

Report

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Report to:	Enterprise Resources Committee
Date of Meeting:	17 March 2010
Report by:	Executive Director (Enterprise Resources)

Subject:	New Lanark World Heritage Site Consultative Draft Management Plan
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1. Purpose of Report

1.1. The purpose of the report is to:-

- ◆ Approve the contents of the proposed New Lanark World Heritage Site consultative draft Management Plan and the public consultation process and timetable

2 Recommendation(s)

2.1 The Committee is asked to approve the following recommendation(s):-

- (1) that the contents of the New Lanark World Heritage Site consultative draft Management Plan be approved;
- (2) that the Management Plan proceeds to the next stage of public consultation after the outcome of the Historic Scotland internal review of their approach to World Heritage Sites is known.

3. Background

- 3.1. The key purpose of the Management Plan is to provide for the overall management of the World Heritage Site (WHS) in a manner specific to its character and needs to ensure maintenance of its Outstanding Universal Value. This plan will be the broad framework for long-term, detailed decision making on the conservation and enhancement of the WHS.
- 3.2 The Plan sets out a shared vision, aims and objectives to guide those that are involved in making decisions affecting the management of the site. It is not intended to be prescriptive or binding but does rely on all stakeholders working in partnership to achieve the management aims and objectives.
- 3.3. The UK has obligations under the World Heritage Convention (WHC) in relation to the effective management of World Heritage Sites which require that every site has an appropriate management structure in place. Although Management Plans are not a statutory requirement in the UK, national policy encourages their use as best practice.

- 3.4. A Management Plan is a means by which a site can demonstrate to the United National Educational, Scientific and Cultural Organisation (UNESCO) that it has adequate management mechanisms in place to ensure its conservation for future generations.
- 3.5. The New Lanark Management Plan will cover a five year period from 2010 to 2015 after which it will be further reviewed in line with the International Council on Monument and Sites (ICOMOS) guidance.
- 3.6. The Management Plan has been prepared by the former WHS Co-ordinator (who left on maternity leave) and was completed by Historic Scotland and reviewed by all partners. The full plan will be made available through Members' Services.
- 3.7. Historic Scotland is currently undertaking an internal review of their approach to World Heritage Sites and will be talking to the Council and other partners in World Heritage in the near future. Historic Scotland do not want to make any decisions about the filling of the Co-ordinator post until that process has had time to reach a conclusion. The internal review aims to improve Historic Scotland's handling of World Heritage matters and make engagement with partners more effective.
- 3.8. It is likely that the Historic Scotland internal review process will be complete in May 2010. We anticipate that the Co-ordinator post will then be recruited and the consultation on the Management Plan will begin once that person is in post. The consultation is likely to take place after the summer.

4. New Lanark WHS Management Plan summary contents

- 4.1. Chapter 1 explains the consultation process in detail. In summary, the consultative draft management plan seeks the views of the local and wider community including residents, businesses, organisations with an interest in the site and any other parties. It should not be regarded as a finished article, but as a discussion document which seeks further input from a range of stakeholders and users. After the eight week period of public consultation has ended, all comments provided on the draft will be analysed to inform the development of the finalised management plan which will seek to further refine the proposed vision, aims and objectives as necessary.
- 4.2. As previously highlighted above, the New Lanark WHS consultative draft Management Plan has been developed by the New Lanark WHS Co-ordinator and the Partners involved in managing the WHS. The Partners who form the Partnership Group are New Lanark Trust (NLT), Historic Scotland (HS) and the Council. The preparation of the plan has been guided at every stage by the Partnership Group and has been informed by discussions with key stakeholders including the Scottish Wildlife Trust, Scottish Natural Heritage and major landowners at Braxfield Farm and Corehouse Estates.
- 4.3. The consultation will be publicised widely and a series of public exhibitions and focused workshops are likely to take place after the summer to gather a range of comments from stakeholders and other interested parties.
- 4.4. The finalised Management Plan will have a five year lifespan, from 2010 – 2015, but many of its aims and objectives will be relevant for longer and guide the future management of the site.

4.5 A 'Strategic Environmental Assessment' (SEA) of this draft has been undertaken in accordance with the requirements of the Environmental Assessment (Scotland) Act 2005. The SEA informed the development of the New Lanark WHS Management Plan, providing a mechanism to identify and propose measures to help mitigate against potentially negative environmental issues relating to the Plan's implementation. The SEA highlighted the following:

- the Plan would have a generally positive effect on the localised environment and the setting of the site as a whole
- the conservation and restoration of historic buildings and the physical access to the site could have detrimental effects for species and habitats. Steps should be introduced to encourage partnership working towards enhancing biodiversity
- many of the objectives were found to have a positive benefit to human health and wellbeing, with enhancement achieved through promoting active travel to the site and further recreational activities within the area
- promoting visitors to the site could have detrimental effects on local air quality whilst other objectives will consider measures to encourage alternative forms of site access
- consideration of the long-term effects of climate change on the management of the site were considered through promoting opportunities for greater carbon efficiency through the natural features of the WHS

The SEA process has been integrated into future reviews of the Management Plan, ensuring that the SEA process continues to inform the management of the WHS.

4.6 Chapter 2, Managing the WHS, sets out the roles and responsibilities of those involved in the management of the New Lanark World Heritage Site including the UK and Scottish Governments, the partners who take an active role in day-to-day management, and the diverse range of stakeholders who have an interest in the Site. The role of each key partner, New Lanark, Historic Scotland and the Council are set out in detail.

4.7 The role relating to the Council is as follows:

"South Lanarkshire Council is the local authority area within which the World Heritage Site is located. As such they are responsible for a wide range of services which are relevant to the management of the Site. These include planning, economic development, tourism, housing, roads and education. The Council are also partial landowners of the site with responsibility for the management of King George's field at Braxfield Terrace and two public parks within the buffer zone - Delves Park and Castlebank Park. The Council is responsible for the upkeep of all adopted roads and the Clydesholm and Kirkfieldbank Bridges at the north end of the buffer zone, as well as New Lanark Primary School within the WHS."

4.8 Chapter 3 explains the statement of outstanding universal value and explains why New Lanark is significant in WHS terms and why it was inscribed.

4.9. Chapter 4 discusses the current issues affecting the site which are summarised in Annex 1 together with the questions being asked in the consultation. This forms the main part of the consultation.

- 4.10. Chapter 5 outlines the vision, aims and objectives. It explains the proposed future vision for the World Heritage Site in the long term accompanied by a number of strategic aims, and more specific medium term objectives of the Management Plan to 2015.
- 4.11. The following overarching 'vision statement' expresses the longer term aspiration for the New Lanark site, based on the need to conserve, enhance and interpret the significance of New Lanark WHS and the key stakeholder issues identified

New Lanark World Heritage Site Vision

"New Lanark is one of the UK's best World Heritage Sites and a very successful visitor attraction. As an accessible, enjoyable, successful and sustainable destination, it demonstrates and encourages best practice in every relevant field. Visitors from local and global audiences come to celebrate, reflect and learn about the site, its associations with Robert Owen and its wider industrial heritage context. It is also a thriving community where local people live and work with pride. The site managers and partners work together with the community, landowners and businesses to promote and interpret the importance of the site's Outstanding Universal Value and to safeguard this by managing, conserving and protecting the important built heritage and cultural and natural landscape"

- 4.12. The six long term aims are highlighted in Annex 2 together with the 30 medium term objectives 2010 - 2015. The objectives have been intentionally developed to be strategic in nature rather than to identify specific projects or actions to be carried out. This is to ensure that the plan remains both proportionate and achievable. It is proposed instead, that the partners will develop an action plan annually based on the Management Plan objectives. The action plan will outline the particular projects and actions that will be undertaken in that year of the Plan's life thus enabling partners, working with other stakeholders, to allocate time and resources with more certainty.

5. Employee Implications

- 5.1. None for the Council. Current understanding is that Historic Scotland will pay for the new WHS Co-ordinator post, hosted part time in the Council offices in South Vennel, Lanark, and part time in the New Lanark Trust offices.

6. Financial Implications

- 6.1. All Council match funding for the existing Service Level Agreement can be accommodated within existing capital budgets held within Enterprise Resources and partner funding also secured e.g. from Historic Scotland.

7. Other Implications

- 7.1. None

8. Equality Impact Assessment and Consultation Arrangements

- 8.1 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.
- 8.2 Consultation has taken place with all partners as appropriate.

Colin McDowall
Executive Director (Enterprise Resources)

15 February 2010

Link(s) to Council Objectives

- Support the local economy by providing the right conditions for growth, improving skills and employability
- Improve the quality of the physical environment
- Increase participation in arts and culture

Previous References

- None

List of Background Papers

- New Lanark World Heritage Site Management Plan, February 2009

Contact for Further Information

If you would like to inspect the background papers or want further information, please contact:- Yvonne Rogers, Rural Development Team Leader, Regeneration Services

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Annex 1

Current issues and questions for consultation

	Current Issue	Question for consultation
1	Image and Identity – Conserving New Lanark’s strong image and identity through sustainable management of the site’s attributes	How could the management plan encourage partners and other stakeholders to get more involved in the conservation of the World Heritage Site?
2	Promotion and Interpretation – Promoting New Lanark’s World Heritage Status, Outstanding Universal Value and the associated social and economic benefits	What opportunities do you think there are for promotion and marketing of the New Lanark site, its World Heritage status and attributes?
3	What opportunities do you think there are for promotion and marketing of the New Lanark site, its World Heritage status and attributes?	<p>In what ways could New Lanark’s status as a visitor destination be improved and how could it capitalise on its World Heritage status?</p> <p>What opportunities can you think of to improve linkages between New Lanark World Heritage Site and commercial and tourism ventures in Lanark and the wider Lanarkshire area?</p>
4	1 Connectivity and Access – Providing adequate access and communication to New Lanark for potential visitors and residents	How could partners and other stakeholders improve accessibility and connectivity to and within the New Lanark World Heritage Site?
5	2 Planning and Protection – Maintaining a robust system for protection of the site by raising awareness of the Site’s place within the planning system.	<p>Do you think the term ‘buffer zone’ is appropriate? If not, please indicate in your response what you think is a good alternative.</p> <p>What additional measures do you think would be useful to ensure and enhance the protection of New Lanark World Heritage Site?</p>
6	Management and Engagement – Building strong relationships between the World Heritage Site partners, landowners and the public	What mechanisms would help to improve collaboration and engagement between the World Heritage Site Partners and other stakeholders?
7	Funding and Resource Availability – Identifying and securing appropriate financial support to achieve the management plan’s objectives	Can you identify any additional funding opportunities for the New Lanark World Heritage Site?

		Are you content that all the key issues for the New Lanark site have been identified? If not, please specify.
8		Are there any other strategic long term issues which you think should have been considered as part of the draft Management Plan 'Vision' and long term aims?

Annex 2

Long Term Aims: 2010 – 2040

The mechanism for delivering this 'Vision' and the long term aims will be through the range of management plan aims and objectives. This will involve drawing together all the key players involved in the World Heritage Site to allow them to work in partnership to build on the further potential of the site and maintain a high-quality historic environment. The six long term aims to guide future decision making have been identified as follows:

- Safeguard and enhance the Outstanding Universal Value of the World Heritage Site by managing, conserving and protecting its historic buildings, cultural and natural landscape
- Promote awareness and understanding of New Lanark's Outstanding Universal Value, cultural and natural importance to local, regional, national and global audiences
- Enhance the economic and social wellbeing of the World Heritage Site and manage change in a sustainable way
- Improve accessibility to, and within, the World Heritage Site and promote it as a high-quality leisure and recreation destination for the local community and visitors
- Realise New Lanark's full potential as an education and learning resource to provide more information to visitors and to improve their knowledge and intellectual enjoyment of the site
- Build strong structural and organisational partnerships with local and national organisations, landowners and businesses and strengthen links with the local community

3 Medium Term Objectives: 2010 – 2015

The analysis of the issues currently facing the WHS and the partners' long-term vision for the site suggest that the following short to medium term objectives are appropriate for the management of New Lanark over the five year period between 2010 and 2015. These are grouped under headings based on the strategic aim to which they primarily contribute.

Aim 1: Safeguard and enhance the Outstanding Universal Value of the New Lanark World Heritage Site by managing, conserving and protecting its historic buildings, cultural and natural landscape

1. Secure, where appropriate, the maintenance, repair, restoration and sustainable re-use of any disused or damaged buildings or structures within the World Heritage Site, having regard to their designations as listed buildings and/or scheduled monuments.
2. Ensure that any conservation work carried out within the World Heritage Site is of the highest standard, using materials, design and workmanship appropriate to the character of the site.

3. Promote appropriate planning policies under the Planning Acts which support the vision for the World Heritage Site and consider what other relevant tools and guidance may be required to ensure its effective management and protection.
4. Ensure that knowledge and understanding of the World Heritage Site and its protective buffer zone are at the core of all relevant management, planning and development decisions.
5. Develop projects which manage, maintain and promote the natural features of the World Heritage Site alongside its built and cultural heritage. In particular support appropriate projects for preservation and enhancement by partners in the surrounding area.
6. Assess the likely impact of climate change for the WHS and integrate consideration of the likely effects into the management of the WHS.

Aim 2: Promote awareness and understanding of New Lanark's Outstanding Universal Value, cultural and natural importance to local, regional, national and global audiences

7. Improve public understanding and awareness of the significance of the World Heritage Site, its outstanding universal value, buffer zone and other World Heritage related issues.
8. Provide advice to stakeholders and other interested parties about the value of World Heritage status for fostering local, national and international pride of place.
9. Develop a strategy for targeted promotion and marketing of the WHS and consider how to enhance and develop the brand identity for the site to include World Heritage.
10. Ensure that the landscape and natural features of the World Heritage Site and its buffer zone including any designated sites are acknowledged and their contribution to the Site's value is understood and promoted.

Aim 3: Enhance the economic and social wellbeing of the World Heritage Site and manage change in a sustainable way

11. Examine business interests and economic development opportunities within the site and promote links between businesses in the World Heritage Site and those in the nearby area, particularly Lanark town centre.
12. Consider how to forge and sustain links with key regional and national tourism organisations and explore marketing possibilities in line with the Lanarkshire Tourism Action Plan.
13. Ensure that present and future tourism within the site is developed in an environmentally and economically sustainable way for the benefit of the local economy.
14. Foster the continued development of a living, working community in the World Heritage Site as the key to a sustainable future.
15. Review the New Lanark Trust's capital programme for restoration of the village to ensure the programme is up to date and is capable of being funded.

Aim 4: Improve access to, and within, the World Heritage Site and promote it as a high-quality leisure and recreation destination for the local community and visitors alike

16. Develop strategies to maximise appropriate physical and recreational access within the World Heritage Site.
17. Consider how the visitor experience at New Lanark could be improved through public realm, signage, amenity and environmental improvements and how such improvements could be implemented.
18. Ensure that World Heritage status and values are integrated into every aspect of the New Lanark visitor experience.
19. Consider the development of an approach to meeting the traffic management and public access needs of the site including sustainable transport connections, parking management and visitor orientation.

Aim 5: Realise the World Heritage Site's full potential as an education and learning resource to provide more information to visitors and to improve their knowledge and enjoyment of the site

20. Ensure that available information about the World Heritage Site is collated, stored, analysed and shared with partner organisations in a way that assists the implementation of the management plan.
21. Promote the importance to the public of the site as a heritage resource for their enjoyment, education and research.
22. Improve educational and academic partnerships with institutions such as universities and in particular increase links with similar international heritage sites worldwide, through organisations such as ICOMOS, the International Committee for Conservation of the Industrial Heritage (TICCIH) and the European Route of Industrial Heritage (ERIH).
23. Inspire and support active involvement from interested people through partnership working and consideration of programmes such as a volunteering scheme.
24. Ensure that New Lanark is at the centre of engagement and sharing of best practice with other WHSs and organisations for example by playing host to relevant conferences and events.

Aim 6: Build strong structural and organisational partnerships with local and national organisations, landowners and businesses and strengthen links with the local community

25. Seek out and secure adequate financial and human resources to help achieve the long term vision for the World Heritage Site.
26. Consider measures to enhance the capacity of the key partners to build on their existing contribution to the sustainable management of the World Heritage Site.

27. Maintain and enhance effective partnership arrangements by clarifying roles and responsibilities and improving measures for consultation, communication and joint working
28. Ensure that the governance, management and administrative arrangements for the World Heritage Site Partnership Group are appropriate for the effective ongoing implementation of the Management Plan and fully support the New Lanark World Heritage Site Co-ordinator post.
29. Establish and build upon relationships with and between landowners and residents living in the site, the Royal Burgh of Lanark and the wider area and encourage them to understand their role in the sustainable management of the site.
30. Establish lasting mechanisms for effective monitoring and implementation of the management plan objectives and their outcomes