



Victoria Road, Kirkcaldy

Part 2: Regeneration Strategy



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April 2014/ 8148

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Figure 1: Site Location

Section 1: Introduction

This report sets out the **recommended land-use regeneration strategy** for the Victoria Road Corridor of Kirkcaldy. It forms the second in a series of three documents:

- Part 1: **Consultation Report** - record of the three-day planning charrette and associated consultation involving the local community, Fife Council and other key stakeholders. This also contains a section on lessons learned from this process.
- Part 2: **Land-Use Regeneration Strategy**
- Part 3: **Regeneration Action Plan** - sets out recommended project priorities, timeframes and responsibilities for the advancement of the strategy.

The regeneration strategy is informed by extensive community and stakeholder engagement carried out through a three-day planning charrette and associated consultation. The charrette process provided an engagement mechanism to facilitate a broad discussion on the challenges and opportunities for regeneration of the Victoria Road Corridor and helped to build a shared vision for the area.

The report provides a context to the area's decline, its current condition and challenges. It outlines how the outcomes of the charrette process have been developed to prepare the proposed land-use regeneration strategy which is discussed in Section 3.

The final sections set out recommendations for both the Fife Council Local Development Plan (FIFEplan) and the Kirkcaldy Area Local Community Plan to support and facilitate area-based regeneration in the Victoria Road Corridor.



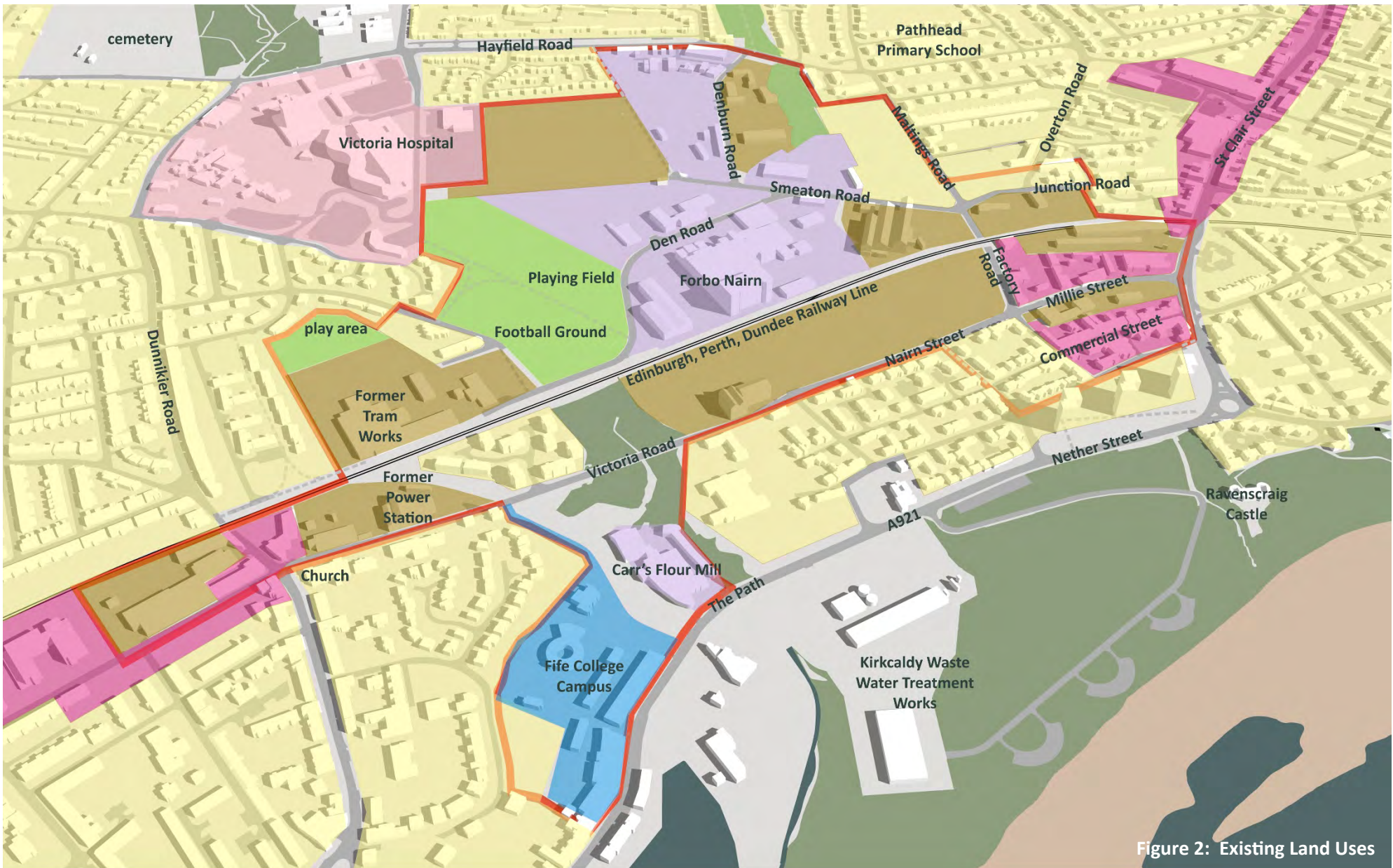


Figure 2: Existing Land Uses

Existing Land Use



Section 2: Developing the Strategy

2.1 Context

Regeneration and the building of a sustainable future for our communities is a central part of the Scottish Government's economic strategy and embedded within both the Development Planning and Community Planning structures.

Regeneration of towns and communities involves a holistic process of reversing the economic, physical and social decline of places where market forces alone have been unable to address and drive a process of renewal and change.

The Victoria Road area of Kirkcaldy was once a hive of industrial activity centred around the linoleum business developed and fabricated by Nairn. Remnants of this bygone era can still be found scattered throughout the area and continue to form a strong element of the area's identity.

Today the Forbo Nairn Linoleum Works remains a large employer with a strong visual presence in the area. Many of its former buildings and those of associated uses, such as the tram works and power station, are either derelict or have been demolished. These uses, buildings and infrastructure have for the large part not been replaced by sustainable modern uses, leaving a scared and fragmented townscape.

Reversing the blight that has affected the area since the decline of manufacturing will take many years. Understanding the context and the complex set of challenges is an essential starting point to formulating any strategy for regeneration. These were explored and discussed through the charrette process where the sharing of local and technical information helped build a clearer picture of the issues and of the potential approaches to resolving them.

The key aspects of the site context are set out below.

Land Use (Figure 2):

- Large core of existing and former industrial employment uses centre around the Forbo Nairn works. Vacant and derelict sites and those continuing in poor condition are blighting the area and discouraging investment in other uses.
- Largely residential districts surrounding study area together with Victoria Hospital, Fife College and Commercial Street/St Claire Street Local Shopping corridor.
- Forbo Nairn require a spatial buffer to its activities to avoid bad neighbour impacts upon any future residential development in the area.
- High level of vacant brownfield sites along Victoria Road/Nairn Street/Millie Street, create poor quality environment especially for pedestrians.



Towards the A92 & Glenrothes



Figure 3: Existing Movement

Existing Movement

- Study Area
- Railway forms barrier to movement
- ➔ Principal Street to Town Centre
- ➔ Other Principal Routes
- - - ➔ Secondary/Residential Routes
- - - ➔ Pedestrian Routes
- - - ➔ Routes under/over railway
- ⊞ Key Nodes

Movement (Figure 3):

- Victoria Road is a popular through-route between Town Centre and the strategic road network (A92 to NE), somewhat replicating the function of the parallel A921.
- Access under/over the railway is limited within the study area to Dunnikier Rd, Factory Rd and St Clair Street, with no other separate publicly-accessible pedestrian route.
- Victoria Hospital Redevelopment has severed pedestrian links along the north-western edge of the study area.

Green Infrastructure (Figure 4):

- Playing fields and football ground off Den Road are well used but suffer from drainage issues and poor pedestrian accessibility.
- Wooded valley south of railway line, passing beneath Victoria Road bridges does not currently provide public access routes connecting to the waterfront/coastal path network.
- Wooded areas south of Hayfield Road are overgrown and impassable
- Greenspace/Play area north of former tramworks has play equipment removed and hostile perimeter fencing.

Community Infrastructure:

- Two key local centres exist within the study area, Commercial Street and Dunnikier /Victoria Rd crossroads (“Dunnikier Lights”). Neither is identified as such in the adopted Local Plan, although St Clair Street is designated a local shopping centre.
- There are no primary or secondary schools within the study area although a number lie within close proximity within the surrounding residential areas.

- Fife College’s Priory Campus has its main entrance along Victoria Road and forms a linking element to the eastern edge of the town centre.
- Victoria Hospital is a major local employer as well as bringing many visitors to the area for healthcare services.

Cultural/Built Heritage:

- The former A-listed Linoleum works along Nairn Street has been recently demolished in a bid to find a viable use for the site. This had been a visually prominent feature for many years due to its size and isolated position along the street frontage. This site has a lengthy frontage along the Victoria Road Corridor with potential to dramatically influence its character.
- A number of other listed buildings remain in the study area including the A-listed Feuar’s Arms public house and B-listed Pathhead Halls along Commercial Street and the B-listed former Victoria Power Station at the Dunnikier Rd end of Victoria Rd. The latter is vacant and in a poor condition with an application for its demolition having recently been submitted to the Council. A local petition to save the building has also been set up.

Key Land Owners/Interests:

- Fife Council are one of the key land owners in the study area, as are Scottish Enterprise (Nairn Street site), Forbo Nairn Ltd, Thomas Muir Ltd, Fife College and Miller Developments.
- The area also has many smaller established land owners/business owners
- There are no significant areas of land contamination within the study area.



Figure 4: Existing Green infrastructure

Existing Green Infrastructure

- Study Area
- Wooded Area
- Greenspace / Public Open Space/Facilities
- Brownfield site greenspace
- Pedestrian Path

2.2 Key Charrette Outcomes

A wealth of information together with a high degree of consensus emerged through the charrette consultation process. These are documented in the Part 1 Consultation Report with the key themes emerging set out under Section 7 of that report. Figures 5 to 7 also help to illustrate emerging ideas.



Figure 5: Opportunities & Constraints discussed at the charrette

Charrette participants set out the following Key Challenges:

- Making a better connected place
- Trend is downward - stop the decline
- Build on the local centres - Commercial St/St Clair Street and Victoria Rd/Dunnikier Rd jct.
- Create new employment opportunities and build on existing businesses
- Affordable/social housing and build new housing → Housing choice
- Building a stronger local economy
- Addressing dereliction
- Build on existing assets and unique character
- Integrating existing users with new users
- Identifying key interventions
- What leverage can be used to deliver change?
- Making the area safe and pleasant
- Don't lose sight of the long-term vision
- Challenges of land ownership
- Attracting investment

The Charrette participants agreed upon the following list of Regeneration Objectives:

- Create employment - Promote & Support
- Improve impression of place - Place Image
- Create a place with a distinctive role - not competing with the Town Centre
- Improve greenspace
- Mixed uses
- Improved connections
- Retaining local heritage and character
- Increase rate of investment
- Remove barriers to investment
- Identifying key interventions
- Involve the local community
- Meet identified local needs
- Aspirational Place
- Build in adaptability and resilience

Figure 6: The mixed use option was the preferred approach to regeneration

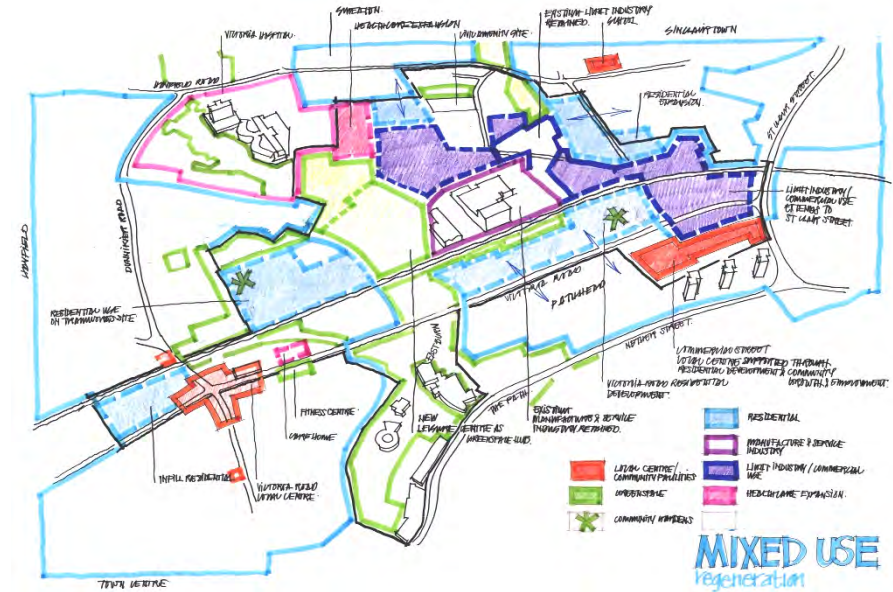
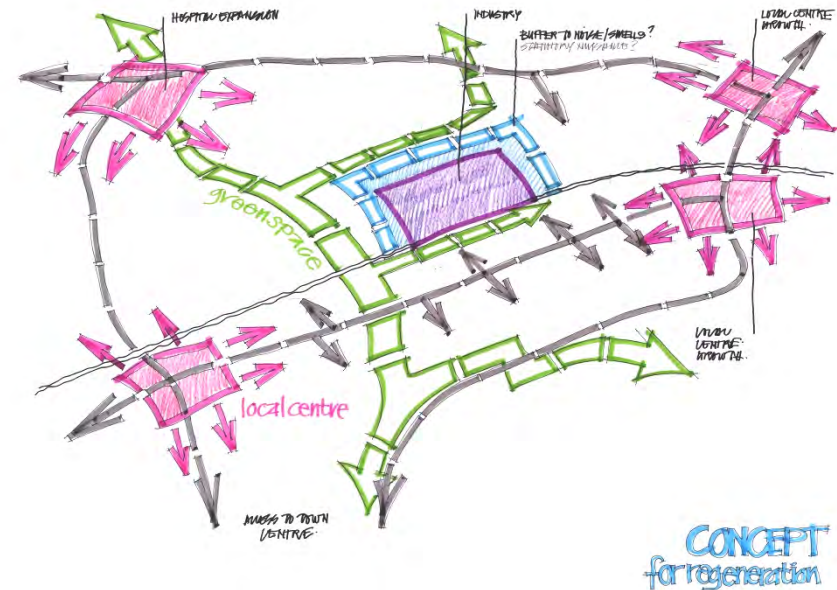


Figure 7: Emerging concept



2.3 Developing the Strategy

The charrette /consultation outcomes and contextual appraisal have been further developed to shape the **aims and objectives** of the regeneration strategy as outlined below.

1. Vision based on strengthening existing assets and attracting people and activity back to the area

- Introduce more housing (mix of affordable and private) - within walking distance/ contributing towards regeneration of Town Centre.
- Recognise potential of Commercial Street and Victoria/Dunnikier Rd junction to provide characterful local centres to support new and existing residents
- Greater support of existing businesses and to attract new small/ medium-sized businesses
- Understand value of local built heritage from a long-term perspective - may not provide immediate use but are attractive and culturally important parts of the local public realm and place identity and may provide economically viable uses once area regenerates / confidence in the area builds.

2. Community Focus

- The local community needs to be directly involved in shaping future development of this area if positive change is to happen. Significant top-down/ property-led regeneration is unlikely in the short to medium-term due to lack of public funds and poor market conditions. Broad agreement was reached that **a focus on community-led regeneration initiatives is the most realistic way forward.**

- Requests for Forbo Nairn, as key employer/historic presence in the area, to be more active in the local community - host study visits for local schools, sponsor community initiatives etc.
- Greener Kirkcaldy wish to broaden their activities to include income-generating social enterprise and the ownership of assets. This will allow them to become more financially sustainable as an organisation, as well as contributing to the sustainable regeneration of Kirkcaldy. Currently being developed are a 'Food Hub' and a solar photovoltaic array projects for which local vacant sites and Council support are being sought.

3. Fife Council's Role

- Support and facilitation of local community initiatives - commitment to this through the Kirkcaldy Area Community Plan.
- Local development planning powers - LDP land-use allocations to steer and encourage appropriate development within the area.
- Early and continued engagement with land owners/interests in agreeing development strategies/ way forward.
- Use powers to encourage owners to repair unsafe buildings which blight the area. Commitment to use of CPO powers if necessary.
- As major land owner (together with joint venture agreements with Scottish Enterprise who own the Nairn Street site) - explore potential mechanisms for bringing housing land forward.
- Facilitate local businesses and new small business/employment/ training opportunities through practical/financial advice and support.
- As property owner allow use by community on a no- or low-rent basis, e.g. local community projects requests for use of Pathhead Halls.

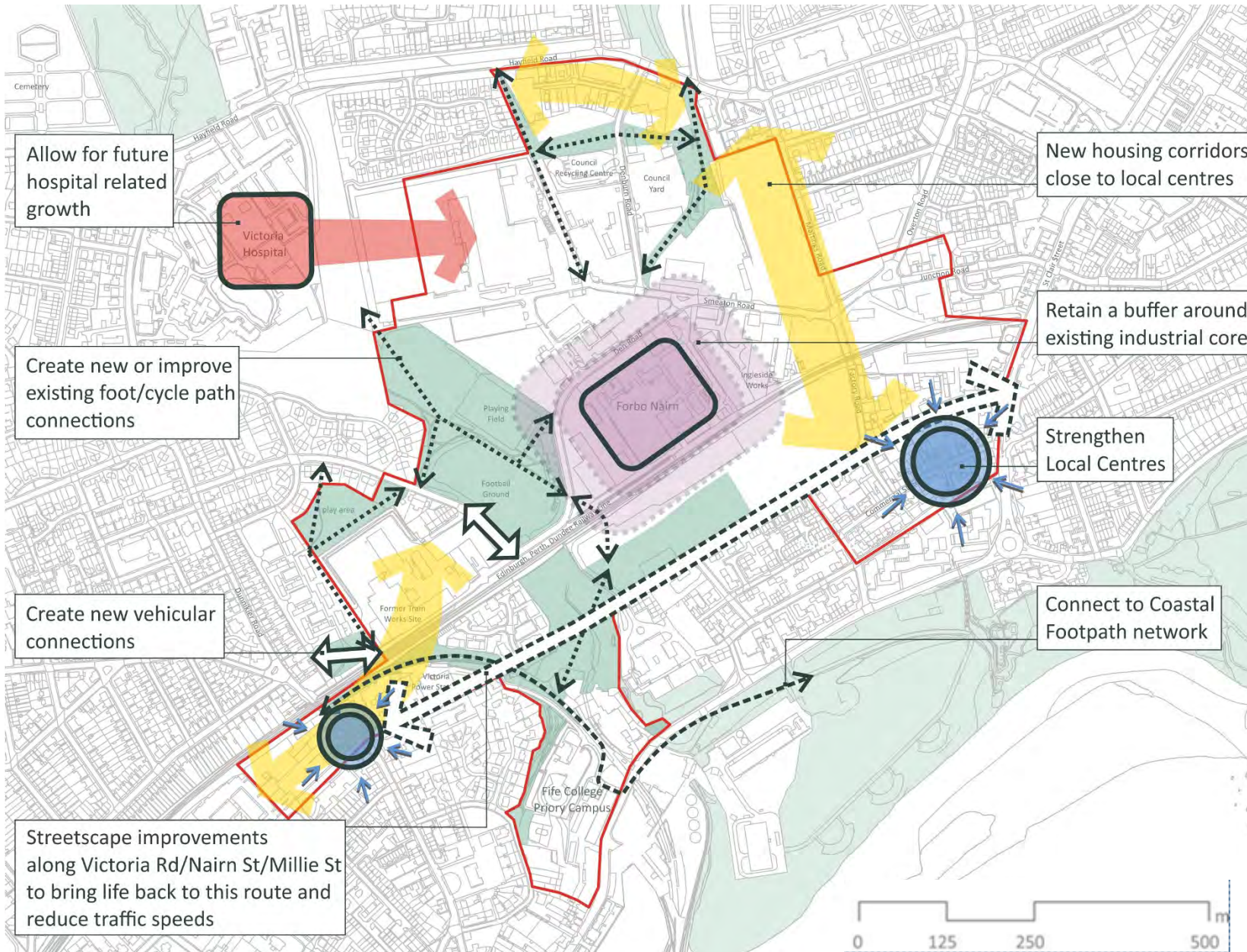


Figure 8: Regeneration Spatial Strategy

Section 3: Land Use Regeneration Strategy

3.1 Building a Vision

Consultation, the charrette discussions around regeneration objectives (see page 8) in particular, helped shape a positive collective vision of the future of this area. The vision is not overly-ambitious or expected to be realised overnight. It does not depend upon large-scale investment or the provision of a single flagship building, activity or piece of infrastructure, but instead seeks small-scale incremental change to gradually improve confidence in the area.

The area vision driving the regeneration strategy includes:

- A mix of uses/activities
- An increased level of housing of all types helping to support and strengthen the existing local centres at Commercial Street and Dunnikier/Victoria Rd junction.
- A retained industrial/employment core based around the existing Forbo Nairn factory, north of the railway.
- A better connected place, with priority on convenient, comfortable and safe walking / cycling routes and reduced dominance by motor vehicles.
- An attractive public realm framed by a fine-grained culturally rich urban fabric, focussed particularly along the Victoria Rd axis which offers a prime walking/cycling route to the town centre.
- Improved visual and physical connections to the coastline.

3.2 Spatial Strategy

The broad spatial elements of the proposed regeneration strategy are identified in the diagram Figure 8 and further elaborated upon below.

1. Strengthen existing local centres

- Commercial Street is a small-scale traditional Victorian high street at the centre of the Pathhead neighbourhood. It has seen better days and has found it hard to compete with larger business premises within the adjacent St Clair Street local centre. However it continues to serve as a home for a number of shops, pubs and businesses and its scale and traditional character is a positive asset to the area.
- Dunnikier Rd/Victoria Rd junction is also home to a number of small shops and services, including a restaurant. It is a key node in the movement network and has a local landmark building in the form of St Mairie's Church which is visible along most of the length of Victoria Road. As such it forms a natural local centre upon which to build and improve.
- Sustaining local centres, retaining wherever possible local facilities and services and local community identity and activism is a critical component of area regeneration and should be identified as a clear policy intent the LDP. Where the Council can no longer retain facilities support for self-sustaining local trusts and community organisations should be encouraged.
- Designating these as established local centres within the LDP should help to attract appropriate use proposals within these areas, helping to build a vibrant concentration and mix of uses attributed to successful local centres.

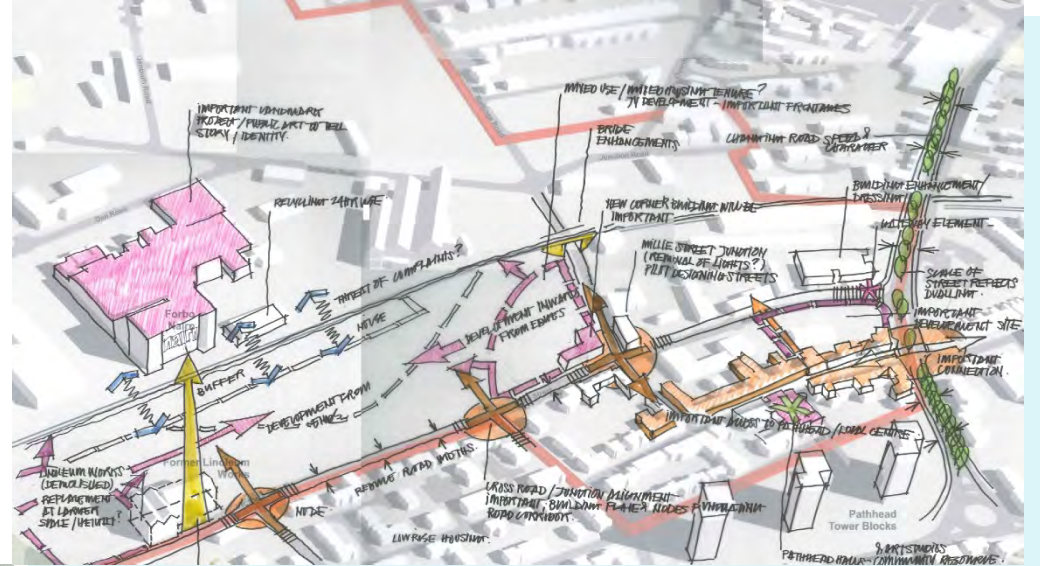


Figure 9: Victoria Road Design Proposals Emerging from the Charrette

- Focussing the development of housing adjacent/close to these local centres will contribute to increasing their client-base.
- Pathhead Halls forms a natural focal building along Commercial Street with civic presence. It is owned by Fife Council but is currently deemed too costly to open and maintain for public use. Yet its use, even on temporary bases for example for cultural events, would help re-energise the high street and encourage local investment. The Council should explore options for its re-use through engagement with local community groups, mindful that it forms a key community asset to support proposed new housing in the area.

2. Victoria Road - Dunnikier Road to St Clair Street

- This route has vacant sites or derelict buildings along much of its length contributing to a feeling of isolation and hostile environment, not pleasant to walk along. This fragments the area and forms arguably the most prevailing impressions of the area. Figure 9 shows some of the ideas emanating from the charrette event.
- Streetscape improvements including projects which help to define the local centre at Dunnikier Rd junction, the two bridges, the Factory Rd junction at St Clair Street gateway.
- Partial restoration of the former Victoria Power Station listed building to bring it to a stable condition awaiting future use once the market picks up. In conjunction with pavement improvements/carriageway narrowing to improve its setting and pedestrian access.
- The Nairn Street site (recently demolished Grade A listed linoleum factory) provides an opportunity to create positive new frontages and entrances on to the street. This could consist of retained mature

trees (to the west and along Factory Rd), new housing frontages/entrances and visible areas of open greenspace which could accommodate a variety of uses, including sports. A realistic buffer distance/noise attenuation measures should be determined in conjunction with Forbo Nairn so as not to compromise their activities.

- Explore opportunities to improve access to Commercial Street and encourage a mix of residential and small-scale commercial uses along Millie Street, which forms the transition between Commercial Street and St Clair Street shops.

3. Encourage new housing

- Much of the infrastructure necessary for new housing is already in place in this part of the town - local shops, schools, greenspaces, public transport and other movement networks. Housing investment will serve to improve their continued viability.
- By encouraging residential development, both private and affordable, along the key routes the overall movement network can be improved, helping to reconnect areas which were effectively severed due to blighted 'no-go' routes. For example, walking from Sinclairtown to Pathhead along Maltings and Factory Roads becomes a more attractive option once housing fronts this route.
- Also focus residential development around the already established local centres and public transport routes so that these necessary services are well supported - a sustainable co-location that is often hard to achieve in the edge-of-town residential developments.
- New housing in this inner-urban area also serves to support Town Centre regeneration.

Forbo Nairn Linoleum Works and the Nairn St site



Melrose Crescent greenspace with former playspace



Impenetrable green corridor running south from Hayfield Road



Good local detailing on residential infill

- Removal of elements of blight adjacent to prospective residential sites should be seen as a priority. The Council should also explore other means of removing barriers to housing delivery. This might also be in conjunction with looking to provide the area with special regeneration status.

4. Protect industrial/employment core

- The existing core of employment uses north of the railway line, consisting of the Forbo Nairn works and building and landscaping materials merchants, should be protected to ensure continued development and possible expansion.
- A buffer distance and associated level of attenuation measures for future residential development in the area will need to be agreed between the Council (as facilitators for the Nairn Street site) and Forbo Nairn, whose operations can create noise and other emissions 24/7.

5. Create new connections

- One of the issues is the lack of east-west vehicular connections along the western edge of the study area between Hayfield and Victoria Roads. Two new vehicular connections are recommended between Den Road and Thornhill Drive and between Den Road and Smeaton Gardens. To the north of these the Victoria Hospital site forms a barrier to through movement, so their inclusion would be a key means of ensuring greater dispersal of vehicular movement as advocated in *Designing Streets* (Government Planning Policy, 2010).
- There are numerous opportunities (identified in Figure 8) to create new pedestrian / cycle connections throughout the area. The viability

of these should be explored with particular priority being given to the cycle/pedestrian link from the Den Road playing fields into the hospital campus and the link from Dunnikier Rd to the A921. This would pass along the former dismantled railway track which begins parallel to the main railway line. It would pass beneath the Victoria Road bridge through the leafy gorge and exit between the Mill buildings and the Fife College Priory Campus.

- Where proposed routes pass through or adjacent to proposed development, buildings should be orientated to overlook paths to provide good levels of natural surveillance.
- Long-term future potential could be explored with Forbo Nairn Ltd to open the existing narrow underpasses under the railway for public pedestrian use to link the Den Road greenspaces with Nairn Street and possibly a continuation within the green gorge under the viaduct.

6. Extend and improve the greenspace network

- The proposals for new pedestrian/cycle routes should be considered together with those of the greenspace network. Much of the greenspace already exists but is impenetrable and not protected as public open space.
- Areas such as those which follow the watercourse south of Hayfield Road alongside the Council Yard should be opened up and provide recreational access from new housing development along Maltings Road.
- The greenspace off Melrose Crescent will require improvement alongside any future redevelopment of the former Tramworks site on Den Road, with access provided to Denburn Place and Den Road. It currently feels cut-off and deserted.

The new Victoria Hospital extension



- There may be potential in the short term (or maybe longer) to retain the eastern part of the Nairn Street site as a grassed area for formal and/or informal recreation.

7. Victoria Hospital

- The long-term future development of Victoria Hospital should be a major consideration in land-use planning. The site adjacent to the hospital is an obvious location to accommodate growth. It may also accommodate hospital supply chain businesses.
- Given the interests of safeguarding land for future hospital growth, the Council may wish to explore the potential for a 'land swap' with the current landowners.
- The potential for an eastern access in to the hospital campus (without providing a through-route) should also be considered, in the interests of dispersing traffic.



New infill housing close to the hospital

3.3 Thematic Elements

In addition to the spatial elements considered above, the following themes also underpin the proposed land-use regeneration strategy.

1. Addressing land under-utilisation, adverse amenity and perceptions of blight created by extensive vacant and derelict land and bad neighbour developments

Focus on:

- Targeting high profile locations (such as Victoria Rd, Nairn St and the Millie St gateway area), building and land-uses associated with primary routes and locations close to housing area.
- Securing new Vacant and Derelict land monies from Scottish Government to support development and highlighting the opportunities of development tax credits available for development of V&D land.
- Engaging with land owners to identify more appropriate industrial sites for 'bad neighbour' land uses and promoting phased relocations and positive land-use allocations to support re-structuring.
- Promote stronger application of statutory notices and nuisance notices.
- Undertaking / or requiring the undertaking of local amenity improvements to address derelict secondary structures (fencing / walls/signs) and removal of litter /graffiti.

2. Promoting a broad mix of land-uses reflecting both the existing character of the area and the vision/aspirations emerging through consultation for a vibrant townscape character.

Focus on:

- Maintaining existing employment activities including small and medium-sized enterprises (e.g. MKM Building Supplies), services (e.g. NHS Fife) and large international global companies (e.g. Forbo Nairn).
- Supporting opportunity to strengthen and diversify the manufacturing base, including the high technology, creative and knowledge sector, whilst supporting future needs for the health sector to expand or develop stronger local supply chains and service support co-located to the hospital.
- Employment uses to include a mix of:
 - Office/light industrial/ commercial activity
 - Industrial
 - Distribution
 - Community Food Hub
- Residential uses to include a mix of:
 - Private Housing
 - Mid Cost Affordable / Shared Equity/ Housing
 - Social Rented / Mid Market Rented
 - Special Needs / Care Facilities/ Hospice and Institutional
- Providing quality greenspace, including community gardens, and developing the green network
- Leisure facilities, such as an indoor skatepark, and sports pitch / sports leisure activity.

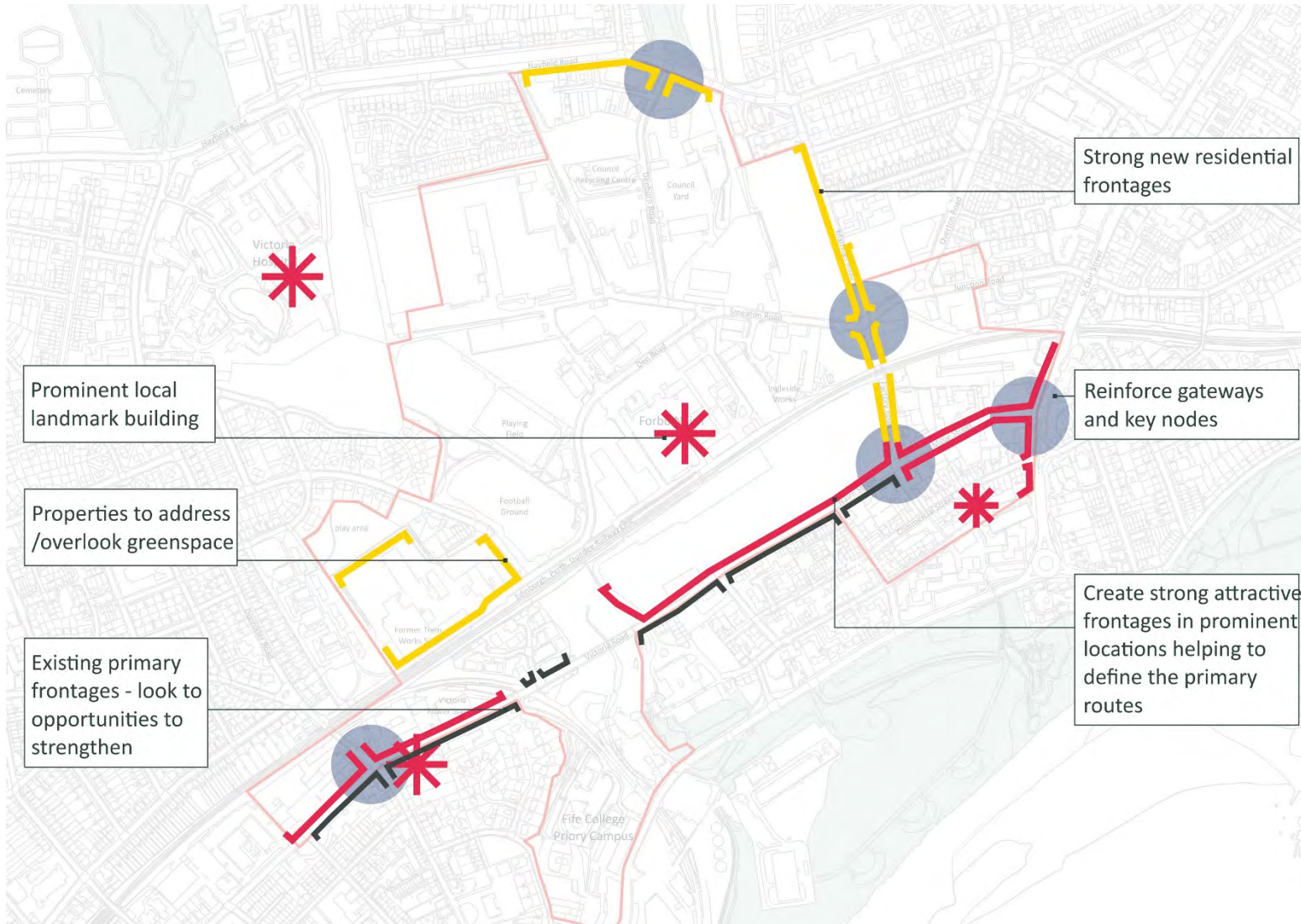


Figure 10:
Local landmarks, Prominent Frontages and Key Nodes

3. Promoting neighbourhood growth based on existing local centres to grow the residential population, support the demand for goods and services and provide mixed tenure housing.

Focus on:

- Promoting the area for residential development that strengthens the neighbourhood and community structure and supports place-making.
- Promoting growth concentric to existing local centres (as illustrated in the spatial strategy above).
- Promoting mixed-use housing (public /private sector) across a range of housing typologies including special needs provision in accordance with LDP policy.
- Investigating opportunity to share/transfer 'affordable land allocations' into suitable inner urban areas with better local services through arrangements that secure commuted sums and facilitate Fife Council/Housing Association investment.
- Promoting strong local centres for local services including identifying mechanisms to support better utilisation of existing facilities and strong community engagement.
- Creating well connected places and strong street frontages linked to the greenspace network and incorporating greenspace or supporting enhancement of existing greenspaces in accordance with Fife's Greenspace Strategy

4. Promoting quality design and place-making as a core element in regeneration that will seek all developments to use design and quality masterplanning to add value, strengthen character, amenity and quality of the neighbourhood.

Focus on:

- Ensuring that the issue of quality is central to the objective of changing place perceptions, supporting investment and developing more sustainable communities.
- Promoting developments that build on and demonstrate a clear understanding of the inner urban context including the historic urban grain with its higher housing densities and high level of permeability/ accessibility and mobility.
- Utilising planning agreements and a partnership approach to minimise planning risk and secure early agreement on design principles.
- Actively promoting investment and the process of change at key nodes and along primary routes as catalysts for wider regeneration. E.g. Junction Road /Factory Road /Smeaton Road Junction, the Nairn Street/Factory Road junction, and Hayfield Road frontages (see Figure 10).
- Utilising the masterplanning process to encourage community engagement in the design and planning of the area.

The Victoria Hospital offers significant employment opportunity with a potential need for future developments associated with health sector development and associated supply chains.



5. Protecting and safeguarding employment opportunity and opportunities for enterprise including safeguarding land and operations for future growth and expansion.

Focus on:

- Safeguarding employment and facilitating growth and investment that delivers quality jobs, skills development and training with specific opportunities associated with Victoria Hospital / Forbo-Nairn / small and medium sized enterprises.
- Promoting local Supply Chain adoption and working to ensure Fife companies are able to service and access contracts with major employers (Fife Council / NHS Fife /Fife College) local industrial manufacturers.
- Reviewing opportunities for a specialist NHS /Hospital service support medi-park close to the hospital and provision for future growth and/or specialist services.
- Promoting through Joint Ventures (eg. Fife Council /Scottish Enterprise) and other arrangements the opportunity to promote site development and re-cycle returns on other sites to drive regeneration and address barriers to investment.
- Retention of small and medium sized businesses across a range of sectors that can operate successfully around the edge of the town centre and close to residential areas (services /professional/light industrial/catering).

6. Protecting and enhancing the Green Network and developing the connections and linkages of parks, open space, Core Path routes, public transport connections, former railway land and other greenspace that promotes the network for pedestrian and cycle movement, leisure and active community use.

Focus on:

- Developing the connections between Fife Coastal Path / Ravenscraig Park and Dunnikier Park through the Victoria Road area and maximising access to the centre greenspace and leisure facilities of Den Road.
- Promoting enhancement and upgrading of the Leisure Facilities with upgraded sports pitch provision; 4G kickabout; enhanced facilities and organisation that support active community uses; community management; and inter-generation activity.
- Upgrading of path connections and safe walking/cycling routes and waymarking including re-opening of routes (as identified in the Spatial Strategy, Figure 8 above).
- Promoting interpretation through partners / employers and through the application of developer contributions and grants to promote the heritage of the area and 'celebrate the story' and history of the area.
- Working with partners to promote active use (Victoria Hospital-NHS staff / Forbo Nairn / Fife College) and ensuring good connections that also support path connections to access employment/leisure/education/passive recreational use including connections to wider residential areas and the Town Centre.

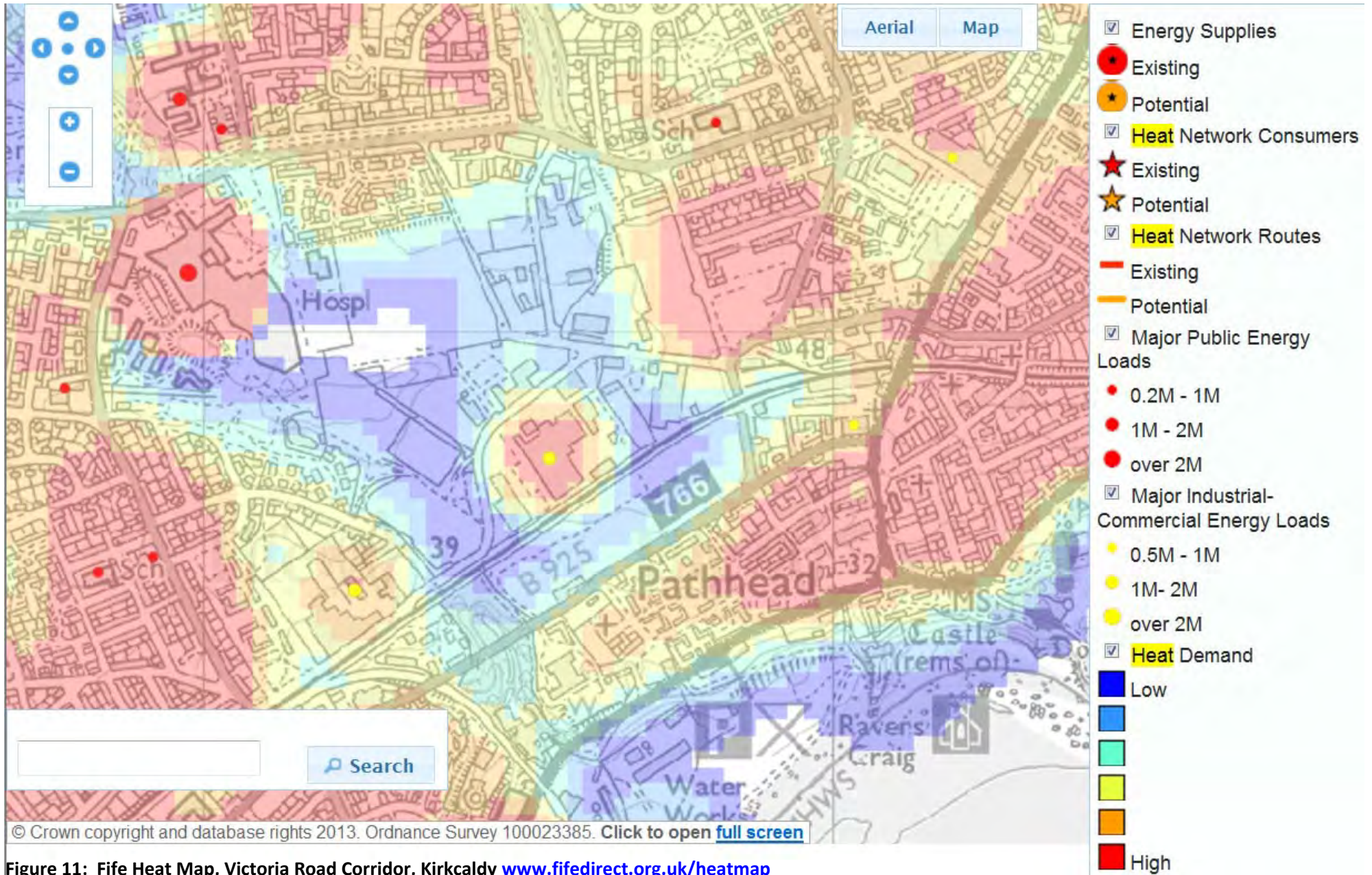


Figure 11: Fife Heat Map, Victoria Road Corridor, Kirkcaldy www.fifedirect.org.uk/heatmap

7. Promoting participation and active community involvement through Community Council's and Community Trusts / Community Interest Groups, residents and employers to adopt 'localism' and get involved and support new mechanisms to deliver and coordinate local needs and interests.

Focus on:

- Working through Community Planning and Neighbourhood / Locality Managers to empower local community action and the setting of local priorities together with developing a clearer understanding of roles and the opportunities for community action.
- Identifying target opportunities to establish new mechanisms to manage/coordinate the management of local facilities and secure grant support funding eg. Pathhead Halls / Leisure Facilities.
- Promoting local enterprise activity and securing local action under the auspices of groups such as Greener Kirkcaldy, Fife Sports and Leisure Trust, Kirkcaldy Civic Society, etc.
- Building on the charrette process to encourage wider participation of residents but also of local businesses as part of social-corporate activity that strengthens the links, for example: between young people and enterprise; training /businesses and Fife College; local supply chains and Peer2Peer support measures.
- Supporting a Victoria Road Action Area web site and collaborative working between Members /Community Councils / Local Groups including traders and community groups.
- Recognition that Councils are increasingly seeking to facilitate and

support action but will be adopting partnership approaches and seeking to use limited Council funds to leverage additional grants and funding. Local constituted groups have access to funds unavailable to the Council

8. Promoting innovation & sustainable low carbon futures

Focus on:

- Fife has a strong energy sector and presence associated with renewable industries. Opportunities for private sector participation in Combined Heat and Power (CHP); District Heating Networks; renewable energy pilots whether by private /third sectors would add to opportunities and potentially create new avenues for local business and community partnership working.
- Fife's Heat Map (Figure 11) shows pockets of heat demand and supply with heat demand at the Forbo Nairn Works, Victoria Hospital and the Pathhead area as particularly high. This may offer opportunity to develop, now or in the future, local energy service companies (ESCOs) and district heat networks that can address a low carbon future for businesses and residents.
- Greener Kirkcaldy is a community-led charity, taking action on environmental issues such as climate change. Greener Kirkcaldy is working on a number of energy projects and looking to support private/public or third sector opportunities to support energy conservation, renewable energy pilots and local district heating and renewables.

Fife Council are committed to Partnership working where the Council can play a facilitating role with other stakeholders, business and community interests to support economic activity across all sectors.



3.4 The Role of the Council and Partnership Working

1. Critical Role of Fife Council

- As alluded to already Fife Council has a key role in supporting and facilitating regeneration and providing the leadership with partners to address barriers to investment and support community empowerment.
- Fife council has a role in delivering local economic development and are themselves major employers along with other public and private organisations including NHS Fife / Forbo-Nairn / Carr's /Fife College/ etc).
- Fife Council also lead on the delivery of critical functions, such as housing, planning, education, regulatory functions, local transportation infrastructure and working with Scottish Enterprise and other agencies associated with Business Gateway and skill development and training.
- Fostering private sector/third sector investment and addressing the barriers to investment is a key role for the public sector and development planning.

2. Working with Partners

- Partnership working can unlock opportunity; identify shared and mutual interests; share risk and secure new monies (including Grant Aid / Vacant & Derelict Land monies / developer contributions / tax credits) can help to release investment and address the barriers that can adversely impact on development.
- Critical to this is maintaining the engagement process and developing a better understanding between all interests (land owners / businesses-local employers / community councils and groups / residents / etc.) as to what issues and interventions are required to release new investment and start the process of renewal and place-making.
- Regeneration has a very strong social component in building local community capacity and enabling and empowering local community participation and action. Regeneration is about people. Regeneration much aim to make a difference to everyday health and well-being reducing poverty, inequality and provide for local communities a sense of momentum and positive change.

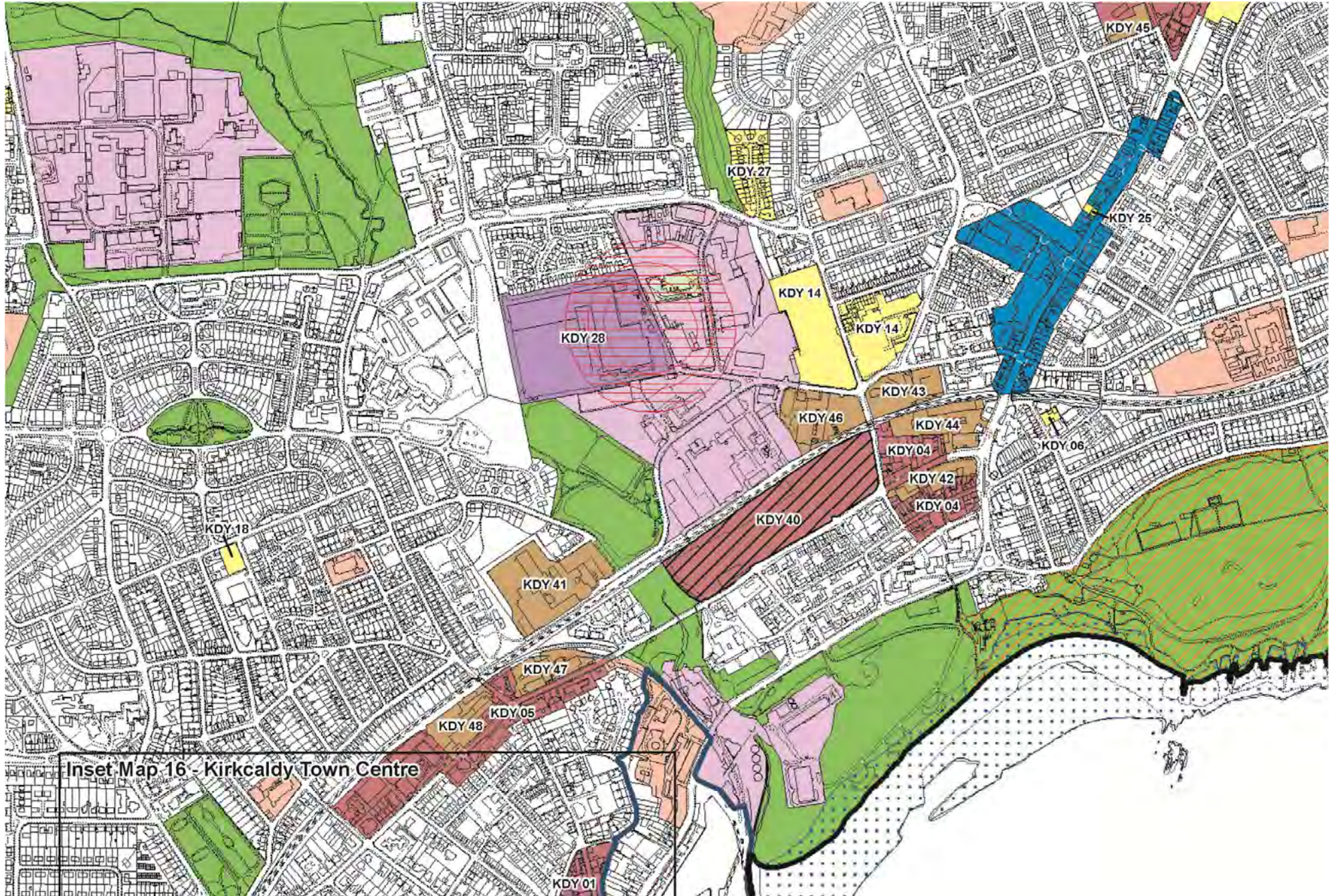


Figure 12: Existing Land Use Plan (Mid Fife Local Plan: Adopted January 2012)

Section 4: Recommended LDP Allocations

Planning is at the heart of achieving sustainable economic growth by facilitating the development process to ensure it engages with local needs and is managed in a sustainable way. The Local Development Plan (LDP) will assist in developing a range of priorities associated with building stronger economic, social and environmental infrastructures that allow communities to thrive and prosper.

Regeneration in an area such as the Victoria Road Corridor, with its high levels of under-utilised, vacant or derelict land and mix of uses, requires a **clear but flexible approach** to land-use planning.

Strategic Development Plan Context

SESPlan, the Strategic Development Plan (SDP) covering south east Scotland, which includes the Fife Forth Area, identifies a network of centres specifically defining those centres which serve a Regional and a Strategic Town Centre function. With Edinburgh at the top tier serving a regional catchment Kirkcaldy, Dunfermline, Glenrothes and Livingston have been prioritised as **Strategic Town Centres** performing a range of strategic functions at a sub-regional level.

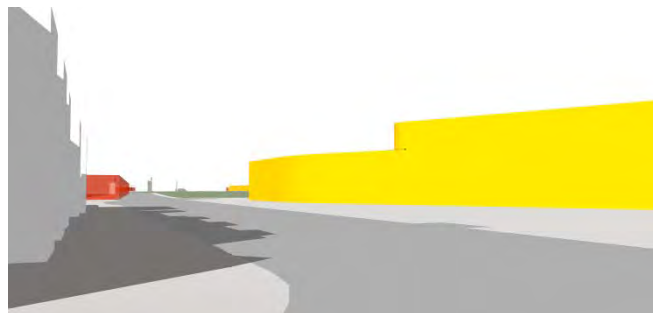
The SDP notes that growth of the retail sector will be supported through directing development to appropriate centres. The regeneration of the Victoria Road Corridor with a more focused and clearly defined range of uses supporting a mixed-use approach to growth supports the aims of the Development Plan. Regeneration of the inner urban area around a mix of residential and commercial uses will be complementary and supportive to the strengthening of Kirkcaldy Town Centre and assist in re-profiling the perceptions /image of the town.

Land-Use Proposals

Figure 12 shows an extract from the adopted Mid Fife Local Plan Proposals Map. Much of the area along the Victoria Road axis is designated as either brownfield or mixed use. Limited development has occurred since its preparation, notably the residential development in which only a small number of the planned properties were realised prior to the 2008 economic crash. Fife Council has since decided to move away from 'brownfield site' and 'mixed-use site' allocations as these are deemed as relatively ineffective.



Maltings Road Gateway Site



Nairn Road Gateway Site



Victoria Road Gateway Site



Victoria Road Gateway Site

Design and Place Making

Good design is a key priority Fife-Wide for development planning as it affects society, the economy, and the environment, all of which has been recognised in Scottish Government policy, such as Designing Streets and Designing Places.

Design quality and place-making is particularly relevant within the Victoria Road Corridor area given its prominence. The area sits along a key arterial into the town and railway passing through, includes operators/businesses with international and national profiles, and has the opportunity to offer a positive and dynamic image and eastern gateway to the Town Centre.

Figure 13 and the associated table below provide the recommended LDP land-use allocations to support the Victoria Road Corridor Regeneration Strategy.

The land-use allocations mark a clear intent to encourage a far higher level of residential development within this area than previously promoted. Increasing the residential population to support local services/centres and the Town Centre is a key element of the regeneration strategy and justifications have been well documented throughout this report.

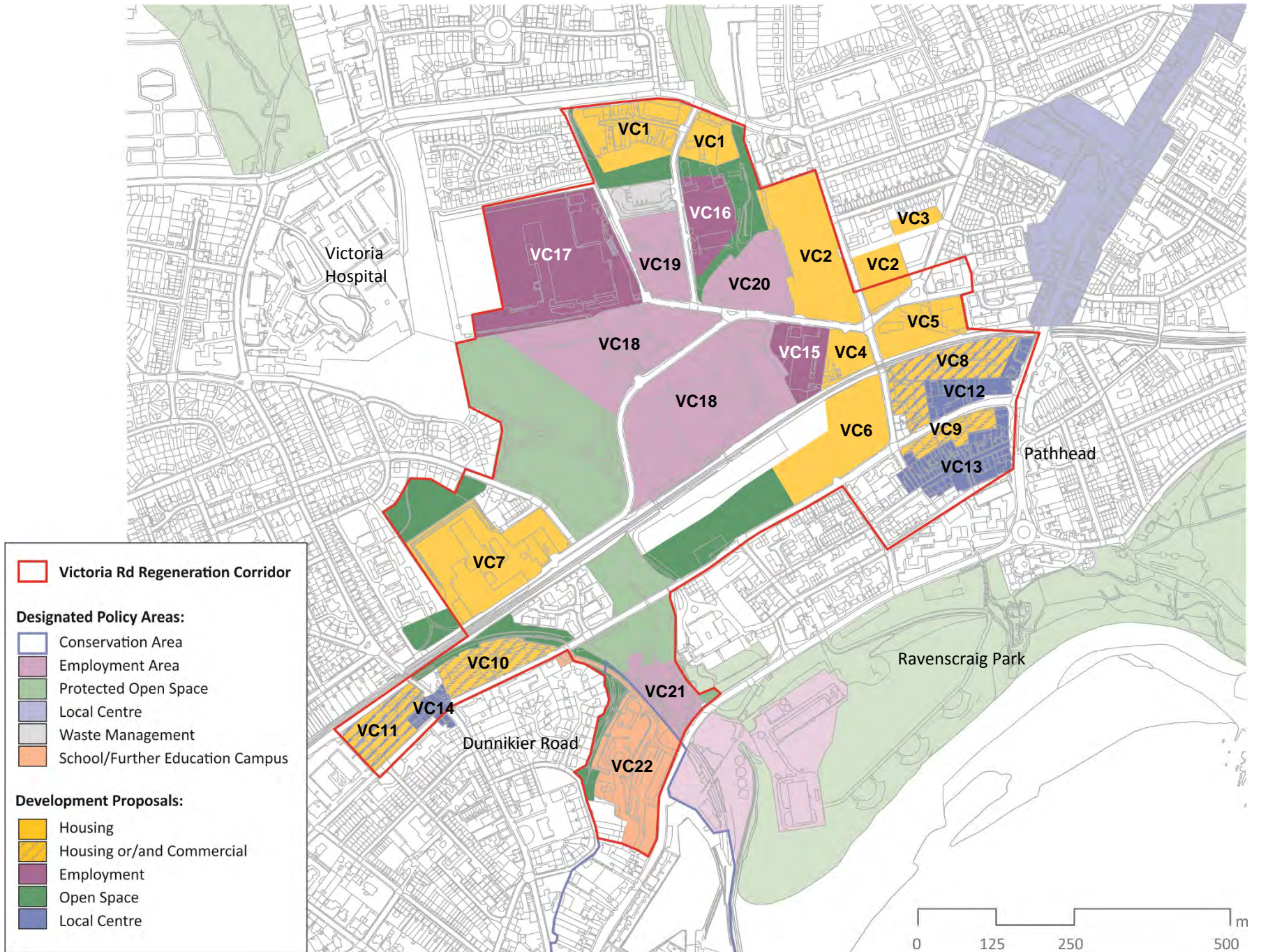


Figure 13: Proposed Land Use Allocation

Proposals Map Reference	Location	Area (ha)	Use Class/type	Estimated capacity (Housing)	Lead agency	Status/Development requirements (additional to requirements set by Development Plan policies and Financial Framework), and other information
VC1	Hayfield Road	2.0ha	Residential	50 - 70	Private Sector	<p>Medium density residential development opportunity with vehicular access off Hayfield and Denburn Roads. A welcoming gateway arrangement is required to reflect the changing residential character of this important transport route into Kirkcaldy helping to improve impression and perception of place.</p> <p>The design brief should encourage development to provide a strong street frontage with clearly defined articulation of building form creating a gateway to Denburn Road. Connections to and enhancement of existing boundary green network to be supported through developer contributions.</p>
VC2	Dunnikier Maltings (1)	2.9ha	Residential	90 – 130	Private Sector	<p>This site has an extant detailed planning permission for a mix of housing types including affordable housing. Buildings demolition and sites clearance completed and the 'Malting's' initial phase completed.</p> <p>The initial phase has secured a design quality of high standard and further development and similar design approaches would be endorsed</p> <p>Connections to and enhancement of existing boundary green network to be supported through developer contributions.</p>
VC3	Dunnikier Maltings (2)	0.2ha	Residential	6-9	Private Sector	<p>This site has an extant detailed planning permission for a mix of housing types including affordable housing. Buildings have been demolished and sites cleared.</p>

Proposals Map Reference	Location	Area (ha)	Use Class/type	Estimated capacity (Housing)	Lead agency	Status/Development requirements (additional to requirements set by Development Plan policies and Financial Framework), and other information
VC4	Smeaton Road	0.5ha	Residential	15 – 23	Private Sector	<p>A higher density housing development opportunity given its location and the density of surrounding new residential developments. Access to site should be taken from Smeaton Road.</p> <p>A buffer zone should be established between the housing and the adjacent employment area. The level of buffer to be defined at the detailed application stage but is expected to be 15m wide and take the form of a landscaped bund.</p> <p>A Flood Risk Assessment must also be undertaken specifically with respect to the culvert to the north of the site.</p>
VC5	Junction Road	1.0ha	Residential	30-45	Private Sector	<p>A higher density residential development is appropriate on this site given its location close to local centre services and the density of surrounding new residential developments. Access to site should be taken from Junction Road.</p>
VC6	Nairn Street	1.8ha	Residential	54-81	Public Sector	<p>A higher density residential development is appropriate on this site given its location at the Nairn Street/ Factory Road junction and the density of surrounding new residential developments. Access to site should be taken from Nairn Street.</p> <p>Mature deciduous trees within the eastern part of the site and lining the Factory Road frontage should be retained as far as possible since they contribute positively to the local environment/streetscape.</p>

Proposals Map Reference	Location	Area (ha)	Use Class/type	Estimated capacity (Housing)	Lead agency	Status/Development requirements (additional to requirements set by Development Plan policies and Financial Framework), and other information
VC7	Den Road, Former Tramworks site	2.8ha	Residential	80 - 100	Private Sector	<p>A medium density development is appropriate at this site with access taken from Dunnikier Road via Thornhill Drive. A Flood Risk Assessment must also be undertaken specifically with respect to the culvert to the north of the site.</p> <p>The design brief should require frontages to address the playing fields to the east, the greenspace to the north, Den Road/railway to the south and a well integrated boundary with residential properties in Smeaton Gardens.</p>
VC8	Millie Street	1.4ha	Residential/ Commercial (Small-scale; Light Industrial Class 4)	-	Private Sector	<p>This site is identified for higher density residential and/or small-scale commercial development (light industrial or office-based) with principle access off Millie Street. Scope for possible secondary access from St Clair Street depending on development opportunities at VC12. This is expected to support the adjacent local centre functions at Commercial Street and St Clair Street.</p>
VC9	Millie Street	0.5ha	Residential/ Commercial (Small-scale; Light Industrial Class 4)	-	Private Sector	<p>This site represents an opportunity for higher density residential development including the option of residential forming a significant component of a commercial-led mixed use proposal for the site.</p> <p>The site has an important role in contributing to place making and sustainable development objectives helping to connect the local centre south along St Clair Street and Pathhead.</p> <p>The design brief should recognise the 'gateway' character of this site and the importance of creating a high quality prominent frontage.</p>

Proposals Map Reference	Location	Area (ha)	Use Class/type	Estimated capacity (Housing)	Lead agency	Status/Development requirements (additional to requirements set by Development Plan policies and Financial Framework), and other information
VC10	Victoria Road	0.9ha	Residential/ Commercial (Small- to medium-scale Local retail or Light Industrial Class 4)	-	Private Sector	This site is identified for higher density residential/ commercial development with access off Victoria Road supporting the role of the Local Centre. The redevelopment of the Category B listed former power station building and enhancing its urban setting are priorities for this site.
VC11	Victoria Road	0.9ha	Residential/ Commercial (Small- to medium-scale Retail or Light Industrial Class 4)	-	Private Sector	This site is identified for higher density residential/ commercial development with access off Victoria Road supporting the role of the Local Centre.
VC12	St Clair Street/ Millie Street	0.8ha	Local Centre	-	Private Sector	This site is identified as an extension to the Local Centre with access onto St Clair Street ad Millie Street.
VC13	Commercial Street	1.3ha	Local Centre	-	Private Sector	This site is identified as an extension to the Local Centre with access from Commercial Street.
VC14	Victoria Road	0.3ha	Local Centre	-	Private Sector	This site is identified as a Local Centre supporting the continued use of this accessible location for local retail and community supporting services.

Proposals Map Reference	Location	Area (ha)	Use Class/type	Estimated capacity (Housing)	Lead agency	Status/Development requirements (additional to requirements set by Development Plan policies and Financial Framework), and other information
VC15	Smeaton Road	0.8ha	Employment	-	Private Sector	This site is identified as a development opportunity for general employment use with access to site to be taken from Smeaton Road. Building supply and trade-counter businesses have established a cluster in this area and envisage further expansion. A Flood Risk Assessment must also be undertaken specifically with respect to the culvert to the north of the site.
VC16	Denburn Road	1.0ha	Employment	-	Public Sector	This Council-owned former Depot site is identified as a development opportunity for general employment use. The site is well suited to a range of industrial/commercial/distribution uses accessed and serviced from Denburn Road.
VC17	Vacant Site east of Hospital	4.3ha	Employment	-	Private Sector	Development site adjacent to the Victoria Hospital. Potential for hospital expansion and Medi-Park supply chain requirements and/or development to meet hospital servicing needs. Accessible from Smeaton Road A Flood Risk Assessment must be undertaken prior to development on this site. Encourage contribution to re-establishing a foot/cycle connection along the site's eastern edge to connect Smeaton Rd with Hayfield Rd.
VC18	Forbo-Nairn Industrial Complex Smeaton Industrial Estate	8.0ha	Employment (Established)	-		Protect existing employment opportunities and opportunities for growth by Forbo-Nairn Ltd. or co-located companies. Large industrial process activity advises buffer zone to sensitive receptors to avoid potential for nuisance or constraint on industrial activity. Extent of buffer to be determined in consultation with Fife Council.
VC19	Vehicle Recycling Site	1.1ha	Employment (Established)	-		Future opportunity for employment uses (Class 4/5/6)

Proposals Map Reference	Location	Area (ha)	Use Class/type	Estimated capacity (Housing)	Lead agency	Status/Development requirements (additional to requirements set by Development Plan policies and Financial Framework), and other information
VC20	Building & Trade Supplies	1.3ha	Employment (Established)	-		Retention of trade counter / building supplies activity.
VC21	Carr's Flour Mill	0.8ha	Employment (Established)	-		Protect existing employment opportunities.
VC22	Fife College, Priory Campus	2.3ha	Further Education Establishment	-		Future dependent upon Campus Strategy for Fife College.

Section 5: Recommended Priorities

The Regeneration Strategy set out in this report has demonstrated how recommendations have developed out of the charrette process and other consultation. Proposed actions feature throughout this report as a means of illustrating and justifying the overall approach to regeneration being advocated for the Victoria Road Corridor.

A Regeneration Action Plan has also been prepared, to be read in conjunction with this Regeneration Strategy report, which lists and prioritises these proposed actions with a view to facilitating delivery. The Action Plan should be used by Fife Council as a starting point to guide in the emerging LDP Action Programme and Monitoring Statement.

In broad terms the some of the highest priorities should be based around actions which can most readily help to lift perceptions of the area and build investor confidence. Some of these actions can be seen as short-term 'visible wins' which may not even represent long-term solutions but which together act as catalysts for sustainable regeneration of the area. They include:

- The removal of barriers along the Nairn Street (Scottish Enterprise) site and opening up the site /allowing pedestrian access for informal recreation. This immediately speaks of change and visually brightens/'greens' this section of the Victoria Road corridor. The longer-term use of this site is yet to be agreed upon, but an element of greenspace should feature in any development proposals.
- Bring Pathhead Halls back in to public use - engage with local community groups, Greener Kirkcaldy, Kirkcaldy Civic Trust etc. to explore potential for Community Trust/community use. This will help to revitalise Commercial Street and contribute to the cultural offering.

- Create a pedestrian access through the existing fencing around the Victoria Hospital into the Den Road greenspaces. The footpath network is already in place within the playing fields and opening access will offer hospital staff and visitors a choice of local walking / recreational routes.
- Early proposals should be put in place by the Council, possibly in partnership with Sustrans and other local interest groups, to convert the former railway line running under Victoria Road from Dunnikier Road to The Path into a cycle path.

These are just a few of the proposals, emerging chiefly from the charrette process. Other initiatives will require early actions by Fife Council and other bodies to start the ball rolling on projects of various lengths and degrees of complexities. The Regeneration Action Plan provides greater detail on these.