

WELL PADDED ? A CASE STUDY OF A BUFFER ZONE

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INTRODUCTION

This paper provides an overview of the effectiveness, tensions and perceptions of the New Lanark World Heritage Site's Buffer Zone in Scotland at the grass root level. This World Heritage Site was inscribed in December 2001. It is an unrivalled combination of an 18th century industrial settlement set in a dramatic natural and designed landscape. The creation of the model industrial settlement at New Lanark, in which good-quality planning and architecture were integrated with a humane concern on the part of the employers for the well-being and lifestyle of the workers, is a milestone in social and industrial history. New Lanark attracted attention in its heyday as a model village and one of the greatest sites of its kind.

This World Heritage Site's Buffer Zone's boundaries were determined by a combination of past historic associations, the visual envelope and existing designations. It is a diverse natural and cultural landscape physically, and in the way it is used and valued. Since the Site's inscription greater attention has been brought to the Buffer Zone. Why is it associated with the World Heritage Site? What is its purpose and what does it mean? Who gets to determine what can and cannot happen within the Zone? Are some parts of the Zone more important than others and therefore should be conserved, whilst other parts are deemed more 'suitable' for development.

NEW LANARK WORLD HERITAGE SITE

The New Lanark village was founded c.1785 by David Dale (1739-1806) and Sir Richard Arkwright (1732-92)¹, to harness the water power of River Clyde, with the largest

¹ Dale was a major figure in the Scottish commercial and banking world. He offers a pre-eminent example of individual enterprise and prudent financial planning that led to an unprecedented expansion of employment and productivity in Scotland. Dale's success was tempered by his philanthropy and his strong religious motivation. Arkwright was born in Preston, Lancashire. This barber and wig-maker revolutionised the textile industry by successfully creating a system for mass production. He developed mills in which the whole process of yarn manufacture was carried on by one machine and this was further complimented by a system in which labour was divided, greatly improving efficiency and increasing profits.

waterfalls in the United Kingdom, for their revolutionary cotton spinning mills. Its development was associated with ideas regarding the possibility of shaping a better society by establishing a new community. It was a community that provided education and care for the workers including housing and food.

New Lanark is the tangible product of David Dale's motivation, a combination of improvement, profit, and philanthropy, and is emblematic of a host of other communities in Scotland. New Lanark exemplifies the connection between the company town and the possible betterment of society, first made in a small number of special places founded in the late 18th century.

New Lanark is also significant for its association, directly and tangibly, with the Utopian ideas of Robert Owen, partner in the firm that ran the mills from 1800 to 1825. His publications, including *A New View of Society* (1816), drew on his experience at New Lanark and inspired progressive education, factory reform, humane working practices, international cooperation, and garden cities.

The surrounding landscape contributes to the World Heritage Site's significance as a source of water power and its history as a sublime landscape which was one of Scotland's most celebrated tourist locations for over two centuries.

The World Heritage Site's Buffer Zone, the Falls of Clyde and surrounding estates, have achieved iconic status as the archetype of the picturesque or sublime landscape in the United Kingdom. They have been visited, written about, drawn, painted and photographed for some 300 years, notably by the poet William Wordsworth (1770-1850), the painter JMW (William) Turner (1775-1851), and the novelist and poet Sir Walter Scott (1771-1832). Without them our appreciation of sublime scenery would not be what it is today and they have had an important role in shaping Scottish culture. Owen commissioned artists' views of New Lanark that firmly place it in this awesome, yet designed, cultural landscape.

New Lanark continued to operate as an industrial site until 1968. It was designated as a conservation area in 1973. In 1974 the New Lanark Conservation Trust was formed to restore and revitalise the village to address the concerns about its future. It is recognised as a significant exercise in revivification and is a notable tourist attraction. The Buffer

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Zone has continued over this time to provide the dwellings and livelihood for its owners. It also continues to be a key Scottish tourist attraction and is a area of national cultural and natural significance.

1 Significance

*“New Lanark is significant in itself, but even more so when seen as part of a chain at one end of which is the founder David Dale who links it directly to Arkwright and hence the birth of the industrial revolution, in the middle Robert Owen with all his other schemes, and at the other end his visionary disciples on both sides of the Atlantic. If one includes the beginnings of trade union and co-operative movements, and Owen’s influence on education, the ramifications are immense.”*²

The New Lanark World Heritage Site was inscribed on the World Heritage List in accordance with the Convention’s following criteria..

Criterion (ii) an important interchange of human values on developments in architecture, or technology, monumental arts, town planning or landscape design.

When Richard Arkwright's new factory system for textile production was brought to New Lanark the need to provide housing and other facilities to the workers and managers was recognised. It was there that Robert Owen created a model for industrial communities that was to spread across the world in the 19th and 20th centuries.

Criterion (iv) an outstanding example of a type of building, or architectural or technological ensemble or landscape which illustrates a significant stage in human history.

New Lanark saw the construction not only of well designed and equipped workers' housing but also public buildings designed to improve their spiritual as well as their physical needs.

Criterion (vi) directly or tangibly associated with events or living traditions, with ideas or with beliefs, with artistic and literary works of outstanding universal significance

The name of New Lanark is synonymous with that of Robert Owen and his social philosophy in matters such as progressive education, factory reform, humane working practices, international co-operation, and garden cities, which was to have a profound influence on social developments throughout the 19th century and beyond.

2 Description

New Lanark’s riverside location and the steep topography determined the layout of the village. The village consists of a group of water-powered mills with associated water works, housing and community buildings, together with the roads and footpaths necessary for internal communication to link the village with the nearby town of Lanark, the neighbouring estates, and the Falls of Clyde.

Contrast and variety are given by individual buildings, but the theme remains good proportion, good masonry and simplicity of detail. The mills, housing and community buildings’ common building language produces a monumental unity of architectural character remarkably suited to convey to us today the idealistic paternalism of the Village’s founder’s David Dale and later Robert Owen’s great enterprise. This is also achieved by their cohesive ‘family groupings’.

The surrounding natural landscape forms the *raison d’être* for the establishment of the Village with the abundant water power of the River Clyde. The Falls of Clyde, upstream from the Village, are the United Kingdom’s largest waterfalls and are set on one of the United Kingdom’s most dramatic rock-cut river gorges. The landscape is characterised by both semi-natural and planted woodland, and by extensive pasture land and orchards.

The designed landscapes of the neighbouring estates, Bonnington, Corehouse, Braxfield and Castlebank, create an explicit visual dialogue with the natural environment. Carefully sited river side paths, bridges and viewpoints are combined with judicious planting to create a designed landscape of national significance.

The town of Lanark lies high on the hills to the north of the World Heritage Site. Most of the Lanark’s buildings within the World Heritage Site’s Buffer Zone date from the 19th century although earlier remnants survive including evidence of a Roman fortification and a medieval castle.

Together, the World Heritage Site and its Buffer Zone form a cultural and natural landscape which has evolved overtime to:

- provide a social and economic resource;
- provide an educational and recreational resource; and,
- enhance and meet the demands of tourists and locals upon it.

² Markus T.A., *Buildings and Power*, 1993, p. 286.

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3 Boundaries

The boundaries of the New Lanark World Heritage Site and its Buffer Zone were determined by a combination of past historic associations, the visual envelope and existing designations. This includes land visible from within the New Lanark village at the foot of the gorge and the land which forms part of the backdrop when looking down on or across the village. The entire site is a natural amphitheatre formed by ridges on both sides of the River Clyde.

The key sites within the World Heritage Site are New Lanark Village and Corehouse Estate. The Site's Buffer Zone includes the designed landscapes of the estates flanking the Falls of Clyde, the open land and parks between Lanark and New Lanark and the Royal Burgh of Lanark itself.³

4 Current management and use

There are currently ten principal owners/managers within the Site and its Buffer Zone, both public and private, all who place different values on the place. The principal uses within the area are also diverse – social, tourism, agriculture and business.

Social

The World Heritage Site and its Buffer Zone has a residential population of around 1,400. The New Lanark village is home to approximately 340 residents with around 150 residents elsewhere within the World Heritage Site. The rest of the people live within the Buffer Zone, most of them in Lanark.

The area's diverse cultural and natural environment provides a recreational and educational focus for the area which includes the tourist attractions of the village and the surrounding outdoor activities associated with the Falls of Clyde Reserve. They also provide associated employment opportunities within the local community.

³ Royal burghs were created by the crown or upgraded from another status. Each Royal burgh was represented in the Scottish Parliament and could appoint magistrates with wide powers in civil and criminal justice. Burghs were essentially urban settlements which enjoyed trading privileges from medieval times until 1832 and which regulated their own affairs to a greater or lesser extent until the abolition of Scottish burghs in 1975. (c) The Scottish Archives Network Ltd. All rights reserved 2000)

Tourism

The major tourism attractions are the New Lanark village and the Falls of Clyde Reserve. The New Lanark village is a key tourist attraction within the Lanarkshire area. The facilities include the visitor centre and attractions, hotel, youth hostel, and knitwear shop. The Falls of Clyde Reserve is also an important tourist attraction with its ancient woodlands and array of wildlife, and designed landscape features. The Reserve provides a range of recreational activities such as walking, bird and badger watching.

Land use

One of the principal land use activities within the World Heritage Site and the Buffer Zone are commercial timber production and woodland management. Commercial timber production is undertaken at Corehouse Estate and Braxfield Park. Woodland management is undertaken within the Falls of Clyde Reserve and Castlebank Park. The other major land use is agricultural production, namely live stock and grazing activities. This is undertaken at Robbiesland and Bonnington Mains within the Buffer Zone.

Business and retail

In addition to the tourism activities within the World Heritage Site and its Buffer Zone, one of the most significant economic activities is the generation of hydro-electric power at Bonnington Power Station. The market town of Lanark is another focus for economic activity within the area.

BUFFER ZONES

The World Heritage Committee's revised Operational Guidelines February 2005 requires that an adequate buffer zone be provided for the proper conservation of a World Heritage Site. The zone should have complementary measures to the World Heritage Site for its use and development for another layer of protection for the Site. It should include the immediate setting of the World Heritage Site, important views and other areas or attributes that are functionally important as a support to the Site and its protection.⁴

The primary purpose of the Buffer Zone is to protect the visual setting of a World Heritage Site, particularly by giving special consideration to planning applications submitted for

⁴ UNESCO, *Operational Guidelines for the Implementation of the World Heritage Convention*, February 2005, paragraphs 103-104.

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development within it. The Buffer Zone is defined by the following guiding principles.

- Protect the significant views into and out of the Site.
- Protect the built and natural environment where actions could adversely impact on its historic and physical relationship with the Site.
- Appropriate consideration be given to the impact that any proposal may have on the character and setting of the Site, and therefore its outstanding universal values.

CURRENT MECHANISMS

The New Lanark World Heritage Site and its Buffer Zone's conservation and management is controlled and guided by various statutory and non-statutory policies and guidance. In the United Kingdom, the key designations and mechanisms that protect the Site and the Buffer Zone are as follows. (Note that there is no legislative protection of World Heritage Sites in the United Kingdom. However this is currently being considered by Central Government for England and Wales. Legislation for Scotland usually follows shortly after Central Government legislation).

1 World Heritage Convention

The key articles of the *Convention Concerning the Protection of the World Cultural and Natural Heritage 1972* state that the State Parties:

- shall ensure the protection, conservation and presentation of their World Heritage Sites (Articles 4-5);
- strengthen the appreciation and respect of World Heritage (Article 27); and,
- submit reports to UNESCO on their application of the Convention and the state of their World Heritage Sites' conservation (Article 29).

2 New Lanark and Lanark Conservation Areas

The World Heritage Site lies within the New Lanark Conservation Area. The Lanark Conservation Area forms part of the Buffer Zone. Planning authorities are obliged to consider the desirability of preserving or enhancing the character or appearance of a conservation area (an area of *special architectural or historic interest*) when considering development proposals affecting such an area.

3 Listed Buildings

The *Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997* directs the Scottish Ministers to compile or approve lists of buildings of special architectural or

historical interest which are to be conserved. There are around 200 listed building within the World Heritage Site and its Buffer Zone.

4 Scheduled Ancient Monuments

Scheduled Ancient Monuments includes nationally significant sites which retain direct evidence of past human action and have legal protection under the *Ancient Monuments and Archaeological Areas Act 1979*. No works are to be carried out on a scheduled monument which will lead to its damage, demolition or destruction. There is one monument within the World Heritage Site and two in the Buffer Zone.

5 Local Government Local Plan

South Lanarkshire Council's *Lower Clydesdale Local Plan 2004* provides the policy basis for assessing development proposals. It also creates a framework for sustaining the area's rich cultural and natural heritage with specific policies for the World Heritage Site and its Buffer Zone. The Council is currently developing a local plan for the whole of South Lanarkshire.

CURRENT CHALLENGES

The definition of the Buffer Zone for this World Heritage Site has been logically and easily defined both from a visual and historical basis and from existing designation. However within a small and dynamic community tensions emerged relating to relationship between the village of New Lanark and the surrounding community of their place and significance in local and national history. Some parts of the community felt that the term 'Buffer Zone' was derogatory and belittled the significance of the Royal Burgh of Lanark. Other parts of the community perceived that key stakeholders within the World Heritage Site would now be able to determine what could or could not be done with in the Buffer Zone creating a sense of a loss of ownership.

A buffer zone already existed within the area prior to the Site's designation, which adds confusion to what the World Heritage Site's Buffer Zone means and what its impact is. The local government's (South Lanarkshire Council) mineral plan has defined and designated a buffer zone to protect settlements from mineral extraction. This buffer zone incorporates the entire World Heritage Site and its Buffer Zone.

One of the key development pressures is the increasing number of private sector houses to meet the needs of the escalating household formation rate. In addition, the

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regeneration of rural areas is one of the key strategies to the area's structure plan and the emerging local plan.⁵ The application and enforcement of the current statutory protection is not adequate and some development since the Site's inscription has had an adverse impact on the Site's setting and context. Approval for medium to large scale residential development within and on the periphery has set adverse precedents for unacceptable development. The emerging local plan aims to address this issue.

The current boundary of the Buffer Zone is another area of concern for some. Questions are raised about the logic of the inclusion of the town of Lanark within it. How does Lanark contribute to the context, character and setting of the World Heritage Site, particularly with regard to minor development within the town? This has raised the issue of whether or not different mechanisms should be implemented in different parts of the Buffer Zone to a greater or lesser scale.

The current World Heritage Site Management Plan (draft) provides policies and strategies for ensuring the protection of the Buffer Zone to assess and minimise the impact of change. With regard to planning and development, the management plan is only considered a material consideration when making decisions.⁶ (There is currently a discussion within the United Kingdom on the materiality of World Heritage Site Management Plans in planning and development).

SOME SOLUTIONS

Community consultation through exhibitions, meetings and presentations has made inroads into dispelling the negative attitude towards the Buffer Zone. The main messages that have been communicated include the purpose of the Buffer Zone, that it does not impose additional planning controls on the areas and that it is a significant and integral part of the World Heritage Site and its outstanding universal values. One simple measure has been and continues to be referring to the Buffer Zone as the "setting" of the World Heritage Site.

Indeed "setting" is the preferred term being used in the

⁵ The structure plan sets out the strategic development framework for a large metropolitan area.

⁶ Though the World Heritage Site's Management Plan (draft) is not a statutory plan in the United Kingdom, it is considered of such importance by the local government that its contents must be taken into account when assessing planning proposals.

local government's emerging local plan. This plan is strengthening the existing framework for conserving and sustaining the area's rich cultural and natural heritage with a number of policies relating to the World Heritage Site and its Buffer Zone. This is a result of recognising the need to improve and develop the existing legislative mechanisms to assist in ensuring that the World Heritage Convention's requirements are met. Some of the policies that apply to the Buffer Zone include the following.

ENV 16 – New Lanark World Heritage Site Policy

In order to conserve the character of the historic settlements, topography and landscape, the Council will pay particular attention to the quality of development within the Site's setting to ensure that the character of the World Heritage Site and its setting is conserved . . .

ENV 17 – New Lanark Development Assessment Policy

In determining planning applications within and adjacent to the World Heritage Site and its setting, the Council will not permit development/change that adversely affects the following key material considerations:

- *the existing historical and topographical character and landscape quality;*
- *the existing skylines and views to and from the Site;*
- *the setting of the World Heritage Site;*
- *the area's natural diversity and ecology;*
- *landscape and ecological links with the surrounding areas; and,*
- *the Site and its setting existing designations.*

Any developments or changes within the World Heritage Site and its setting will be required to reinforce the uniqueness, local diversity and distinctiveness of the area and to be of a high quality design which respects its character and form . . .

ENV 18 – New Lanark World Heritage Site Setting Policy

South Lanarkshire Council will seek to prevent any development which could lead to the coalescence of the World Heritage Site and the settlement of Lanark. The Council will also seek to prevent the introduction of any changes in land use that could affect the rural amenity of the Site and its setting.

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A key action has been to emphasise and demonstrate to the local community that as a part of the World Heritage Site's Buffer Zone, there is the potential for an increase in the scope to access funding. To date there have been some successes in securing funding for local community heritage projects on a modest scale. Their association with the World Heritage Site has added value to their projects such as improving access around and the presentation of the Falls of Clyde Reserve and the regeneration of Lanark's High Street. This has also led to a greater awareness within the local community of their unique environment, the links within it and the further potential to enhance it whilst ensuring its conservation.

The Management Plan (draft) incorporates actions that recognise the significance and role of the Buffer Zone in protecting the World Heritage Site by establishing appropriate measures to protect the Zone as its history and character is integral to the Site's outstanding universal values. This includes raising awareness and presenting the Buffer Zone's importance, the diverse nature of its use and how it can be experienced, and its threats and opportunities. Therefore padding the padding. The Plan has provided the key tool to bring out about the improvement of the legislative mechanisms at the local level.

To date these relatively modest measures have achieved the beginning of a repositioning process for the World Heritage Site and its Buffer Zone particularly on how it is perceived and managed as a coherent whole. They are integral to each others significance and function and therefore need to be conserved and managed appropriately. Together they provide the potential to build on existing successes to support the sustainable regeneration of the region, particularly through tourism and to increase the capacity to optimise funding opportunities.

A study is proposed to further understand the nature and scope of the threats and vulnerabilities to the World Heritage Site and its Buffer Zone, and also the opportunities it can provide. It will assist in dispelling the adverse comments levied at the Buffer Zone and make it more effective in providing additional protection for the Site. The study will include the following.

- Develop a further understanding what makes the Site and its Buffer Zone special and unique – built, natural, beauty, nature etc.
- Does the boundary of the Buffer Zone need to be reviewed particularly to respond to concerns that some areas are more able to change without impacting on the World Heritage Site's significance and therefore subject to different

conservation and management mechanisms?

- What tensions are there e.g. access v. privacy, need to protect environment, development?
- What activities are there and what is there impact – tourism, residential, recreation, commercial etc?
- How is the Site and its Buffer Zone perceived and valued by the locals, workers, visitors and how do we empower them to want to participate in its conservation and management?
- What are the opportunities for change, and what would be the impact if change occurs i.e. what are the levels of acceptable change?

A monitoring framework is also being established to enable the measurement of the processes of change and to aid conservation and management process and planning. Performance indicators have been developed and include monitoring the state of conservation, the rate of change and the assessment and mitigation of risk.

CONCLUSION

Recent approved developments within the settings of World Heritage Sites, such as the tall buildings in Vienna and the 50 storey tower near Westminster, have provoked international comment and concern on the role and protection of their settings. The New Lanark World Heritage Site, because of its rural setting and social and economic makeup, should not be subject to such large scale development threats. The current 'threats' to this Buffer Zone arise from how it is perceived, particularly as an extra restriction to the area's development and use, and the lack of awareness of its historical relationship to the World Heritage Site's character, function and setting.

The nature of the historical and physical association of the New Lanark Buffer Zone to its World Heritage Site has always provided a buffer to it and has generally protected the it from adverse change and use. The formalisation and designation of the Buffer Zone, I believe, has resulted in a community feeling a loss of ownership of their place and a perceived undermining of its cultural and natural significance. The process of raising awareness and consulting the community has been essential to overcome these perceptions and concerns and has been successful to date. It is leading to the development of appropriate measures to protect the Buffer Zone and one that the community is buying in to, including the local government. In turn, this is of course ensuring the protection of the World Heritage Site and its context.

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Therefore this World Heritage Site is currently well padded, though I think this is more of a reflection of the physical character and historical use of the Buffer Zone more than the current application of existing mechanisms for its protection. The repositioning of the World Heritage Site and its Buffer Zone to be perceived and managed as a coherent whole and the emerging local plan are positive steps for their conservation and management.

Abstract

This paper will present the effectiveness, tensions and perceptions of the New Lanark World Heritage Site's Buffer Zone. This World Heritage Site was inscribed in December 2001. It is an unrivalled combination of an 18th century industrial settlement set in a dramatic landscape. The Site and its Buffer Zone's boundaries were determined by a combination of past historic associations and the visual envelope. It is a diverse cultural landscape physically and in the way it is used and valued. The Site and the Buffer Zone comprise of a:

- 18th century industrial village;
- Royal burgh, a market town;
- historic country estates;
- rural holdings; and,
- natural landscape - UK's largest waterfalls, ancient woodlands etc.

Activities include:

- housing - private and public;
- tourism and recreation - cultural and natural;
- commercial timber and agricultural production;
- power generation; and,
- small commercial business.

Such tangible and intangible diversity along with the various key stakeholders in a small community, place different values and demands on the Site and its Buffer Zone. The Buffer Zone will be discussed in this context.

- Its effectiveness since the Site's inscription.
- How it is perceived by the local community - its role and meaning to them.
- What are the tensions and the tools to manage them within (and outside) the Buffer Zone? Can they be improved?
- What are its levels of acceptable change?
- Is it significant in its own right - management implications?

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Fig.1

Section : Vulnerabilities within the settings of monuments and sites:
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NEW LANARK WORLD HERITAGE SITE & BUFFER ZONE

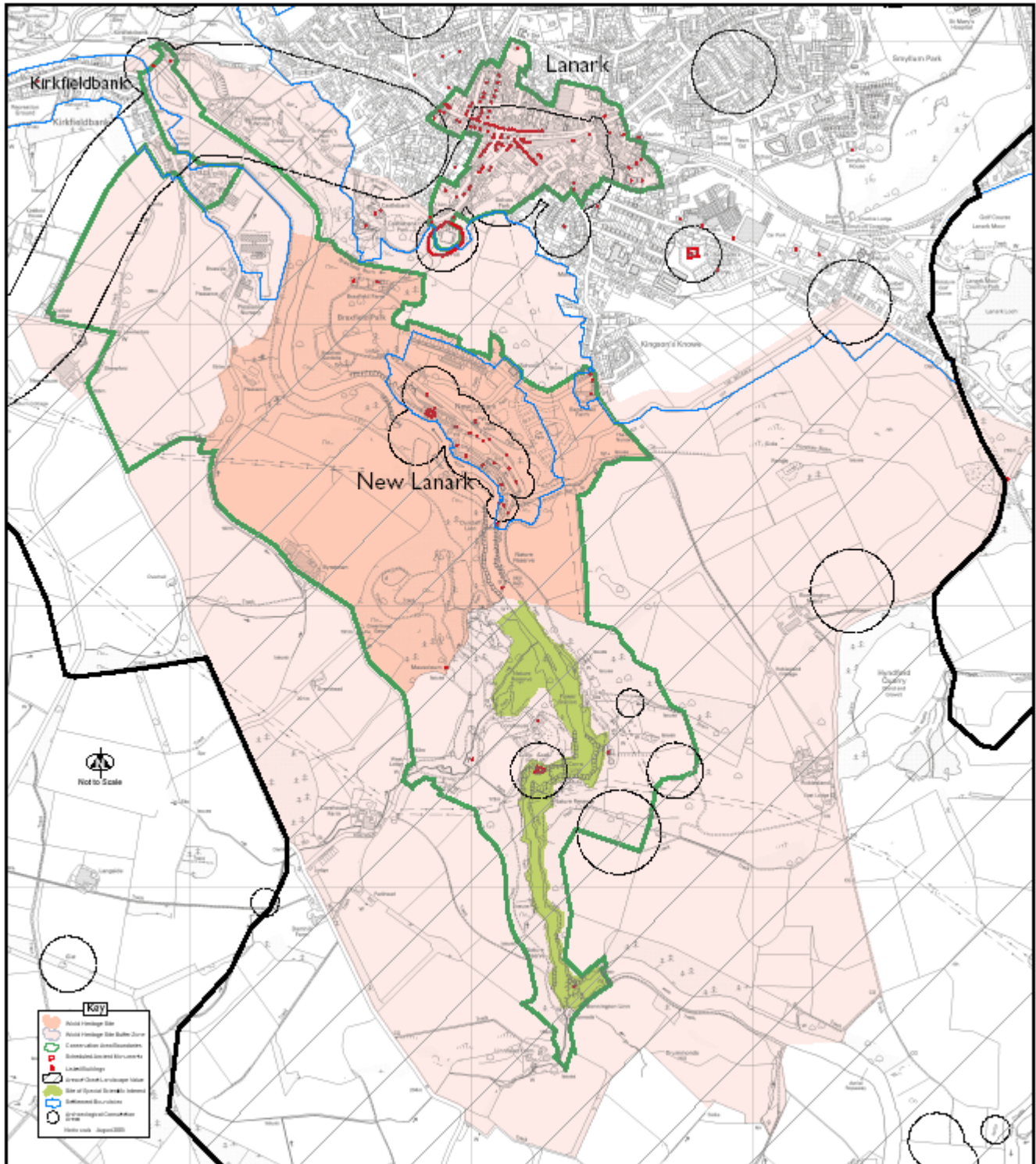


Fig.2