

Papdale, Kirkwall

Development Brief: November 2013



Contents

Introduction	3
Purpose of the development brief	3
Guidance to applicants	3
Site description	4
Policy background and context	5
Listed Buildings and Structures	5
Current building uses.....	6
Development vision	6
1. Former Papdale Halls of Residence.....	6
2. Papdale Farm and House	6
3. Gap and Redevelopment opportunity sites	6
4. Open Space	7
The development requirements	7
Buildings and place-making	7
Boundaries and edges.....	8
Open space and pedestrian / cycle connections	9
Access, roads and movement	9
Water resource management	10
Further information	11
Contacting the Council.....	11

Introduction

This development brief has been prepared to provide detailed planning and design guidance for the former Papdale Halls of Residence and Papdale Farm sites, which comprise immediate term housing allocations KW-M and KW-N of the Orkney Local Development Plan – Modified Proposed Plan. Some additional areas of land in close proximity to the sites are included within the development brief site area, and the Papdale Farm House, which is currently in private ownership, has been removed as indicated at Figure 1.

Purpose of the development brief

The brief seeks to inform planning applicants of the potential opportunities and constraints to development, and to promote a coherent and aspirational approach to the redevelopment of the site which is both visually appropriate in relation to the surrounding built environment, and considered within the context of existing infrastructure.

Guidance to applicants

This development brief provides site analysis and sets out broad planning and design principles which will be a material consideration in the determination of any proposals to redevelop the sites. The content of this development brief should be considered alongside appropriate planning policy and guidance given at a Local and National level, and should be read in conjunction with the Papdale Conservation Statement, which gives detailed guidance for the listed structures at Papdale House and Farm. This evidence should be presented in a design statement which will be submitted in support of a planning application. Clarification should be sought from Development Management at the pre application stage on the level of information that will be required. At a basic level applicants should provide a brief written response to the Development Brief Strategy and each of the Design Criteria. A graphic representation of ideas will help to fully convey your proposals.



Figure 1. Development Brief Site Boundary.

Site description

The sites are located to the north of the Papdale Primary School. These sites incorporate the Former Papdale Halls of Residence, Papdale House, Papdale Farm and a number of gap sites and redevelopment opportunities. All of the land is currently in Council ownership. A Site Analysis plan is included at Figure 2.

The topography of the land drops from north to south by approximately 10m across the site, and there are a number of buildings of present and historic significance which, along with the established woodland, define the skyline to the north.

The sites are located in close proximity to number of foot and cycle paths which form a Green Network through this part of the town, linking the town centre to the countryside beyond to the east via the Willow burn.

Views into the sites are primarily from the south, although these have been impeded to some extent by the new Kirkwall Grammar School and Papdale Halls of Residence which are currently under construction. Views from the north are less visible due to the topography of the land and the mature woodland around Papdale House. While there are views from the approach to Kirkwall and the periphery of the town centre to the west, and from Papdale East, development of the sites will have a less significant impact on views of the townscape from these areas. The sites enjoy views back across the town centre towards the Cathedral and to Wideford Hill beyond.



Figure 2. Site Analysis plan (N.T.S) (Note – extent of historic woodland is indicative only).

Policy background and context

The Orkney Local Development Plan – Modified Proposed Plan: Kirkwall Settlement Statement establishes the requirement for a development brief to be prepared for both sites KW-M and KW-N as a pre-requisite to the redevelopment of the land. A capacity of approximately 20 houses is indicated as appropriate for site KW-M, while approximately 10 are indicated on site KW-N.

The Kirkwall Urban Design Framework (2009) informed the Kirkwall Settlement Statement, and the Principles contained within the UDF are of fundamental importance to the development of the sites and their relationship to the wider area. Applicants should make particular reference to section 3.0 Planning and Urban Design Principles (p14 – 29), and Development Zone 1 – Papdale and the Willows (p43 – 51), which both underpins and supplements this development brief.

Of particular relevance are the following Principles:

- Principle 2: to reinforce Kirkwall’s distinctiveness through its new development, and protect and enhance its historic environment.
- Principle 3: to achieve urban repair through redevelopment of brownfield/derelict sites.
- Principle 6: to improve pedestrian connectivity and achieve a more pedestrian friendly environment in Kirkwall.
- Principle 7: creation of a greenspace network for Kirkwall.
- Principle 8: creation of a woodland framework for Kirkwall.
- Principle 10: improvements to Kirkwall’s streetscape and public realm.
- Principle 12: promotion of energy efficiency and sustainability.

The UDF suggests a variety of potential land uses, some of which have been outdated by the construction of the New Papdale Halls of Residence. It also recommends densities greater than that in the local Development Plan. For example, it is suggested that the redevelopment of site KW-M could accommodate 20-30 units at a medium to high density layout.

Listed Buildings and Structures

Papdale House is believed to have been built, along with the associated farm and walled garden, in around 1807 by the historian and prominent local landowner Malcolm Laing. The house, and with it the farm buildings, fence posts and boundary walls, was Category B listed in 1971. This means that Listed Building Consent would be required for any works which affect the historic character of the buildings. The walled garden, which is believed to date from the same period is also listed due to its connection to Papdale House. The surrounding woodland forms part of the setting of these listed buildings.

Papdale Farm has been much altered since its construction, and not all structures are of sufficient historical significance and authenticity to warrant preservation. Despite their poor state of repair, the surrounding historic buildings are still full of character and historic detailing, and have great potential to be restored for a wide range of uses. Further information about how these buildings should be restored and redeveloped is contained in the Papdale Conservation Statement.

Current building uses

A section of the Former Papdale Halls is currently used as a nursery facility and has a long term lease in place with the Council, with a further wing still currently used by Kirkwall Grammar School pupils until construction of the new facility is complete. Papdale House is currently occupied by Orkney Islands Council Education department, however there would be planning policy support to develop site in accordance with the Papdale House Conservation Statement. One of the group of Papdale Farm buildings is currently occupied by a private business. The rest of the buildings are currently vacant.

Development vision

The Development Brief area is separated into 3 development sites and an area of Open Space. (See Figure 4, page 10) These may be developed independently or as a whole. To enable redevelopment of the former Papdale Halls site, there would be a general presumption in favour of relocating the existing nursery facility within the development brief area. Development on each of these sites should be of Use Class 7, 8, 9 or 10.

Development phasing will require to be agreed with the Council. The development sites are as follows:

1. Former Papdale Halls of Residence

Given its location close to the primary and secondary schools, it is envisaged that this site would be ideally suited to redevelopment for medium to high density residential properties. An alternative solution may be retention of the halls.

2. Papdale Farm and House

The building group could be converted and extended to accommodate a number of development opportunities including residential and mixed use due to its location on the route between the north of the town including the Orkney College, and the Kirkwall Grammar School. There is no current project to relocate OIC Education Department from Papdale House, however in the longer term, given its historic link to the Papdale Farm, it could potentially fulfil a role of gateway building to the Papdale Farm development. Please refer to the Papdale Conservation Statement for further information.

3. Gap and Redevelopment opportunity sites

Willowgrange, the house to the east of the junction in to the Former Papdale Halls site is in Council ownership, and there would be planning policy support for the redevelopment of this site and land immediately to its west to provide a generous housing site. The site is in OIC Housing's ownership and it is intended to be developed as Council Housing.

Two gap sites exist to the north of the former Papdale Halls, and these should be developed as part of the redevelopment of the former Papdale Halls site. A third development site opportunity exists to the north of the access road to Papdale House and this is expected to be developed as Council housing in the near future. Developers are encouraged to consider realignment of the access road to the former

Papdale Halls, which may enable the space which exists between the two roads to be better utilised either as development land or public realm improving the entrance to the new development.

4. Open Space

The area of land between the Former and New Halls of Residence is designated as Open Space in the Orkney Local Development Plan. Although the development of the new Halls of Residence has altered the character of this Green Network through the town, there remain opportunities to utilise this land as open space. It is considered important to the setting of Papdale House that any development of this area of land is low in height, and, given there is a demand for allotment space in Kirkwall, it is considered appropriate in land use terms that this is located near to the existing allotments within the walled garden of Papdale House.

The extent of these sites is indicated on the Illustrative Requirements plan at Figure 4 (page 10).

The development requirements

The requirements for development of these sites are set out in this section and are illustrated conceptually on the Requirements Plan at Figure 4 (page 10). These requirements emerge from the planning policy framework and the specific constraints and opportunities of the sites.

Although the Local Development Plan indicates that approximately 20 houses could be accommodated on the site, the Development Quality within Settlements Supplementary Guidance suggests an outline figure of approximately 15. This development brief estimates the minimum number of individual sites which could be accommodated on the land to be approximately 15. As with all planning documents, this is a desk based exercise, and the exact number will be determined following a detailed design process which may consider alternative house types and densities in relation to open space and public realm. This may facilitate higher development potential.

A detailed site analysis should be undertaken, including existing microclimatic conditions, relationship to neighbouring buildings, contours of the land, landscape features, foot and cycle path connections and the course of the Sun. This list is not exhaustive. A design led solution is required to developing the site.

Buildings and place-making

Buildings and public realm should be of a high quality promoting a good sense of place. The layout and design solution should be considered alongside the access and roads strategy for each site to ensure the Principles of the Council's emerging Placemaking Strategy and Designing Streets are fully explored and implemented.

- Reference should be made to the scale and massing of the surrounding built environment in determining the appropriate building heights and design layout solution for the Former Papdale Halls of Residence site and the gap sites to the north, with the contours of the land reflected in building heights.

- Detailed guidance on the redevelopment of the Papdale Farm Buildings is included in the Papdale Conservation Statement, which is available on request from Development and Marine Planning.
- Given that no connections will be achieved between the former Papdale Halls and Papdale Farm access roads, the most appropriate strategy in terms of site layout is likely to be of a courtyard format, providing a shared space between buildings to enable vehicle manoeuvring which should implement the Council's emerging Placemaking Principles and those of Designing Streets.
- The slope of the land may encourage external courtyards on various levels.
- Buildings on the south edge of the former Papdale Halls site should avoid turning their back on the foot and cycle path to the south of the site, and instead provide a public face and a cohesive frontage to this route in order to provide passive surveillance.
- A high standard of development is expected in terms of layout, materials and sustainable design. Innovative contemporary design relating to its location is encouraged.
- The sites generally benefit from good solar orientation and views back towards the town, and this should be considered in arriving at the most appropriate site layout. The form of development at site 3 is informed by the requirement to follow the historic building footprints.
- Natural materials such as stone, lime render and render, with slate or metal roofing finishes are preferred, but are not exclusive and should not preclude innovative design and contemporary alternatives could be appropriate. Material choices should be clearly explained in a design statement.

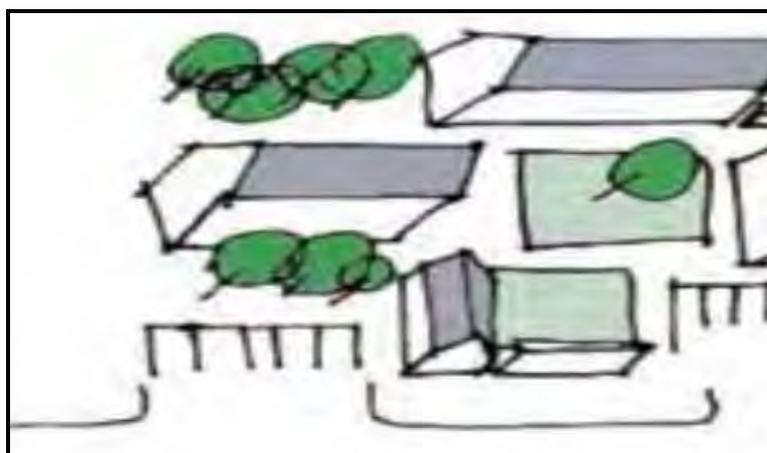


Figure 3. Gardens, shared space and housing are of a higher visual prominence than roads and parking.

Boundaries and edges

Boundaries are particularly important to help new development integrate with its setting, and provide useful and enjoyable external space. There are some established garden boundaries nearby, and these are an example of what could be achieved on the sites. Boundaries can be used to create shelter and urban cohesion.

- The boundary to the proposed new allotments (Figure 4, page 10) should respect the character and setting of the existing walled garden and views to Papdale House.

- The height of the allotment boundary walls is important to preserve the setting on Papdale House.
- Appropriate materials for domestic boundary treatments include stone or rendered block walls, timber fences and planting.
- A degree of uniformity in materials and colour should be achieved throughout the development area and consistent boundaries should define the public realm.

Open space and pedestrian / cycle connections

The existing foot and cycle path connections through and adjacent to the site will remain in place in their current locations.

- New development should connect directly into these to improve connectivity in the wider area.
- It may be most appropriate for the existing footpath, which connects the former Papdale Halls to the foot and cycle path to the south, to be relocated or added to by other paths into the new development area.

Access, roads and movement

OIC Roads Support has advised that congestion and parking may become issues through the development of the sites. The need for Improvements to the surrounding roads network in relation to pedestrian/cycle connectivity to the Orkney College has also been highlighted, and signage to the College and to the wider countryside would improve the legibility of the area.

New development will require upgrades and improvements to the existing road network and potential provision of additional infrastructure. The details of such works will be dependent upon the nature of the development proposed, and developers should liaise with the Roads Support Team at the earliest opportunity.

A Traffic Assessment will be required, taking into consideration all phases of development of the site, in order to identify the impact on the existing road network and transport infrastructure.

Vehicular access to the site will be taken from Berstane Road at the current point of access to the Former Papdale Halls of Residence, and from Papdale Loan at the current point of access to Papdale Farm.

Papdale Loan is narrow with a sharp bend and limited visibility, and any access to the Papdale Farm site is likely to require upgrades and improvements in this area. There are opportunities to redesign/resurface this junction and access road to form a legible meeting point with improved public realm and sense of place. This could include street furniture, signage and lighting.

In order to alleviate any potential congestion in the surrounding area caused by this development, OIC Roads have indicated that vehicular access to a new development at Papdale Farm may need to be provided from both Berstane Road (via the existing car park for Papdale House) and from Papdale Loan (via the existing farm track). Vehicular access between the two courtyards may need to be restricted to prevent the Farm's use as a through route, however, legible and intuitive routes to the building group should be preserved or enhanced through any

development. Any detailed proposal for the site will need to respond to these suggestions.

A detailed layout for the site is not promoted in this development brief. Rather, this should be designed in conjunction with building design and informed by the Principles of the Council's emerging Placemaking Strategy and those of Designing Streets and evidence of this design process should be provided within the Design Statement.



Figure 4. Illustrative Site Requirements plan (N.T.S).

Water resource management

The Council is advised by Scottish Water that there is currently available capacity at both Kirbister Water Treatment Works and Kirkwall Waste Water Treatment Works. Public water mains and sewers can be found running along Berstane Road and Papdale Loan, where there should be sufficient capacity within the water and waste water network.

- New developments should connect to the public sewer system.
- A separate drainage system will be required with the surface water discharging to a suitable outlet.
- A SuDS scheme should be prepared for each phase of development, taking the development potential of the full site into consideration at the outset.
- SuDS will be required to meet the specifications as detailed in Sewers for Scotland (2nd Edition).

The site, which sits on relatively steep hillside, is outwith the 1 in 200 year flood zones identified in the Orkney Strategic Flood Risk Assessment, and there have been no known instances of flooding in the past. There may be the potential for flood risk from run off, both during and after construction, to the Papdale Primary School and new Hostel. This could be mitigated by the implementation of effective SuDS.

There are no records of any existing culverts or sewers through the site.

Further information

- Papdale Conservation Statement.
- Development Quality within Settlements Supplementary Guidance.
- Developer Contributions and Good Neighbour Agreements Supplementary Guidance.
- Designing Places.
- Designing Streets.
- OIC Roads Development Guide 2006.
- SuDS Manual.
- SuDS for Roads.

Contacting the Council

Please contact:

Development Management

Orkney Islands Council

School Place

Orkney

KW15 1NY

Telephone: 01856873535