

# Report

Agenda Item

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Report to: Planning Committee

Date of Meeting: 23 August 2011

Report by: Executive Director (Enterprise Resources)

Subject: New Lanark and Falls of Clyde Conservation Area

**Character Appraisal** 

# 1. Purpose of Report

1.1. The purpose of the report is to:-

- ◆ Seek Committee approval for the publication of the Conservation Area Character Appraisal for New Lanark and the Falls of Clyde and its adoption as supplementary planning guidance.
- ◆ Seek Committee approval to implement, as described in the Appraisal, an Article 4 Direction for the New Lanark and Falls of Clyde Conservation Area.

## 2. Recommendation(s)

- 2.1. The Committee is asked to approve the following recommendation(s):-
  - (1) Approve and adopt the Conservation Area Appraisal for New Lanark and Falls of Clyde subject to the Head of Planning and Building Standards Services being authorised to modify the document to take account of minor drafting and technical matters
  - (2) Authorise the Head of Planning and Building Standards to proceed with the appropriate public consultation on an Article 4 Direction for the New Lanark and Falls of Clyde Conservation Area, and thereafter undertake the statutory procedures for its formal implementation.

#### 3. Background

- 3.1. Local Authorities have a statutory duty to preserve and enhance the character and appearance of conservation areas within their area and from time to time prepare and publish proposals for doing so. A Conservation Area Character Appraisal (CACA) is a document that identifies the key elements of a conservation area, guides the Development Management Process and identifies opportunities for its improvement and enhancement. Within the adopted South Lanarkshire Local Plan, Policy ENV 8 commits the Council to prepare Conservation Area Character Appraisals for Conservation Areas within the Council area as part of an ongoing rolling programme.
- 3.2 A Draft Conservation Area Appraisal for New Lanark and Falls of Clyde, was approved by the Committee in November 2010. It was prepared in accordance with the advice of Scottish Ministers with a view to:
  - Setting out the special architectural and historic interest of the conservation area;

- Defining what is worthy of protection and enhancement;
- Identifying and explaining the Council's intentions for protection and enhancement.
- 3.3 The document therefore comprises of five sections.
  - Part 1 provides a summary of the legislative background to conservation areas and the purpose of carrying out a Conservation Area Appraisal.
  - Part 2 outlines the historical development of New Lanark from the medieval period to the 20th century.
  - Part 3 provides an assessment of the significance of the key characteristics of historical and cultural value.
  - Part 4 contains an analysis of key townscape characteristics including topography, setting, views and vistas, building materials and architectural character.
  - Part 5 outlines the Council's existing policies, and proposals for preservation and enhancement; including a new Article 4 Direction.

#### 4. Public Consultation

- 4.1 A consultation on the Draft CACA was undertaken for a six week period from February 2011. This included letters being sent to all the households in the village and a public exhibition on the 23rd and 24<sup>th</sup> February 2011, in New Lanark. The comments received, together with responses, have been summarised in the attached Appendix. Where appropriate, and as indicated in the Appendix, the comments have been reflected in revisions to the CACA. It is important to note that no objections were received to the Appraisal. The issues, however, which attracted most comment related to the need for an assessment of the Conservation Area's extent, the differentiation between the Conservation Area and the World Heritage Buffer Zone, and the scope of an Article 4 Direction. The New Lanark Trust provided a comprehensive response and expressed their support for the Council's decision to prepare the Appraisal.
- 4.2 Having considered the comments received I am satisfied that the Appraisal can now be finalised and published, subject to the minor changes set out in Appendix being made. The proposed version has been available in Members' areas prior to Committee.

#### 5. Article 4 Direction

- 5.1 Under Article 4 of the Town and Country Planning (General Permitted Development) (Scotland) Order 1992, the planning authority can seek approval of the Scottish Government for Directions that restrict permitted development rights. This would control the proliferation of relatively minor alterations to buildings in conservation areas that can cumulatively lead to the erosion of their character. Development is not precluded, but such alterations will require planning permission. The opportunity also exists to remove permitted development rights from statutory undertakers, such as electricity or water companies. Whilst it is not intended to prevent such operators from carrying out their functions in a reasonable and efficient manner, the issue once again is to protect the character and appearance of the conservation area by ensuring that such developments are carried out in a sympathetic manner
- 5.2 In the Draft Conservation Area Appraisal it was proposed that an Article 4 direction should be used to control:-
  - House extensions, enlargements and improvements (including window & door replacements),

- Works within the curtilage of houses,
- Satellite dishes.
- Stonecleaning or external painting
- The construction of walls, fences, etc.,
- Local Authority developments,
- Water undertakings,
- Development by gas suppliers,
- Development by electricity undertakers,
- Telecommunications developments,
- · Agricultural operations, and,
- Forestry operations.
- 5.3 There were no objections to the types of development proposed for the Article 4 Direction and New Lanark Trust supported the use of greater planning controls as a mechanism to preserve New Lanark's unique attributes. I would therefore consider appropriate that in order to allow the Council to effectively protect the special character and architectural quality of the village the appropriate statutory action required to put in place an Article 4 direction covering these works should be implemented.

# 6 Next Steps

- On approval of the Character Appraisal by Committee the document will be publicised and made available to the public at various venues. It will also become a material consideration in the determination of future planning applications within the New Lanark and Falls of Clyde Conservation Area. In addition it will provide supplementary planning guidance to assist in:
  - the preparation and assessment of development applications;
  - planning briefs and other area based proposals;
  - promoting the special qualities and distinctiveness of New Lanark and Falls of Clyde built environment; and
  - setting out the parameters and implications of an Article 4 Direction.
- 6.2 With regard to the promotion of the Article 4 direction, the Council must apply to Scottish Ministers giving a full justification for using an Article 4 Direction and evidence of prior public consultation. The Article 4 cannot come into force unless it is confirmed by the Scottish Government.

#### 7. Employee Implications

7.1 There are no employee implications. Any work undertaken in connection with the Appraisal can be met from existing resources.

#### 8. Financial Implications

8.1 There are no budgetary implications at this stage. Any publishing costs can be met from existing revenue budgets.

# 9. Other Implications

9.1 The South Lanarkshire Local Plan identified the need for Conservation Area Character Appraisals. There would be a reputational risk if this was not undertaken.

#### 10. Equality Impact Assessment and Consultation Arrangements

10.1 This report does not introduce a new policy, function or strategy or recommend a change to an existing policy, function or strategy and therefore, no impact

assessment is required. The CACA and Article 4 proposals have been the subject of consultation

# Colin McDowall Executive Director (Enterprise Resources)

# 8 August 2011

# Link(s) to Council Objectives/Improvement Themes/Values

• Improve the quality of the physical environment.

#### **Previous References**

Planning Committee – 16/11/2010

## **List of Background Papers**

- New Lanark and Falls of Clyde Conservation Area Appraisal
- New Lanark and Falls of Clyde Conservation Area Character Appraisal Comments and Responses Document.

#### **Contact for Further Information**

If you would like to inspect the background papers or want further information, please contact:- Gordon Cameron, Planning and Building Standards Manager - HQ, Montrose House, Hamilton

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APPENDIX
New Lanark and falls of Clyde Conservation Area Character Appraisal Consultation Report

Respondee	Question number	What is your comment?	Response
Professor Mark Stephens	Question 2 : Do you support the aims of the Conservation Area as referred to in Part 1 of the document and do you consider the existing boundary to be satisfactory?	a review of the Conservation Area boundary was carried out, but no evidence has been presented in support of this. The statement that "the existing boundary is effective" can only mean that so far no untoward development has occurred that has undermined the objectives of the Conservation Area. There is a strong case for closer alignment between the boundaries of the designations, and the World Heritage Site Buffer zone could be considered:  a) old Lanark itself b) the north-west section from Kirkfieldbank to Bankhead Farm c) from The Beeches along the old railway skirting Robbiesland and to the Clyde in the south d) area west of current conservation area boundary, incorporating Corehouse  Of these c) could be sub-divided as it's such a large area. Part of it is currently under threat from a prospective quarry application which threatens to destroy much of the Bonnington Estate landform which is specifically referred to in the consultation document. The application to UNESCO for World Heritage Site status stated that "the draft local plan prevents its (open cast mineral working) expansion into the buffer zone." This statement needs to be backed	One of the strengths of the WHS is that it encompasses the entire natural amphitheatre formed by the ridges on both sides of the River Clyde which leads to a sense of seclusion to New Lanark. It also includes all the built heritage statutory designations.  The strength of the Buffer Zone is that it safeguards the setting of the WHS, in covering all of the designed landscapes of the estates which flank the Falls of Clyde, the open land and park's between Lanark and New Lanark.  The Conservation Area is the most appropriate means of controlling development within this visual envelope of New Lanark as it ensures that the historic integrity of the village and its landscape setting is safeguarded.  The whole of the nominated World Heritage Site lies within New Lanark Conservation Area.  This was first designated, in 1973 but its boundary was widened by Clydesdale District Council to protect the setting of the village and the cores of the Designed Landscapes at the Falls of Clyde, on the advice of Historic Scotland, in 1996. A further extension of the Conservation Area has not been considered appropriate as it is the character or historic interest of an area created by individual buildings and open spaces and their inter-relationship which the legislation covering conservation areas seeks to preserve. In addition much of the wider area such as Bonnington Estate is included (as the falls of Clyde) in the

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		the Conservation Area would remove ambiguity in this matter.	Inventory of Gardens and Designed Landscapes. The Council is required to consult with Historic Scotland on any development which may affect this land.
Professor Mark Stephens	Question 3: Would you support the use of additional planning powers.	No evidence is presented to support what may be a tentative conclusion (page 51). The Council would be in a stronger position if it were to identify:  • The subjects of the proposed change (eg the numbers of houses, the farms)  • Evidence that current policies are ineffective  • Evidence that proposed policies would be effective and the benefits would outweigh the costs.  In the case of householders there is no systematic comparison between the protection/restrictions currently offered/imposed and exactly how the proposed changes would impact.  The Council should consider 2 possibilities concerning the effectiveness of proposals  • Non-compliance: the possibility that additional protection would be rendered ineffective due to ignorance or non-compliance.  • Increasing costs of desirable improvements. The possibility that where people are aware of additional restrictions and costs will deter people from carrying out these changes.  The document does not consider whether alternative approaches such as informing	The Conservation Character Appraisal proposes the use of additional control through an Article 4 of the Town and Country Planning (General Permitted Development) (Scotland) Order 1992. An Article 4 Order applies to all properties, whether formally listed or not, rather than specific individual properties which lie within the Conservation Area. As part of the statutory requirements for promoting an Article 4 a public consultation exercise will be undertaken. This will explain to all those living and working in the area the reasons behind the use of the Article 4, and its implications for alterations or development.  The cost to the Council will comprise mainly of staff resources and the production of information leaflets for each property in the conservation area. The benefits, which would perhaps be best measured through the visual amenity of the conservation area, are hard to quantify other than through the number of planning applications which will be necessitated by the Article 4.

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		people might be more effective than additional regulations. Change can be justified if evidence is produced and analysed – on this document change is not justified.	
Professor Mark Stephens	built heritage or	In addition to the proposed quarry development at Hyndford which would impact on the current Conservation Area due to its proximity, there appears to be little control over the activities of Scottish Power. Bonnington Power Station lies within the conservation area and is itself of historic value (being the first commercial hydro station in Scotland). Curiously the document does not refer to the power station or the presence of Scottish Power. Scottish Power have been responsible in recent years for actions that have damaged the conservation area. The failure to acknowledge the existence of Scottish Power sits uneasily against the Council's approach to individual households.	Statutory undertakers such as Scottish Power have, under Planning Legislation have certain permitted development rights. As part of this Conservation Area Appraisal the Council is proposing to utilise Article 4 powers in the conservation area and this would encompass statutory undertakers of electricity, water and gas. This means that development that previously may not have required formal planning consent, would under an Article 4 Direction
Historic Scotland		The appraisal will be a vital document in the effective heritage management of the Conservation Area and New Lanark World Heritage Site. We therefore commend the Council for producing a particularly accessible, comprehensive and informative document. We note some minor points for the Council to consider:  Page 4 and 9 – delete mention of Outstanding Conservation Area. Outstanding Conservation Area. Outstanding Conservation Areas do not exist anymore as all are viewed equal in terms of eligibility to grant; focus for grant aid is on the proposed works and benefit to the conservation area.	Noted. The document will be amended accordingly.

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		Page 10 – delete reference to Management Plan being prepared by Historic Scotland, as this is a joint venture.	The New Lanark Management plan is being prepared by the WHS Coordinator on behalf of the WHS Partnership Group
			Noted.
		Page 19 – delete 1894	Noted. The document will be amended accordingly
		Page 26 – Corra Castle, Museum stair and Mill 4 have now been scheduled.	Noted. The document will be amended accordingly.
		Page 35 – it would be better to say house mill managers, rather than to name specific people.	Noted
		Page 39 – A distinctive feature of the copes in the former Braxfield estate, such as Braxfield Road, and leading towards the village, is that they are angled away from the road. This makes climbing up and sitting on them more difficult, and may have been intended to deter this practice.	Noted. The document will be amended accordingly.
		Page 46 – there are three estates not 4 as stated. All are recent additions to the Inventory of Designed Landscapes and Gardens.	Noted. The document will be amended accordingly.
		Page 58 – in references, the correct title is Scottish Planning Policy; SHEP; Guidance Notes Managing Change in the Historic Environment	
New Lanark Trust		The most important features of the Conservation Area are those covering Character Zone 1, New Lanark Village. Part 3 of the document correctly identifies the key characteristics of historical and cultural value and recognises the contribution they make to the Outstanding Universal Value of the site	Noted.

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	Historical and Cultural Value"?	which is recognised be inscription on the UNESCO World Heritage List.	
New Lanark Trust	Conservation Area as referred to in Part 1 of the document and do you consider the	We strongly support the aims referred to and the intention that the Conservation Area Appraisal should be a material consideration for the Council when considering planning applications within the conservation area and WHS. The current boundary of the conservation area is generally satisfactory following its extension in 1996 – it is noted that it is not contiguous with the WHS buffer zone, which covers a considerably larger area.	Noted and agreed.
New Lanark Trust		We strongly support the use of additional planning powers to control minor development. Article 4 directions would make a very important contribution to ensuring that the architectural and historic character of the CA is not gradually eroded. This is particularly the case where there are historic buildings and land in the ownership of private individuals, and when work requires to be undertaken in connection with public utilities and services. Accordingly the intent of applying to Scottish Ministers for Article 4 directions covering the classes of development listed on Page 52 is supported.	SLC is committed to implementing an Article 4 Direction for the New Lanark and Falls of Clyde Conservation Area. An Article 4 direction can be utilised in Conservation Areas, on individual listed buildings, or within the curtilage of a specified listed building. It would not be possible to apply an Article 4 Direction to the WHS buffer zone as it does not comprehensively meet these criteria. The Scottish Government is currently reviewing the Permitted Development Rights and this may have implications for the range of development that could be covered by any future Article 4 Direction, as identified on Page 52 of the Conservation Area Character Appraisal. A reassessment of the remit of any Article 4 for New Lanark will be carried out once the Scottish Government has published amendments to the Town and Country Planning (General Permitted Development Order) (Scotland) Order.
New Lanark Trust	Question 4: Is there anything in particular	The conservation Area includes within its boundaries the WHS as inscribed by	While it is recognised that the WHS buffer

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	that concerns you about the built heritage or general environment of the Conservation Area.	UNESCO. In the decade that has elapsed since inscription, a number of significant and irreversible developments have been permitted, which provide a worrying indication of how vulnerable the beautiful landscape setting of New Lanark is to incremental residential development. In addition, the planning consent granted for several new dwellings to be built in the heart of the Conservation Area, within the boundaries of the WHS itself, at Pleasance Cottage and Bankhead Farm have, in the view of the New Lanark Trust, adversely impacted on the architectural and historic character of the conservation Area. It would be hoped that no further new residential development be allowed in this sensitive historic location.	zone is important it is not a panacea against all development – development proposals are carefully assessed to ensure that they are appropriate for the area and will not have a detrimental impact on the WHS itself. The residential development referred to at the Pleasance was identified as a housing site within the Clyde Valley Local Plan (adopted 1990) in recognition that an historical planning consent existed in the area for residential development. In relation to the conversion and extensions at Bankhead, the proposals were revised following consultation with Historic Scotland, to make the development of a more appropriate scale.
New Lanark Trust	Question 5: Any other comments	The social, economic and cultural benefits to South Lanarkshire for having an inscribed UNESCO WHS within its boundaries are immensely important. We urge the Council to promote and apply robust policies for the long-term safeguarding of this significant heritage asset through the adoption of the Conservation Area Character Appraisal and the subsequent promotion of Article 4 Directions.	Noted. The Council will continue to work with partner agencies in the promotion of the New Lanark World Heritage Site.
New Lanark Trust		Errata Page 4 and 9 – delete mention of Outstanding Conservation Areas. This designation no longer exists.  Page 9 and 25 – there has been a change in designation for the foundations of Mill four, which were previously listed as Category C(S). This was altered in 2009/2010 by	Noted.  Noted. The document will be amended to reflect this designation.

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		Historic Scotland, and the foundations are now included in the Schedule of Ancient Monuments.	Noted. The document will be amended accordingly.
		Page 18 – sub heading "twentieth century", the last mills were sold to a scrap metal company in 1970, not as stated 1968.	Noted. The document will be amended accordingly.
		Page 23 – the date of the Institute for the Formation of Character is 1816, and not 1861.	Noted. Corrections will be made.
		Page 28 – typing error, douglas fir and noble fir should read Douglas fir and Noble fir.	Noted. Corrections will be made.  The wording will be changed to read "mill managers" rather than specific people
		Page 30 – typing error in the green inset box, Low lying should read low lying.	Noted. The document will be amended
		Page 35 – second last paragraph, David Adam should read David Dale.	accordingly.
		Page 47 – at end of second paragraph delete "provided by Robert Owen for the benefit of visitors" as this implies that he built the Clyde walkway.	
J E Arnold	II I	"zones" is also helpful. The appraisal document concentrates on the elements within the historic New Lanark village as being of greatest significance in the conservation of the site. It does not emphasise sufficiently the requirement for detailed control and uniformity of treatment.	It is recognised that incremental changes can have an impact on the character of an area, and through the Character Appraisal the Council has identified Key Characteristics to be protected – such as building materials, and architectural character. This has lead to the consideration of utilising an Article 4 Direction to bring within planning control those small scale changes which cumulatively have an impact on the special qualities of the Conservation Area.

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J E Arnold	Question 2 : Do you support the aims of the Conservation Area as referred to in Part 1 of the document and do you consider the existing boundary to be satisfactory?	The existing Conservation Area is sufficiently large to offer good protection to the site of the historic village and its associated sites.	Noted, and agreed.
J E Arnold	Question 3: Would you support the use of additional planning powers referred to in Part 5 of the document to control some minor forms of development which could take place within the Conservation Area? If so which minor forms of development should be brought into control?	I support very strongly the application of Article 4 Directions. Areas which need particular control are private householders and property owners in the village, and all statutory undertakers and public services.	The proposed Article 4 Direction will remove permitted development rights from householders and statutory undertakers.
J E Arnold	Question 4: Is there anything in particular that concerns you about the built heritage or general environment of the Conservation Area.	I have deep concerns about the New Lanark built heritage and the general environment because of lack of support from the South Lanarkshire Council which has created a financially precarious situation which endangers the future of the village. This has meant for 15 years major issues such as vehicle access and transport planning have made no progress. This lack of progress is detrimental to the built heritage of the Conservation Area.	The Council continues to be actively engaged with partner organisations in the strategic management of the world Heritage Site, and has provided comment on the New Lanark World Heritage Management Plan prepared on behalf of the World Heritage Partnership Group.
J E Arnold	Question 5: Any other comments?	It is hoped the publication of the New Lanark and Falls Of Clyde Conservation Character Appraisal will provide a catalyst for progress and positive action.	Noted.
Member of Public,	Question 2 : Do you	I do not support the Conservation Area as it	Whilst the conservation area does not

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Comment form handed in at Public Display	support the aims of the Conservation Area as referred to in Part 1 of the document and do you consider the existing boundary to be satisfactory?	only includes part of the buffer zone, and would suggest that New Lanark and Lanark are part of one overarching strategy.	include the setting of the World Heritage Site which is covered by the buffer zone, development proposals are assessed not only on their suitability for this sensitive landscape setting but also for their impact on the historic character of the World Heritage Site itself.
			The town of Lanark has its own Conservation Area as it's architectural style and character is distinctly separate from that of New Lanark. This Conservation Area faces it own issues and challenges which require a different approach to that proposed for New Lanark.
Member of Public, Comment form handed in at Public Display	Question 3: Would you support the use of additional planning powers referred to in Part 5 of the document to control some minor forms of development which could take place within the Conservation Area? If so which minor forms of development should be brought into control?	The terms of the of the UNESCO agreement should suffice but I am concerned that these should be enforced in terms of what fits in with what's there – for example, changes of a minor nature to Corehouse would be essentially different to say New Lanark.	The boundaries of New Lanark and Falls of Clyde Conservation Area have been drawn to reflect the unified nature and character of the built environment, together with its landscape setting. Within the conservation area buildings may be of a different scale and in different uses but nonetheless, their individual attributes contribute to the uniqueness of the area. The legislation and associated planning powers that are applicable to the conservation area, should not be applied in varying degrees as a consistent approach is the only route to ensure that the historic character is protected.
Member of Public, Comment form handed in at Public Display	Question 4: Is there anything in particular that concerns you about the built heritage or general environment of the Conservation Area.	Funding is a major problem and it needs to be properly addressed so that conservation issues can be properly addressed.	The Council is aware of the funding issues facing all organisations, but would advise that the proposals contained within the Conservation Area Appraisal can be implemented without the need to draw down extra resources.

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Member of Public, Comment form handed in at Public Display	Question 5: Any other comments?	Obviously a lot of time and money has been put into the production of the Conservation Area Appraisal. It is to be hoped that the same effort is put into dealing with the threat from further quarrying.	Any proposal for the extraction of minerals would be the subject of a planning application. Each application is assessed on its own merits and against the policies of the appropriate local plan and other material considerations such as statutory designations.
M. Staley	Q1 What do you consider the most important features of the CA and have they been referred to in Part 3 of the document "Key Characteristics of Historical and Cultural Value"?	New Lanark should not be subsidised by the general ratepayer, and SLC should concentrate on its own obligations and responsibilities such as roads within the existing boundaries of New Lanark. Kirkfield and Byretown Roads are disintegrating, and the passing places are overgrown, and despite assurances from SLC Roads Department no attempt has been made to clear them. This leads to the roads becoming blocked and frustration for drivers. New Lanark should survive on its own merits and should be run as a commercial business, which is self financing and profitable.	New Lanark Trust is an independent registered charity which is dedicated to the restoration and development of the historic village. The Trust aims to preserve New Lanark as a sustainable community, with a resident population and new opportunities for employment.  The Trustees serve in a voluntary capacity. New Lanark Trading Ltd, New Lanark Hotels Ltd, and New Lanark Homes are wholly owned subsidiaries of the Trust and surpluses generated by these companies are returned to the Trustees for reinvestment in the project.  Comments regarding the condition of local roads will be passed to the appropriate Department.
M. Staley	Question 2: Do you support the aims of the Conservation Area as referred to in Part 1 of the document and do you consider the existing boundary to be satisfactory?	The existing boundary is too extensive and should only consist of the village on the north side of the Clyde. Homes on the south side of the river about a mile from New Lanark have been included within the boundary of New Lanark. This was done without any consultation from either the Council or New Lanark.	The New Lanark and Falls of Clyde Conservation Area was originally designated in 1973 and extended in 1996. Both were advertised in the local press advising of the properties that would be included within the Conservation Area and the impact this may have. Inscription as a World Heritage Site brings no additional powers.
M. Staley	Question 3: Would you support the use of	New Lanark continues to get involved in planning objections to almost every planning	The planning system permits outside parties

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	additional planning powers referred to in Part 5 of the document to control some minor forms of development which could take place within the Conservation Area? If so which minor forms of development should be brought into control?		to comment on any planning application. New Lanark Trust has made representation on applications which they consider to impinge on the character and setting of the World Heritage Site.  While comments on applications are taken into account in the decision making process, in themselves they do not necessarily affect the outcome of the final decision.
M. Staley	Question 4: Is there anything in particular that concerns you about the built heritage or general environment of the Conservation Area.	The remaining empty houses should be completed and sold to new occupants with a development strategy to bring in higher value shops and relevant marketing to increase visitor numbers. New Lanark needs a high profile operator to emulate Pitlochry to stimulate both the village and Lanark town	This is not within the remit of the Conservation Area Character Appraisal but rather the Management Plan which has been prepared by the World Heritage partnership Group. This document addresses the long term future of buildings within New Lanark but also the future financial viability of the village.