

Report of: Head of Regeneration

Report to: Director of City Development

Date: February 2017

Subject: Response to Mabgate Residents Deputation to Full Council

Are specific electoral wards affected? City and Hunslet	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity or cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for call-in?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If 'yes', access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

At the Full Council meeting in September 2016 a member of the Mabgate Residents Group presented a deputation setting out concerns about the Mabgate area of Leeds. The deputation sets out a number of issues with regards to urban management, highways, crime and disorder, cleansing and the future regeneration of the area.

This report sets out the Council's response to the deputation detailing its current position and the future of Mabgate.

Recommendation

The Director of City Development is requested to note the contents of this report and approve it as the response to the deputation.

1 Purpose of this report

- 1.1 This report sets out the Council's response to the Mabgate Resident Group deputation to Full Council on 15th September 2016. The deputation is attached at Appendix 1.

2 Background information

- 2.1 The Mabgate area of Leeds is located on the north eastern edge of the city centre. The area can be considered to extend from North Street in the west and Macaulay Street in the east, from Skinner Lane in the north to the A64 flyover in the south. It consists of the thoroughfare of Regent Street, which extends from Sheepscar to the A64 and Mabgate itself which extends from Skinner Lane to the A64. To the west of the area is Little London and the northern end of the city centre. To the north and east is Lincoln Green, to the south of the area is Quarry Hill and the new Victoria Gate development at Eastgate.
- 2.2 It is an area on the edge of Leeds' main retail core that includes a mix of retail, industrial, community, leisure and residential uses. The main commercial activity is located along North Street and Regent Street with a number of large scale furniture and flooring retail units and car garages along Regent Street and smaller licensed food and drink establishments along North Street. The area in-between Regent Street and Mabgate is less developed with a number of empty buildings, some commercial operations, community uses and a few smaller scale independent licensed operators.
- 2.3 The Mabgate area grew at the end of the 18th century as a series of woollen mills and by 1850 had become a dense area of industry and a place where its workers lived. Traditionally an employment area based around woollen industry, it retained a manufacturing dominance up until the 1990s. It remains today as a historic area of Leeds with a number of listed and heritage buildings.
- 2.4 As with the city centre, Mabgate has been the focus of considerable change in recent years and the area has been in a state of transition. The growth in popularity of city centre living has resulted in the influence of the city centre spreading to the Mabgate area and a significant number of residential developments have come forward in recent years in the form of apartments.
- 2.5 The Council has a strong aspiration to connect the north-eastern fringes of the city centre and neighbourhoods beyond to the city centre core to aid safe and attractive non-motorised travel, assist in connecting local people to employment and to spread the benefits of investment and growth. Existing development opportunities in the Mabgate area open up the prospect to create a vibrant area that help make this link between the surrounding neighbourhoods and the city centre.
- 2.6 The deputation raised a number of specific matters the Resident's Group wished to see addressed in the area, as follows:
- Anti-social behaviour linked to licensed premises, community safety issues
 - Condition of roads and footpaths
 - Traffic Management (Skinner Lane, Regent Street, Mabgate)
 - Street Cleansing

- Derelict and Listed Buildings
- Potential for future investment and regeneration

3 Main issues

The following information details the Council's response to the deputation and each of the set of issues raised, the current activities and services carried out in the area and the work that is taking place to attract further investment to help further regenerate the area.

3.1 Entertainment Licensing

- 3.1.1 There are currently three licenced premises in close vicinity to Mabgate; Laghetto Restaurant, Red Sea Club and Studio 24. The Council's Entertainment Licensing service issues and enforces permitted licences across Leeds and has undertaken regular site visits and 'drive-bys' during times when these premises are closed and open. The visits are sometimes undertaken in partnership with the Police and Environmental Health. Information has been reviewed from the site visits for the period of May to October of 2016.
- 3.1.2 Findings from the site visits found that on two occasions premises were open and operating outside of their agreed license hours, in these cases officers intervened and any requests were responded to straight away by the operator. Entertainment Licensing is continuing to work with the operators and closely monitor on an ongoing basis.
- 3.1.3 Environmental Health (EH) regularly receives applications from the three licensed premises for Temporary Event Notices (TENS), which the Police and Environmental Health have the opportunity review and object to. To date they have not found grounds to object to the applications, however in processing the applications the team work closely with the operators to review details due to the nature of area and premises, for example reviewing the opening times and/or sound boarding the properties to reduce noise.
- 3.1.4 Environmental Health have reported a noise nuisance on one occasion in relation to a commercial property, called Temple of Boom which is in Byron Street Mills, the issue related to the fire doors being left open allowing the sound to emit from the building. Officers visited the premises and the matter was resolved with no need for further action. No fighting or disorder was witnessed at the time. This venue is close to apartments in the complex of Old Mill buildings
- 3.1.5 Overall the general observation of the impact of the licensed premises on the area is satisfactory. The businesses are generally operating within their agreed licences and on the occasions they are not, the businesses are receptive to help and guidance from EH. There have been a number of small groups of people congregating/moving through the area during the late /early hours, but generally not causing major concern to the relevant services. From a crime and disorder point of view the area is on the lower end of concern as well as from a licensing and enforcement point of view, EH has no major concern.

3.2 Cherry Row

- 3.2.1 Although it is not directly located in the Mabgate area, Cherry Row sits adjacent to the area and there are a number of taxi firms and cafes located along the road which may also have an impact on the Mabgate residents.
- 3.2.2 The Council has received a number of complaints about loud noises and raised voices by customers congregating in the external areas of the cafes and the taxi firms along Cherry Row area.
- 3.2.3 The Council's Environmental Health team have made contact with all the local businesses along Cherry Row and have advised them about the noise and nature of the complaints, communicated relevant actions to consider and have suggested for them to consider meeting regularly with the aim to reduce the anti-social behaviour activity. The situation is closely being monitored by the team.

3.3 Crime and Anti-Social Behaviour, Tasking Group

- 3.3.1 The South and South East Tasking Group, which is a multi-agency group tasked with identifying and resolving crime, grime and Anti-Social Behaviour (ASB), covers the Mabgate area. It is a partnership meeting made up of the Neighbourhood Policing teams, community safety officers and area management and on occasion local ward members, and meets every six weeks. Residents are able to feed through areas of concern via the area management teams for the group to review and action. There have been no issues brought to the attention of the Tasking Group regarding the Mabgate area in the last 12 months; however agencies will now closely monitor the area going forward. Issues raised in the deputation have been notified to the Neighbourhood Policing Team for consideration of increased late night patrols, particularly on a weekend.
- 3.3.2 There are currently two Police Community Support Officer's (PCSO) with responsibility for the Mabgate area. However, the PCSOs do not solely patrol the Mabgate area; they also have a responsibility for the city centre, with support of a Police Constable. The time spent in Mabgate is split 50/50 with the city; each officer spends around 4 hours per day on average in each area. The PCSOs time is deployed where the need and demand is in line with the threats to the city, therefore, there may be times when officers are required in the city centre which would reduce time spent in Mabgate.
- 3.3.3 Leeds Anti-Social Behaviour Team (LASBT) has a dedicated officer that works alongside the current partners. The officer regularly attends the multi-agency Tasking Group and other multiagency meetings.
- 3.3.4 Nearby to Mabgate is Lincoln Green Road where LASBT have had reports of issues in the flats above the shops. Similarly nearby is Cromwell Street which leads to the 3 tower blocks that comprise Cromwell Heights. The LASBT Police regularly team carry out proactive work in the blocks and issues are dealt with.

3.4 Cleansing

- 3.4.1 The area is covered by the South and South East (SSE) Locality Team. The Millwright Street/ Hope Road/ Mabgate/Skinner Lane area is scheduled for a litter pick on a weekly basis (Thursday afternoon) and the bins are emptied daily. Additional bins were placed outside the College of Building after a request by residents; these are serviced by the college. The Council's path sweeper machine covers all the area of Mabgate which is swept on average four times a month.
- 3.4.2 The SSE team receive a number of referrals from local Councillors, residents and Council staff. There have been a total of 12 enforcement referrals in the last 12 months which have been dealt with, mainly comprising of abandoned motor vehicles, Fixed Penalty Notices (FPN), fly tipping and littering. Cleansing services recently undertook a walkabout with local residents from the Mabgate area to look at the problem areas and litter hot spots. The outcome of this was the introduction of two new litter bins, closer working with the College in terms of communications around litter dropping and dialogue with local businesses with regards to parking. It is also proposed to include an additional mechanical sweep onto the schedule.

3.5 Listed and Historic Buildings and Buildings of Significance

- 3.5.1 There are four listed buildings located along Mabgate, The Hope Foundry, Hope House, Smithfield Hotel and Crispin House. All four buildings are in private ownership. The buildings are not on the Council's 'at risk' register however some of the buildings could be in better condition with further investment. Mabgate Mills is occupied by a number of community groups and small scale start-up businesses and Hope House is subject to a proposal from its owners to be converted into residential apartments. The planning application was determined in October 2016, with approval for 19 apartments; however the construction timescales have yet to be confirmed by the developer.
- 3.5.2 The City of Mabgate pub and the building next door known as 'Tao' were developed by Citu in 2006. Tao comprises of 6 flats which were all sold shortly after being developed. The City of Mabgate pub was converted into 2 x 3 bed townhouses, 1 flat, a restaurant / café use and a section was retained as a pub. The residential units all sold, but there was never any interest in the commercial units. The building is currently being marketed by Citu for business use.

3.6 St Marys Public Open Space (POS)

- 3.6.1 The St Marys POS is located next to the A64, bounded by Mabgate and Argyle Road to the north. It is owned and maintained by the Council's Parks and Countryside service and it will be considered for future investment via monies secured from s106 legal agreements associated with planning approvals for nearby future developments. If the funding is allocated to the greenspace it can address access and signage improvements, tree works, improvements to steps and provision of bulbs and seating.

3.7 Highways and Transportation

3.7.1 Traffic Engineering – Skinner Lane

Following a request from a Ward Member the Traffic Engineering section of the Council has undertaken surveys (including injury accident, speed, volume and vehicle classification counts) to assess the area, however this did not identify any patterns of concern. This information has been shared with local residents:

- A survey on Skinner Lane (east of Regent Street) showed mean speeds of 23.7mph. The hourly mean speeds fluctuated between a low of 19.3mph (between 8am and 9am) to 29.5mph (between 3am and 4am) clearly within the 30mph speed limit. Looking at the latest 5 year accident history of this section of Skinner Lane, there has been 1 reported injury accident which occurred at the junction of Skinner Lane / Regent Street and has a classification of 'slight'. This involved 2 cars and appears to be a turning movement conflict – speed was not a causation factor.
- Classified surveys have been carried out on Skinner Lane - these quantify the type and size of vehicles passing the survey points. On the section east of Regent Street the percentage of vehicles that could be classed as a HGV was approximately 1.9% of the total vehicles numbers. A video survey has also been carried out over a 24 hours period which also showed similar results. Between the hours of 10pm and 7am there were 993 vehicles passing the survey point and of these 13 were classed as HGV's.

3.7.2 These survey results would not afford a priority to engineering measures on Skinner Lane at the present time as the surveyed speeds are consistent with the speed limit and the HGV movements are low in number especially when the mixed (residential/commercial) nature of the area is considered. For reference the Council would generally look to a figure of 10% HGVs before considering an environmental restriction.

3.7.3 Traffic Engineering – Wider Mabgate Area

There is a 20mph Zone in the area which was introduced in April 2014 which, at the time did not require engineering measures as the speeds were within tolerance. Surveys undertaken since the zone was introduced demonstrate that the surveyed mean speed has dropped by over 2mph to 22.7mph, which is well within the accepted tolerance for a 20mph zone.

There are, as always, some drivers who travel with no consideration for the law. These remain the subject of police enforcement.

The following initiatives are being actively looked at in the area that may help to change and regulate the traffic movements and these include:

- Improvements to the junctions along Regent Street
- Improvements to the operation of St Mary's Street (possible one way working). These need to be more clearly quantified before firm commitments can be made particularly in terms of the direction of flow.

- A scheme to regulate parking on Cherry Row is being introduced.
- The scheme to construct the new school is likely to have associated highways measures that will be determined as part of the planning process.

3.7.4 Highway Maintenance

The condition of the roads around Mabgate bounded by the suggested streets has been assessed. From an asset point of view the Council does accept that some of the roads in the area are in need of maintenance however, they are not yet of sufficiently poor condition to be on the programme within the forthcoming three years when taken in context across the city as a whole. Notwithstanding this the Council are monitoring the streets that are considered to be in worst condition, namely Mabgate itself and Argyll Road and priorities will be re-evaluated on an annual basis.

Having looked at the records of repair work undertaken in the streets in the Mabgate area, it is clear that reactive and routine repairs are carried out in the same way as the rest of the Leeds area. Residents, members of the public and highways inspectors raise reports about safety defects and the depot maintenance teams carry out appropriate repairs. Essentially, Mabgate is not treated any differently to any other area of Leeds.

3.8 Regeneration and Investment

- 3.8.1 The Mabgate Development Framework document was first published in 2008, prior to the global financial crisis of 2008, when it was anticipated that more substantial development proposals would come forward for the area as part of the then boom in city centre living. Following a period of limited development the area has begun again to see an upswing in investment and development, albeit in those parts immediately adjoining the city centre. On New York Street the residential refurbishment of Tate House is nearing completion and the former British Gas buildings have now been cleared and prepared for major mixed use investment from an international investor.
- 3.8.2 As part of an initiative to accelerate housing growth the Council has identified the wider Mabgate area as one with a cluster of stalled housing and development sites.
- 3.8.3 Research has been undertaken to understand the reasons these schemes haven't come forward – following consultation with a number of landowners the main reasons cited were, lack of confidence in market conditions, current land values, viability issues, lack of available finance, negative perceptions of the area and feeling unconnected to the city centre. The research includes a detailed Local Housing Market Assessment and the identification of 16 sites with the potential capacity for over 2,500 new residential dwellings.
- 3.8.4 The Council has also sought to establish whether some form of intervention could assist in unlocking the constraints that are preventing site development and is currently producing documentation to set out the outcome of the research to assist in marketing the area in an attempt to stimulate housing and economic growth which in turn will uplift and regenerate the area and its surroundings.

3.8.5 There is further opportunity to bring together areas of success within the central business district with expansion to and connections north to Mabgate by shaping the opportunities emerging from Victoria Gate Phase 2 (VG 2) and the Grand Quarter. This means enhancing the attraction and vitality of the uses and spaces within and connections between these areas.

3.8.6 The Council is currently considering the northern gateway to Leeds city centre and the scope to guide the realisation of development and investment opportunities and to address disconnection over the next ten years. This area includes VG2, Mabgate, Quarry Hill and the Grand Quarter and is a place of change and opportunity extending over 30ha at the north eastern edge of Leeds city centre.

3.8.7 To encourage and support this 'good growth' work will be brought forward to shape existing and emerging initiatives to meet the following aims:

- To secure the integration of this area into the wider fabric of the city by improving the connectivity between the city centre and adjacent residential areas of Mabgate, Lovell Park and Burmantofts
- Support those considering development or investment opportunities
- Promoting better access to jobs, housing and commerce through quality urban design and legible and attractive transport options
- Creating a distinctive well connected city with world class public realm
- Aiming for high standards of environmental quality, design innovation and sustainable development

4 Consultation and engagement

4.1.1 Ward members and officers have been in dialogue with local residents about the issues raised here over the last 6-12 months.

4.1.2 In developing this response to the deputation Council Officers met with a representative of the Resident's Group to discuss how closer working between residents and services could be taken forward.

4.1.3 Dialogue will continue as part of the ongoing service delivery and consultation on the future of the area.

4.1.4 The Executive Members for Regeneration, Transport & Planning and Communities have been briefed and are supportive of the response.

4.2 Equality and diversity, cohesion and integration

4.2.1 There are no actions or decisions to be screened in relation to this report. The issues relating to equality, diversity, cohesion and integration will be screened as part of future Council reports where any relevant decisions are to be made.

4.3 Council policies and the best Council plan

4.3.1 There are no actions or decisions to consider in this report. However the issues raised highlight the role of Mabgate in delivering Best Council Plan objectives for the Council to become more efficient and enterprising, in delivering economic growth, ensuring people live in clean well cared for places and that people can easily move around the city.

4.4 Resources and value for money

- 4.4.1 There are no specific resource implications raised by this report as it is for information only in response to the deputation to Full Council. All future resource issues relating to the matters raised will be addressed in future Council reports.

4.5 Legal implications, access to information and call-in

- 4.5.1 There are no specific legal implications raised by this report as it is for information only in response to the deputation to Full Council.

4.6 Risk management

- 4.6.1 There are no specific risks raised by this report as it is for information only in response to the deputation to Full Council. All future risks relating to the matters raised will be addressed in future Council reports.

5 Conclusions

- 5.1 At the Full Council meeting in September 2016, the Mabgate Residents Group presented a deputation setting out issues relating to the Mabgate area of Leeds. The deputation set out a number of concerns with regards to urban management, highways, cleansing and future regeneration of the area.
- 5.2 The Mabgate area of Leeds is located on the north eastern edge of the city centre. It is an area on the edge of Leeds' main retail core which includes a mix of retail, industrial, community, leisure and residential uses. There are development opportunities in the Mabgate area opens up the prospect to create a vibrant area.
- 5.3 The report brings together the current activities of Council and partner services which take place in the Mabgate area to help keep the area safe and clean and for the management of anti-social behaviour. Although the area is not of major concern in terms of crime and disorder and environmental health, the area will continue to be monitored and reviewed in line with the relevant Council and partner services.
- 5.4 The Council has a strong aspiration to connect the north-eastern part of the city centre and its adjoining neighbourhoods to the city centre core. Development opportunities in the Mabgate area open up the prospect to create a vibrant area with high quality public realm that links the surrounding neighbourhoods to the city centre.

6.0 Recommendation

- 6.1 The Director of City Development is requested to note the contents of this report and approve it as the response to the deputation.

7.0 Background Documents¹

7.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

APPENDIX 1: Deputation to September 2016 Full Council

Text of speech to Leeds City Council

Mabgate: the Forgotten District of Leeds

My name is Andrew Breslin. I have an apartment in Mabgate and I'm part of a deputation of residents representing the Mabgate district of Leeds.

For the past year we have been complaining about: antisocial behaviour, out of control traffic, litter, a lack of policing, and a general degradation of the area that has rendered Mabgate an unsafe neighbourhood.

The Police told us that, while sympathetic to our plight, they were too underfunded to do anything about it because of Government cuts, and that "*Mabgate is just not a priority area*".

Entertainment Licensing reported that, after a survey it conducted at 10.32pm, all the premises that we know turn out noisy, fighting gangs at between 3 and 5 o'clock in the morning were "very quiet indeed"

Leeds Traffic Management conducted a survey that concluded there were no traffic problems in Mabgate. The survey reported that: the "mean" speed of vehicles in the area is 23.7 mph; HGVs represent 1.9 per cent of traffic volume; and that, in five years there has been only one accident.

in a typical night in Mabgate, its residents are awakened several times during the night, usually between the early hours of 3 and 5 am, by: shouting, fighting and the sound of breaking glass; the screech of tires from cars driven at high speed; the roar of HGVs using Skinner Lane as a rat run. And, in the past year alone, we have witnessed three serious traffic accidents outside the Twenty Twenty apartment block on Skinner Lane.

Mabgate has a serious problem that Leeds City Council is choosing to ignore. We are not anti-Council. Indeed, we have worked with our local Councillor, Elizabeth Nash. She has been helpful to us but we realise that there is a limit to what she can do alone. What is needed is the commitment of the Council to Mabgate.

In the 'Mabgate Development Framework' of 2007 [1] it is stated:

"The City Council wants to ensure that the uniqueness of the Mabgate area is retained by encouraging positive development"

... All good, aspirational stuff... So why has nothing been done in the last decade!

There is a house on Mabgate [2] with a plaque declaring that it won an award for architectural design in 2007. This house is now empty, deteriorating and daubed with graffiti.

Mabgate can boast that it has three listed buildings, and several others worthy of listing, yet all are in a state of disrepair.

Litter and weeds grow in the streets of Mabgate. Its roads are in need of repair and its pavements are broken.

That Mabgate is a forgotten and neglected district of Leeds can be illustrated by the Council resurfacing Skinner Lane in the early part of this year: the resurfacing stopped at the boundary of Mabgate!

The Government's prevailing policy of Austerity dictates that local authorities make cuts. But there are only so many cuts you can make before you end up with nothing. And "*Nothing comes of nothing!*" [3]

Positive outcomes are rarely achieved by doing nothing. Success usually follows an investment in a unique asset of opportunity. Mabgate represents both.

Mabgate is the arts endeavour hub of Leeds. At least four art enterprise organisations operate in the area. Mabgate is not dissimilar to Chelsea in post war London or Greenwich Village in 1960s New York.

Chelsea and Greenwich Village now rank amongst the world's prime real estate locations. Money follows art. Leeds City Council must be blind if it cannot see that it has a district that, if invested in, could become a more valuable asset than, say, The Calls – which was once also a run-down and neglected district of Leeds.

Immediately, what we need in Mabgate are actions to stop the rot.

In the 1970s, New York changed from being a city of crime to one where decent people wanted to live. It did this by implementing a policy of 'zero tolerance' [4].

The residents of Mabgate ask Leeds City Council to approve funding for policing, traffic calming, and the general redevelopment of Mabgate. We also ask it to honour its commitments as set out in the Mabgate Development Framework.

Not least because, if Leeds is aspiring to be the European City of Culture, the environment of Mabgate, an important and historic part of the City Centre, needs to be addressed.

Thank you.

1. See 'Local Plans East', City Development or 'Leeds Local Development Framework, April 2007' available at www.leeds.gov.uk/ldf
2. The 'Japanese House', 47 Mabgate
3. King Lear
4. See '*Safe and Clean Neighborhoods Act, New Jersey, 1973*'.

