritage Centre website.

Kind regards,

Hannah Jones  
World Heritage Site and Underwater Policy Advisor

cc  
HE Matthew Sudders, UK Permanent Delegate to UNESCO  
UK National Commission for UNESCO  
Henry Owen-John, Historic England



## **STATE OF CONSERVATION REPORT FOR NEW LANARK WORLD HERITAGE SITE 2015**

### **Name of World Heritage property**

New Lanark World Heritage Site; UK State Party; Inscribed 2001

Reference: 429rev

### **1. Executive Summary**

UNESCO's World Heritage Committee considered the 2014 State of Conservation Report for New Lanark World Heritage Site during its 38<sup>th</sup> session, and issued decision 38 COM 7B.37 which made a number of requests and recommendations to the UK State Party. This included the request for a State of Conservation Report to be considered by the Committee at its 40<sup>th</sup> session in 2016. In addressing these requests, this new Report does not repeat the detail of the 2014 Report where there has been no change.

#### **Key points of this Report:**

- The planning application for an extension to the Hyndford Quarry has been considered by Scottish Ministers who have stated their intention that no extension be allowed into the buffer zone of the World Heritage Site. The Scottish Government's Division for Planning and Environmental Appeals was tasked with seeking parties' views on the drafting of appropriate conditions and legal agreements, and has now submitted a supplementary report to Ministers with recommendations on these. Scottish Ministers are currently considering this report.
- In relation to the proposed housing development at the Pleasance, the situation remains that planning permission in principle has been granted but that further applications will be required before the development can commence. If or when such applications are lodged, South Lanarkshire Council will consult Historic Environment Scotland (the successor body to Historic Scotland from 1<sup>st</sup> October 2015). In the event that a new application for detailed planning permission is submitted, the applicant will be requested to undertake a Heritage Impact Assessment. Potential impacts on Outstanding Universal value will also be taken into consideration by Historic Environment Scotland in offering advice, and by the Council in reaching its decision.
- Funding recently awarded to New Lanark Trust to undertake restoration works within the World Heritage Site will address key conservation issues identified within the Site Management Plan.

### **2. Response to the Decision of the World Heritage Committee decision 38 COM 7B.37:**

*The World Heritage Committee,*

1. **Having examined Document WHC-14/38.COM/7B.Add,**
2. **Notes the report submitted by the State Party on two planning applications for the Pleasance Housing proposals and the extension of the Hyndford Quarry;**
3. **Expresses its concern about the potential adverse impacts of the Hyndford Quarry extension and Pleasance Housing projects on the Outstanding Universal Value (OUV) of the World Heritage property and its buffer zone;**

The State of Conservation Report for New Lanark submitted in February 2014 sets out the detail of these applications and Historic Scotland's response to issues of Outstanding Universal Value (OUV). Comments below provide an update on the situation but do not repeat the detail of the 2014 Report.

**Hyndford Quarry:** following a detailed public hearing in August 2014, Scottish Ministers issued a letter on 26<sup>th</sup> June 2015 indicating their intention that there should be no quarrying within the buffer zone of the World Heritage Site. However, as the southern extension lies outside the buffer zone and no concern has been raised about its impact on OUV, the letter indicates Scottish Ministers' intention to grant consent for that.

The application was referred back to Division for Planning and Environmental Appeals so that their Reporters could advise on what conditions or legal agreements would be appropriate in respect of a permission granted on the basis set out in the Scottish Ministers' letter. Reporters have sought parties' views on the drafting of appropriate conditions and legal agreements and have now submitted a supplementary report to Scottish Ministers with recommendations on conditions and legal agreements. The case is therefore still before the Scottish Ministers for their final decision in due course.

**Pleasance:** Planning permission in principle was granted in December 2012 for housing, but the detail is yet to come forward. We expect the detail of any proposed housing to be subject to further *applications for matters specified in conditions*. These are not planning applications, so the usual consultation and notification requirements do not apply. Therefore, while there would be no statutory requirement for South Lanarkshire Council as planning authority to consult Historic Environment Scotland (the successor to Historic Scotland from 1 October 2015) on any such applications, the Council has committed to engaging Historic Environment Scotland at an early stage. At that time, Historic Environment Scotland will offer its views about the potential impact of the proposals on the Property's Outstanding Universal Value and the State Party will notify the World Heritage Centre. Alternatively, if the details come forward as applications for full planning permission, then the usual consultation and notification requirements would apply.

In early October 2015, an application under Section 42 of the Town and Country Planning (Scotland) Act 1997 was submitted to South Lanarkshire Council for the variation of Condition 3 of the permission granted for residential development in December 2012. The purpose of this application was to seek an extension of the time period for the commencement of the development. A Section 42 application allows the

applicant to obtain a new permission for the same development but with different conditions attached. Section 42 limits the planning authority's consideration to the issue of the conditions. A number of objections to the application were submitted to the Council. We are aware that at least one of the letters of objection has been copied to the World Heritage Centre. South Lanarkshire Council approved the Section 42 application on 17 November, setting a time limit of a further 3 years from the date of that decision within which the development shall commence.

In accordance with Scottish planning policy, potential impacts within the buffer zone were considered in terms of their relationship to the OUV of the inscribed property. This is in line with paragraphs 104-7 of the Operational Guidelines, which make it clear that the buffer zone is not part of the inscribed property but is intended 'to give an added layer of protection to the property.' Consequently we have no comment on potential adverse impacts on the buffer zone beyond those set out above.

***4. Requests the State Party to suspend any further decisions on the planning applications for Hyndford Quarry and Pleasance Housing to allow for the elaboration of heritage impact assessments for each of the development projects, and also notes the decision of the ministers to call-in the planning application for Hyndford Quarry for scrutiny through an inquiry or hearing before their final decision;***

**Hyndford Quarry:** it was not possible to comply with this request for Hyndford Quarry, as the application was already under active consideration by the planning authority, and subsequently by Scottish Ministers. However, the potential impacts of the proposed extension of the quarry on the OUV of New Lanark were fully considered in the environmental impact assessment submitted with the planning application, and at the subsequent public hearing. Scottish Ministers have since indicated that they do not intend to grant consent for quarrying within the buffer zone, and consequently there is no need for a further heritage impact assessment at present.

**Pleasance:** planning permission in principle has already been granted for the Pleasance, but the details are yet to come forward. This could either be through applications for matters specified in conditions, or via an application for full planning permission; we expect the former. No detailed separate Heritage Impact Assessment was carried out as part of the application for planning permission in principle at the Pleasance.

If an application is made for detailed planning permission, Historic Environment Scotland will advise South Lanarkshire Council and the applicants that a Heritage Impact Assessment should be carried out. Impacts on OUV will be considered as part of the decision-making process, and this will include consultation with Historic Environment Scotland. If applications for matters specified in conditions are made, then the Council has committed to consulting with Historic Environment Scotland, even though this would not be a statutory requirement.

***5. Also requests the State Party to submit to the World Heritage Centre as soon as***

*available the Heritage Impact Assessments for the Hyndford Quarry extension and Pleasance Housing projects, elaborated in accordance with the ICOMOS Guidance;*

**Hyndford Quarry:** All available information on the Hyndford Quarry proposal is available on the website of the Department of Planning and Environmental Appeals, at <http://www.dpea.scotland.gov.uk/CaseDetails.aspx>.

**Pleasance:** If any HIA is carried out for the Pleasance in line with the advice of Historic Environment Scotland (see 2.4 above), the State Party will ensure that a copy is sent to the World Heritage Centre as requested. All of the information related to the 2012 application can be found on South Lanarkshire Council's website at:

<http://pbsportal.southlanarkshire.gov.uk/SearchPortal/ShowPublishedDocuments.aspx?applicationnumber=CL/12/0201>

**6. *Encourages the State Party to take up consultations with the Advisory Bodies and the World Heritage Centre regarding adequate modifications to the projects as currently proposed, and to consider inviting an ICOMOS advisory mission to the property to review the potential adverse impacts of the Pleasance Housing and Hyndford Quarry projects as well as the overall state of conservation of the property and its buffer zone, before further decisions are made;***

### **Scottish Planning Policy**

National and local planning policies are already in place to ensure that the OUV of a World Heritage Site is taken into consideration in the decision-making process. The Scottish planning system requires that applications submitted by private applicants are normally resolved within a statutory timeframe of either two or four months. Interested parties have the opportunity to make submissions to the planning authority within this period, and the authority will take their views into account in reaching their decision.

**Hyndford Quarry:** the views of ICOMOS UK were fully taken into account in relation to the Hyndford Quarry application, as it made submissions to the planning authority in response to the application as well as representations to the subsequent public hearing. As indicated above, Scottish Ministers' intention is to refuse permission for quarrying within the buffer zone, so there is currently no issue on which to consult ICOMOS further.

**Pleasance:** as indicated at 2.4 above, further applications on the detail of the proposals have not yet come forward, so there is currently no proposal for ICOMOS to review.

**Conservation issues:** current initiatives to address the conservation issues within the World Heritage Property identified as priorities within the Site Management Plan for 2013-18 are in hand and outlined at 3 below.

**Advisory Mission:** in the circumstances described above the State Party does not believe it would be an effective use of the hard pressed resources of UNESCO/ICOMOS nor those of those in the UK to invite a mission as the OUV of the property is not under

threat at the present time. Nor are there any current issues in the buffer zone that need to be addressed. However, the State Party will advise the World Heritage Committee on any further developments.

***7. Further requests the State Party to notify the World Heritage Centre of any decision or development on the above matters as soon as available and to submit to the World Heritage Centre, by 1 December 2015, an updated report, including a 1-page executive summary, on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 40th session in 2016.***

This report updates the Committee with the current position in relation to planning applications for New Lanark, and its priority conservation issues. The State Party will advise the Committee of any further developments at the appropriate time.

### **3. Other current conservation issues identified by the State Party which may have an impact on the property's Outstanding Universal Value**

#### **Management Plan 2013-18**

The conservation issues affecting the property are identified in section 4 of the Site Management Plan for 2013-18, and are addressed through the medium term objectives set out in section 5 of the Plan, steered by the New Lanark Partnership Group. The main conservation issues relate to the continued restoration and reuse of the vacant and derelict structures within the property, and to maintenance of its natural setting. The Management Plan can be found at

<http://www.historic-scotland.gov.uk/new-lanark-management-plan-2013-18.pdf>

#### **Restoration**

The principal outstanding structural conservation issues for the property will be addressed through a Townscape Heritage scheme. This is funded by the Heritage Lottery Fund to the value of £1.5 million over 3 years from 2016; and is supported by a grant from Historic Environment Scotland's Conservation Area Renewal Scheme to the value of £1.5 million, together with a promised contribution of £125,000 from the Renewable Energy Fund administered by South Lanarkshire Council. This work will restore the last remaining derelict set of buildings within the property (known as Double Row), and facilitate their reuse as residential accommodation. The comprehensive refurbishment of the Double Row buildings will be supported by a related project to conserve the internal fabric and provide remote access and interpretation for one of the tenements, "Museum Stair", which contains the property's most intact domestic interior. It is also intended to delineate the footprint of the tenement block known as Mantilla Row, demolished for structural reasons in 1988, by rebuilding low walls with interpretation on the site where it stood.

The Townscape Heritage scheme will include the removal of inappropriate modern repairs to the late 18<sup>th</sup> century workers' accommodation at Caithness Row. This will be

followed by a scheme of fabric repair, informed by best conservation practice, to safeguard the buildings' long term future. The scheme will also address the structural failing of the retaining boundary wall in front of the church, which will involve the wall being recorded, carefully taken down and reconstructed.

### **Woodland management**

Woodland management to maintain the property's natural setting is carried out by New Lanark Trust and has been supported in recent years through the Clyde and Avon Valley Landscape Partnership and funding from the Forestry Commission. This work has included the restoration of the woodland pathways laid out by Robert Owen within the inscribed property. A Forest Management Plan is in preparation for the woodlands on the Corehouse Estate, also part of the inscribed property, while the Scottish Wildlife Trust owns and manages important areas of woodland within the buffer zone on the Falls of Clyde National Nature Reserve.

### **Information, education and promotion**

Initiatives to inform and engage residents and visitors about the World Heritage Site are on-going. For example, private homeowners within New Lanark have each been offered an information pack to guide them to best practice in routine maintenance of their properties; there is a well-established and award-winning educational programme for schools, colleges and universities which attracts groups from across Europe and the USA as well as from the UK. In addition there is an annual programme of events for visitors which augments the permanent Visitor Centre exhibitions and interpretation which are open all year round. Audio-visual presentations are also available on the New Lanark website, and include a fly-through of the Site based on digital imagery; there are further proposals for the on-going recording of oral history, including community involvement in building research, and heritage activities and a virtual experience of Museum Stair, all integrated into the Townscape Heritage scheme; and there is promotion of walks through the Site through leaflets, a sculpture trail and a mobile app. The New Lanark Trust has established an Archives Search Room, assisted by a team of volunteers, where the collection of photographic and other documentary records of the history and restoration of New Lanark are being catalogued and digitised.

**4. In conformity with Paragraph 172 of the Operational Guidelines, describe any potential major restorations, alterations and/or new construction(s) intended within the property, the buffer zone(s) and/or corridors or other areas, where such developments may affect the Outstanding Universal Value of the property, including authenticity and integrity.**

There is nothing further to report. We will keep the World Heritage Committee abreast of any further developments.

**5. Public access to the state of conservation report**

We are content with full public access to this report.

## **6. Signature of the Authority**

Ms Hannah Jones  
World Heritage Site and Underwater Heritage Policy Advisor