

EXECUTIVE

Date:	Wednesday 21st January, 2026
Time:	5.00 pm
Venue:	Mandela Room

AGENDA

1. Apologies for Absence

To receive apologies for absence.

2. Declarations of Interest

To receive any declaration of interests.

3. Minutes - Executive - 17 December 2025

3 - 6

To receive the minutes of the previous meeting.

4. Announcements from the Mayor

To receive any announcements from the Mayor.

5. Questions from Members of the Public (if any)

To receive questions from members of the public.

6. Questions from elected Members (if any)

To receive questions from elected Members.

7. Matters referred from Scrutiny or Council (if any)

To consider reports of Overview and Scrutiny Board following the Call-In process or Council following the Budget setting process.

8. Reports from the Overview and Scrutiny Board or a Scrutiny Panel (if any)

To receive any reports from the Overview and Scrutiny Board or Scrutiny Panels.

9. Reports from Member Bodies which are the responsibility of the Executive

To receive reports from Member Bodies which are the responsibility of the Executive.

EXECUTIVE MEMBER - ADULT SOCIAL CARE

10. Adult Social Care & Integration - Vision and Strategy 2025 - 2035 7 - 42

EXECUTIVE MEMBER - DEVELOPMENT

11. Investment into Housing to Reduce Temporary Accommodation Costs 43 - 52

12. Any other urgent items which in the opinion of the Chair, may be considered.

Charlotte Benjamin
Director of Legal and Governance Services

Town Hall
Middlesbrough
Tuesday 13 January 2026

MEMBERSHIP

Mayor C Cooke (Chair) and Councillors T Furness, P Gavigan, L Henman, J Rostron, J Ryles, P Storey and N Walker

Assistance in accessing information

Should you have any queries on accessing the Agenda and associated information please contact Scott Bonner, 01642 729708, scott_bonner@middlesbrough.gov.uk

EXECUTIVE

A meeting of the Executive was held on Wednesday 17 December 2025.

PRESENT: Mayor C Cooke (Chair) and Councillors L Henman, P Storey and N Walker

ALSO IN ATTENDANCE: D. Hodgson (Local Democracy Reporter)

OFFICERS: A Bates, C Benjamin, S Bonner, G Field, A Glover, L Grabham, R Horniman, A Humble and E Scollay

APOLOGIES FOR ABSENCE: Councillors T Furness, P Gavigan, J Rostron and J Ryles

25/72 WELCOME AND FIRE EVACUATION PROCEDURE

The Chair welcomed all those present to the meeting and described the fire evacuation procedure.

25/73 DECLARATIONS OF INTEREST

There were no declarations of interest received at this point in the meeting.

25/74 MINUTES - EXECUTIVE - 3 DECEMBER 2025

The minutes of the Executive meeting held on 3 December 2025 were submitted and approved as a correct record.

25/75 ANNOUNCEMENTS FROM THE MAYOR

None.

25/76 QUESTIONS FROM MEMBERS OF THE PUBLIC (IF ANY)

None.

25/77 QUESTIONS FROM ELECTED MEMBERS (IF ANY)

None.

25/78 MATTERS REFERRED FROM SCRUTINY OR COUNCIL (IF ANY)

None.

25/79 REPORTS FROM THE OVERVIEW AND SCRUTINY BOARD OR A SCRUTINY PANEL (IF ANY)

None.

25/80 2026/27 DRAFT BUDGET AND MEDIUM TERM FINANCIAL PLAN 2026/27 TO 2029/30

The Mayor and Executive Member for Finance submitted a report for Executive consideration. The report was a key stage in the budget development process for 2026/27 and the MTFP for the four-year period to 2029/30. It presented budget and council tax proposals that would achieve a legally balanced budget for 2026/27, and a balanced position for 2027/28 to 2028/29 over the period of the Government's Fair Funding Review 2.0.

The draft budget would progress to the consultation phase of the budget development process during the period 18 December 2025 to 11 January 2026.

The Council Plan was the Council's overarching business plan for the medium term and was

typically refreshed on an annual basis. It set out the ambitions and priorities of the Elected Mayor of Middlesbrough and the wider priorities that the Council was required to deliver. On 3 December 2025, Executive approved the proposed approach and revisions to refresh the Council Plan as part of its 2026/27 refresh.

This included the adoption of an outcome driven approach to the Council Plan and noted that a further report detailing the workplan (including measures and initiatives) would be presented to Executive for approval in February 2026. The proposed service budget growth detailed in Appendix three of the report, and summarised in Table 4 in paragraph 4.48, were linked to the achievement of the proposed outcomes contained within that report.

The Medium-Term Financial Plan (MTFP) was a financial interpretation of the Council Plan and incorporated the annual revenue and spending plans which aimed to align and to deliver the Council's ambitions. The 2025/26 Budget and MTFP report to Council in February 2025, and the quarterly budget monitoring reports to Executive throughout 2025/26, highlighted a significant improvement in the Council's financial position and financial resilience (including increased levels of reserves in the medium term) from that which existed at 2024/25 budget setting. This had been supported by improved governance existing throughout the Council, as well as budgetary control measures being strengthened and faster, more effective intervention when budgets were overspending (including the requirement for services to produce recovery plans).

However, there was still a continuing focus on the Council's finances in the future.

It was therefore essential that the Council developed a robust medium term financial strategy to achieve financial sustainability over the course of its MTFP whilst demonstrating that it was achieving Best Value in its use of resources. It was essential that the 2026/27 budget process achieved the following several key objectives including set and deliver a balanced General Fund budget for 2026/27, continue to ensure the Council's financial resilience through the achievement of a balanced MTFP and rebuilding of revenue reserves and further develop and establish programmes and projects that deliver improved outcomes at lower cost whilst meeting the Mayor's priorities within the Council Plan.

In terms of Local Government Funding, the report submitted to Executive in September 2025 provided details of a review of Local Government Funding (known as Fair Funding Review 2.0) for which a consultation ran from 20 June 2025 to 15 August 2025. This was a comprehensive consultation which outlined proposed fundamental reforms to local government funding in England and sought views on the approach to determining new funding allocations for local authorities and fire and rescue authorities. The approach proposed by the Government aims to make the way funding is provided for local authorities fairer and simpler and aims to move funding to authorities who have the greatest need, such as Middlesbrough.

The September 2025 report to Executive, and quarterly budget monitoring reporting, identified there were several existing service demand/inflation pressures that continued to add further financial pressures were emerging. There were also a several budgets that required re-basing due to reasons including re-evaluating achievable income levels against current budgets and changes to services required due to legislative changes. These had been reviewed in light of 2025/26 financial performance and further information regarding future demand and forecasts.

The Mayor commented the Council had been working hard since 2023 to return to a position of financial stability. The Executive welcomed the Fair Funding decision that had been made by the government. The Mayor also commented the Council planned to invest £6 million in front line services and the proposed budget was a demonstration of what the Council could do if it was funded adequately. While the budget proposals were cautious it was hoped further work could be undertaken in the future.

The Mayor and Executive Member for Finance expressed their thanks to staff in the Finance department for their efforts in the budget process.

The Executive Member for Finance explained the Council had experienced significant cuts since 2013 and had been asked to provide more services with less resource. While the s.151 officer had recommended increasing Council Tax by the maximum amount, the Council was confident that an increase of 2%, to cover the Adult Social Care precept, was affordable and that its planned investments were prudent. There had been a move away from practices of

overspending and reserves had been replenished so that, if they were required, they could be used with a planned approach. Consequently, the Council's reserves were growing and were projected to be approximately £40million by 2029.

The Mayor advised the Executive Member for Finance would be leading on a consultation exercise on 5 January 2026 and would combine this with a Mayoral surgery.

OPTIONS

The Council was required by law to set a balanced budget and to operate robust and meaningful financial planning arrangements and the report set out the development process and timeline for achieving that objective. Therefore, no other options were submitted as part of the report.

ORDERED that Executive approve the proposed draft budget and budget proposals for service budget growth and council tax for 2026/27 be presented for public consultation, commencing on 18 December 2025 and concluding on 11 January 2026. This is prior to confirmation of Government funding and finalising the proposed budget by Executive on 4 February 2026 for consideration and approval by Council on 18 February 2026.

AGREED that Executive note:

- That the report was prepared following initial analysis of the level of Government funding available to Middlesbrough Council from information contained within the Local Government Finance Policy Statement published by the Government on 20 November 2025, however this was before confirmation was received of the Government funding in the Provisional Local Government Finance Settlement which was scheduled to be published in the week commencing 15 December 2025. The figures contained within the report and the budget proposals were therefore subject to further review and change once the detail of the Provisional Local Government Finance Settlement was published.
- The current estimate of the increase in Government funding for Middlesbrough Council resulting from the Government's Fair Funding Review 2.0 totalled £10.653m in 2026/27, £14.485m in 2027/28, and £12.438m in 2028/29, detailed in Table 1 of the report. However, this was subject to potential significant change before being finalised as part of the Provisional Local Government Finance Settlement.
- The proposed budget for 2026/27 and the updated Medium Term Financial Plan (MTFP) for the period to 2029/30, detailed in Table three of the report, and the key budget assumptions that it was based on detailed in paragraphs 4.38 to 4.41 of the report.
- That there were forecast service demand pressures and re-basing of budgets, including for reduced income levels and legislative requirements, totalling £15.549m for 2026/27 rising to £35.963m in 2029/30, detailed in Appendix one of the report.
- The proposed removal of savings totalling £2.458m p.a. from the MTFP which were now found to be unachievable in the manner originally intended, detailed in paragraph 4.36 of the report.
- That in light of the current estimates of increased Government funding forecast to be received by Middlesbrough Council the Mayor and Executive had proposed the following:
 - that there was no requirement currently for the Council to make any additional further budget savings in 2026/27 other than those already included in the current MTFP, however work would continue to identify and deliver efficiencies and savings in the future through robust budget monitoring and the Transformation Programme, detailed in paragraphs 4.34 and 4.35 of the report.
 - no increase in core (general) Council Tax for 2026/27, but an increase in Council Tax for 2026/27 of 2% relating to the Adult Social Care precept to fund increased costs of statutory duties in Adult Social Care, detailed in paragraph 4.27 of the report.
 - proposed total service budget growth of £6.460m from 2026/27 in order to reinvest in some direct services to the community and provide reinvestment in the resilience of enabling services, detailed in Appendix

3 of the report.

- proposed new capital schemes and additions to current schemes and extension of schemes deemed Business as Usual totalling £16.310m in 2026/27 and rising to £56.173m by 2029/30, detailed in Appendix 4 of the report.
- That the Council's S151 officer recommend that the Council increased the Council Tax each year by the maximum allowed by the Government due to the reasons outlined in paragraphs 4.28. However, whilst not recommended, given the improved financial position and financial resilience of the Council and the improved governance and budget spending controls that existed, and the amount of the estimated increased funding available to the Council it was possible to financially accommodate a political decision for a lower than maximum increase in Council Tax to be proposed for 2026/27, detailed in paragraph 4.29 of the report.
- The forecast level of Council reserves over the period of the MTFP from 2026/27 to 2029/30 following the proposed budget, and that the proposed budget and MTFP should not negatively impact reserves levels in the medium term, detailed in paragraphs 4.51 to 4.53 of the report.

REASONS

The forward planning for, and setting of a robust budget and balanced MTFP, enabled the Council to provide and deliver services within its overall corporate and financial planning framework. The MTFP underpinned the delivery of the Council's vision for Middlesbrough to be a thriving, healthier, safer, and more ambitious place where people want to live, work, invest, and visit, and where the Council supported its residents to live fulfilling lives and to ensure that Middlesbrough's communities thrived.

All Council elected Members had a legal obligation to agree a balanced, robust, budget and set the Council Tax by 11 March 2026. In addition, the Council had a Best Value duty to demonstrate financial sustainability through the delivery of a balanced MTFP over a period of at least three years. The setting of the budget was part of the budget and policy framework and therefore required full Council approval, scheduled for 18 February 2026.

The Council was required to take a systematic, coherent, and controlled approach to addressing its ongoing financial challenges over the medium-term, while enabling the delivery of the Mayor's vision and priorities for Middlesbrough through delivery of the wider Council Plan.

25/81 **ANY OTHER URGENT ITEMS WHICH IN THE OPINION OF THE CHAIR, MAY BE CONSIDERED.**

None.

The decision(s) will come into force after five working days following the day the decision(s) was/ were published unless the decision(s) become subject to the call in procedures

MIDDLESBROUGH COUNCIL



Report of:	Louise Grabham -Director of Adult Social Care and Health Integration
Relevant Executive Member:	Cllr Julia Rostrom – Executive Member for Adult Social Care
Submitted to:	Executive
Date:	21 January 2026
Title:	Adult Social Care & Integration -Vision and Strategy 2025 - 2035
Report for:	Decision
Status:	Public
Council Plan priority:	Delivering Best Value
Key decision:	Yes
Why:	Decision(s) will have a significant impact in two or more wards
Subject to call in?	Yes
Why:	Non-urgent report

Proposed decision(s)

That Executive:

APPROVE the Adult Social Care & Integration Vision and Strategy 2025–2035 for Middlesbrough, with the 2026/7 delivery plan.

Executive summary

This report seeks approval for Middlesbrough's Adult Social Care & Integration Vision and Strategy 2025–2035, with 2026/7 delivery plan.

The strategy sets out a long-term ambition to enable residents to live their best lives, focusing on independence, health, safety, and wellbeing.

It aligns with the Council Plan priorities and national policy direction, and will be delivered through co-production with residents, carers, and system partners.

Approval is required to:

- Embed a preventative, strengths-based approach.
- Support integration with health, housing, and voluntary sectors.
- Deliver measurable outcomes that improve quality of life and reduce reliance on long-term care.

Alternative options considered include maintaining the current approach, which is not sustainable given financial pressures and increasing demand. The recommended option provides a clear framework for transformation and best value.

1. Purpose of this report and its contribution to the achievement of the Council Plan ambitions

1.1 The purpose of this report is to seek approval for the Adult Social Care & Integration Vision and Strategy, which contributes to:

Our ambitions	Summary of how this report will support delivery of these ambitions and the underpinning aims
A successful and ambitious town	Aims within this ambition are to: <ul style="list-style-type: none">- build strong community connections whilst enabling residents to live independently, working with the neighbourhoods model.
A healthy Place	Aims within this ambition are to: <ul style="list-style-type: none">- Deliver a healthy place by reducing health inequalities and promoting independence.
Safe and resilient communities	Aims within this ambition are to: <ul style="list-style-type: none">- Deliver safe and resilient communities by safeguarding vulnerable adults and supporting community resilience.
Delivering best value	Aims within this ambition are to: <ul style="list-style-type: none">- Deliver best value through efficient, evidence-based commissioning and prevention

2. Recommendations

2.1 That the Executive

- Approve the Adult Social Care & Integration Vision and Strategy 2025–2035, with 2026/7 delivery plan.

3. Rationale for the recommended decision(s)

- 3.1 In some aspects of Adult Social care the current service models are unsustainable; the strategy introduces prevention, digital innovation, and co-production.
- 3.2 The strategy aligns with the delivery of Middlesbrough Council's statutory duties under The Care Act 2014, and national policy. It is an essential component in setting our strategic direction for the purposes of the CQC Inspection framework.
- 3.3 The strategy outlines the direction of travel to support financial resilience and improved outcomes

4. Background and relevant information

- 4.1 **Escalating demand:** Current service models are unsustainable due to rising demand for adult social care, this requires a shift to prevention and early intervention to provide better outcomes for residents.
- 4.2 **Persistent health inequalities and deprivation:** Middlesbrough experiences some of the highest levels of health inequality and poverty nationally, impacting life expectancy and wellbeing.
- 4.3 **Fragmented service delivery:** Existing systems lack full integration across health, housing, and voluntary sectors, limiting efficiency and outcomes for residents.
- 4.4 **Need for modernisation and innovation:** The strategy introduces digital technology, AI, and community-based solutions to improve independence and reduce reliance on costly long-term care.
- 4.5 **Alignment with statutory duties and national policy:** The Care Act 2014 and national integration agenda require councils to adopt person-centred, strengths-based approaches, making this strategy essential for compliance and transformation.

5. Ward Member Engagement if relevant and appropriate

Not Applicable

6. Other potential alternative(s) and why these have not been recommended

- 6.1 **Status quo:** This is not recommended due to the expected demand pressures during the lifetime of this strategy.
- 6.2 **Short-term plan only:** This would lack strategic direction and sustainability, and offer no long term framework for the workforce.

7. Impact(s) of the recommended decision(s)

Topic	Impact
Financial (including procurement and Social Value)	No immediate financial impact at this stage. The strategy will support the delivery of statutory duty within the budget envelope, with a clear drive to managing future demand through increased prevention activity. Anticipated benefits include reduced long term care costs through preventions measures and technology-enabled care.
Legal	Complies with Care Act 2014 and statutory duties.
Risk	The strategy seeks to address risks relating to market management, demand for services and volatility of the social care market.
Human Rights, Public Sector Equality Duty and Community Cohesion	Promotes inclusivity; An Equality Impact Assessment is appended, which identified no adverse impact. The strategy sets the strategic direction to enable residents to live as independently as possible with a focus on early intervention.
Reducing Poverty	Focus on reducing poverty through independence and community support.
Climate Change / Environmental	The strategy supports digital solutions reducing travel and carbon footprint.
Children and Young People Cared for by the Authority and Care Leavers	Improvement activity will have due regard to processes promoting the smooth transition from children's to adult services in regard to preparing for adulthood.
Data Protection	Any systems and processes will adhere to the required regulations and policies with respect to data Protection / GDPR

Actions to be taken to implement the recommended decision(s)

Action	Responsible Officer	Deadline
Publish Strategy	Director of Adult Social Care and Health Integration	March 2026

Appendices

1	Adult Social Care & Integration Vision and Strategy
2	Level 1 Impact Assessment
3	Outline Delivery Plan

Background papers

Body	Report title	Date

Contact: Katie Watkins – Adult Social Care Service Improvement Lead
Email: katie_watkins@middlesbrough.gov.uk

Middlesbrough Better Together

Adult Social Care and Integration (ASC&I)

Vision and Strategy

2025-2035



Contents

1. Foreword.....	3
2. About Our Town.....	5
3. Our Vision for the Future.....	6
4. Our Ambitions and Priorities.....	7
5. What will Middlesbrough be like in 2035...Our Ambitions and Priorities brought to life.....	8
6. Aligning with Whole Council Priorities.....	11
7. Our Commitments.....	12
8. What Outcomes are we trying to Achieve?.....	13
9. How we will measure success.....	14
10. How will it feel for Our Communities.....	16
11. The Strategy in Context.....	17
Key Contacts.....	18
The Strategy Journey.....	19

1. Foreword

We are thrilled to present Middlesbrough's Adult Social Care Strategy, which recognises our long term aims to enable the residents of our town to live their best lives. It sets out our overarching guiding principles for the delivery of Adult Social Care in Middlesbrough over the next 10 years, ensuring the service we offer people now and in the future, enables the people we support to thrive within their communities, be independent, healthy, safe and well.

This approach is expected to achieve more positive outcomes for residents. This will only be achieved through working together with a range of partners and with the involvement of people receiving support, their carers, and residents. In the future, starting now, we must move beyond providing core services into a greater exploration of how we support people to stay as fit, healthy and independent as possible for as long as possible. This strategy is also written in recognition of the fact that Housing, in relation to Temporary Accommodation and Homelessness, also have a key role to play in its effective delivery.

Working with people, our partners and key stakeholders moving forward is essential to getting this right. We invite residents and partners to work alongside us in delivering our long term ambitions. We acknowledge residents of Middlesbrough experience many of the issues that impact health which run in tandem with the levels of deprivation that exist locally including, poor housing, increased crime rates, increased substance misuse, limited access to services, mental health challenges and childhood adversity. Despite this, we are underpinned by a local strong and committed health and social care sector, with a workforce dedicated to making a difference.

We aim to build personal, community and system resilience to make the best use of our resources. Working alongside individuals; their carers and our communities, in a true partnership of co-production, which must become the touchstone for all that we do with our residents.



1. Foreword

Our Vision and strategy encompasses:

1. A focus on innovation; doing more of the same is not sustainable
2. The expansion and further development of digital technology and AI to promote and support independence
3. A relentless focus on a preventative approach using existing and developing new community assets to support this
4. Identification of young people likely to require support in adulthood sufficiently early to enable shaping of appropriate support
5. Reducing the reliance on long-term support for younger adults
6. Developing new accommodation solutions for vulnerable and homeless people
7. Consultation, feedback and co-production in all that we do

We have developed a long term view of how it will look and feel within Middlesbrough Adult Social Care in 10 years time, creating a future ambition that drives us forward. We recognise landscapes in terms of national direction, policy change and partnership remodelling will occur during the life of this strategy, however our Adult Social Care delivery plan, which underpins this strategy, will set out our direction of travel, be regularly refreshed and will enable us to flex and adapt to any strategic or policy changes along the way.



Louise Grabham



Cllr Julia Rostron

We want this strategy to be built together with our communities. Everyone deserves the chance to live well, and by listening to our local people and staff, we will make sure that our priorities truly reflect what matters most.

2. About Our Town



Middlesbrough is a lively and exciting place with an increasingly diverse population. Approximately **18%** of our people are of an ethnic minority. We are proud that our 2023 residents' survey found increasing numbers of people think Middlesbrough is a place where people from different backgrounds get on well together



Our population of around **144,000 lives** in an area of just 35 square miles. Roughly **19 people** live on each football pitch size of land making it the most densely populated part of the North East



We're the heart of the Tees Valley with **800,000 people** living within a 30-minute radius. We're a busy place with lots happening



Life expectancy and healthy life expectancy for men and women in Middlesbrough are both lower than national average



"We must transform our services in the face of reductions in government funding and declining resident satisfaction" - Middlesbrough Council Plan 2024-2027

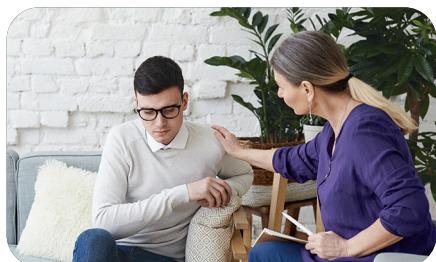
3. Our Vision for the Future

We have a Vision in Middlesbrough to support:

“ all of our people to thrive, in the place they call home, where they feel safe, valued and part of their community ”

Our people want to live as independently as possible, but sometimes they hit a crisis and reach out to us for support.

We will be easy to get in touch with and always have a conversation.



People will tell us their story once, we'll listen to their problems to make sure we really understand what they would like to achieve through a tailored support approach designed with them.

We'll think differently about how we support people through their crisis, and increase their links into communities, charities and family. Where we connect people to services we'll 'stick like glue' to make sure everything works out.



If people need ongoing help we'll think creatively to design the support they need, and once they're settled we'll check in to make sure it's working for them. We'll also get in touch annually to make sure the right options are in place.

4. Our Ambitions and Priorities

1. Stay Well

Promoting health and independence in everything we do



- We will reduce the need for care & Support
- We will promote your independence
- We will promote a strength-based approach
- We will work with health colleagues to improve care and support
- We will adopt an independence first ethos
- We will work towards a healthy workforce

2. Stay Safe

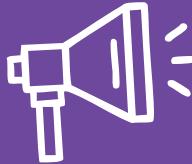
Protecting what matters most



- We will safeguard and protect individuals
- We will ensure services are high quality
- We will keep people safe from harm
- We will provide appropriate crisis response whilst promoting resilience of our people

3. Be Heard

Every voice matters and we are listening



- We will involve people in the planning and design of services
- We will provide a voice for our communities and ensure we have clear communication and feedback channels

4. Be Connected

Building bridges within our communities and neighbourhoods



- We will safeguard and protect individuals
- We will ensure services are high quality
- We will keep people safe from harm
- We will provide appropriate crisis response whilst promoting resilience of our people

5. What will Middlesbrough be like in 2035... Our Ambitions and Priorities brought to life

2035...Our People

In 2035, everyone in Middlesbrough will be empowered to live their lives well, in a safe and comfortable home, or in a homely setting, in their local integrated community. The right home, in the right place, with the right connections is crucial.

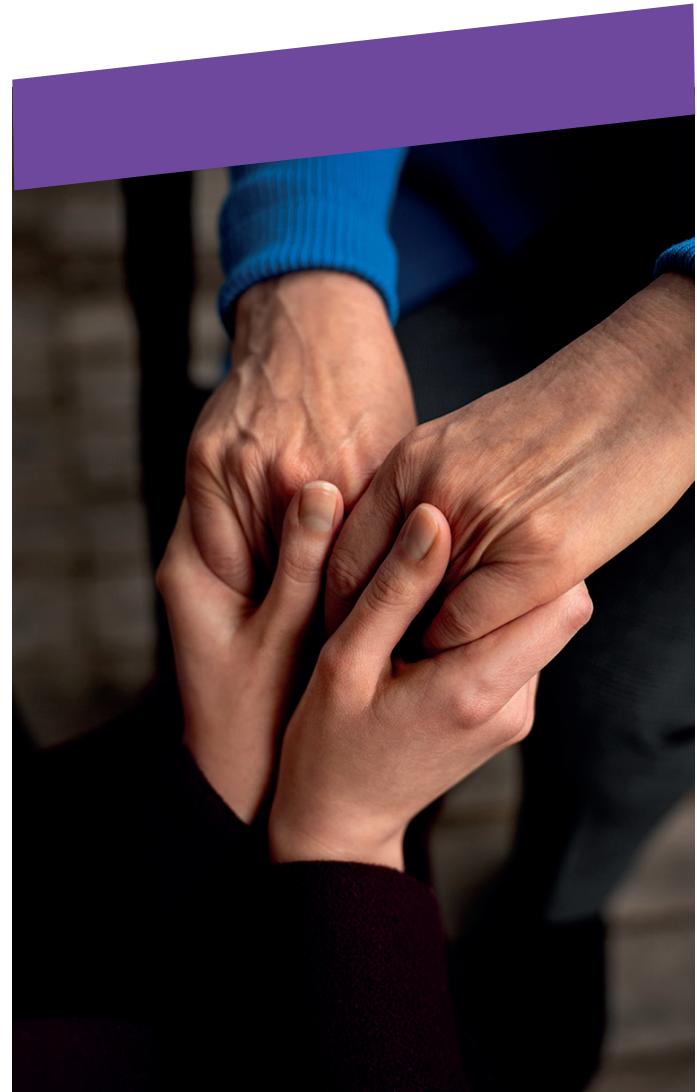
They are connected to communities that care, looking after one another; recognised and valued for who they are, so that they can focus on what matters to them and their local neighbourhood. Family and friends, hobbies and interests, new experiences, work, volunteering, or learning; these are the connections that matter, that make people feel valued, safe and well.

When people need support, they are listened to and encouraged to build on these connections, with a focus on enabling them to achieve their outcomes through personalised, person-centred, accessible, and high-quality advice, guidance, and support where required.

Young people with complex needs and their families are supported in the move from children's to adult's social care, with a good choice of excellent quality provision at every stage, tailored to their needs, that helps maintain and build their independence and recovery.

Those that care for people are supported and valued, including unpaid carers, who are recognised for the invaluable role they play. These unpaid carers are recognised for their expertise and supported to make the right choices for them and their family.

Everyone can live their lives well and live the end of their lives with dignity, where they wish.



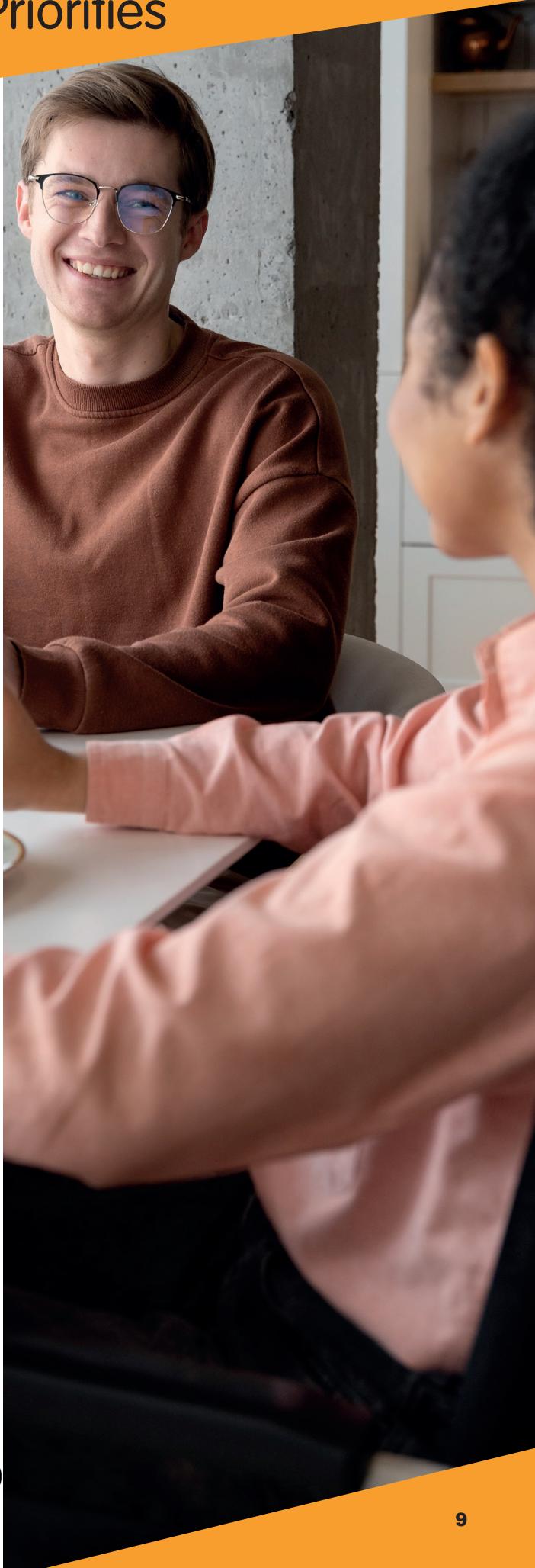
5. What will Middlesbrough be like in 2035...Our Ambitions and Priorities brought to life

2035...Our Integrated Offering

A strong partnership exists across social care, health, housing and the voluntary sectors. The organisations who plan, fund, and oversee the person-centered system work together to make sure of excellent outcomes. The system is committed to developing a strong, quality partnership of support with volunteers and communities that meet Middlesbrough residents' needs, whilst playing an important role in the South Tees area.

Assistive technology and artificial intelligence has been fully integrated into our health and care system, enabling people to access excellent and appropriate advice and guidance to be given at the right time and in the right place.

Virtual systems and simple connections allow people to remain in their homes for longer and with more of their needs being diagnosed and managed at home successfully.



5. What will Middlesbrough be like in 2035... Our Ambitions and Priorities brought to life

2035...Our Workforce

We understand that our workforce is key to our success, Middlesbrough is a great place to have a career in social care. Our workforce is empowered to make decisions with the people they support. They are supported through excellent quality, ongoing professional development, innovative and creative practice, and competitive salary and advancement opportunities.

The wider social care workforce is supported to have opportunities to grow and develop, and the care providers we commission offer good work, at a living wage, with opportunities for career progression.

The workforce is supported and nurtured, and is aware of clearer routes into the care sector for residents. We have people who value our neighbourhood communities and who want to work with our residents to support and build their resilience and achieve the quality of life they deserve.

Our staff are supported by an underpinning strategy of 'diverse by design'* and a refreshed workforce development strategy.

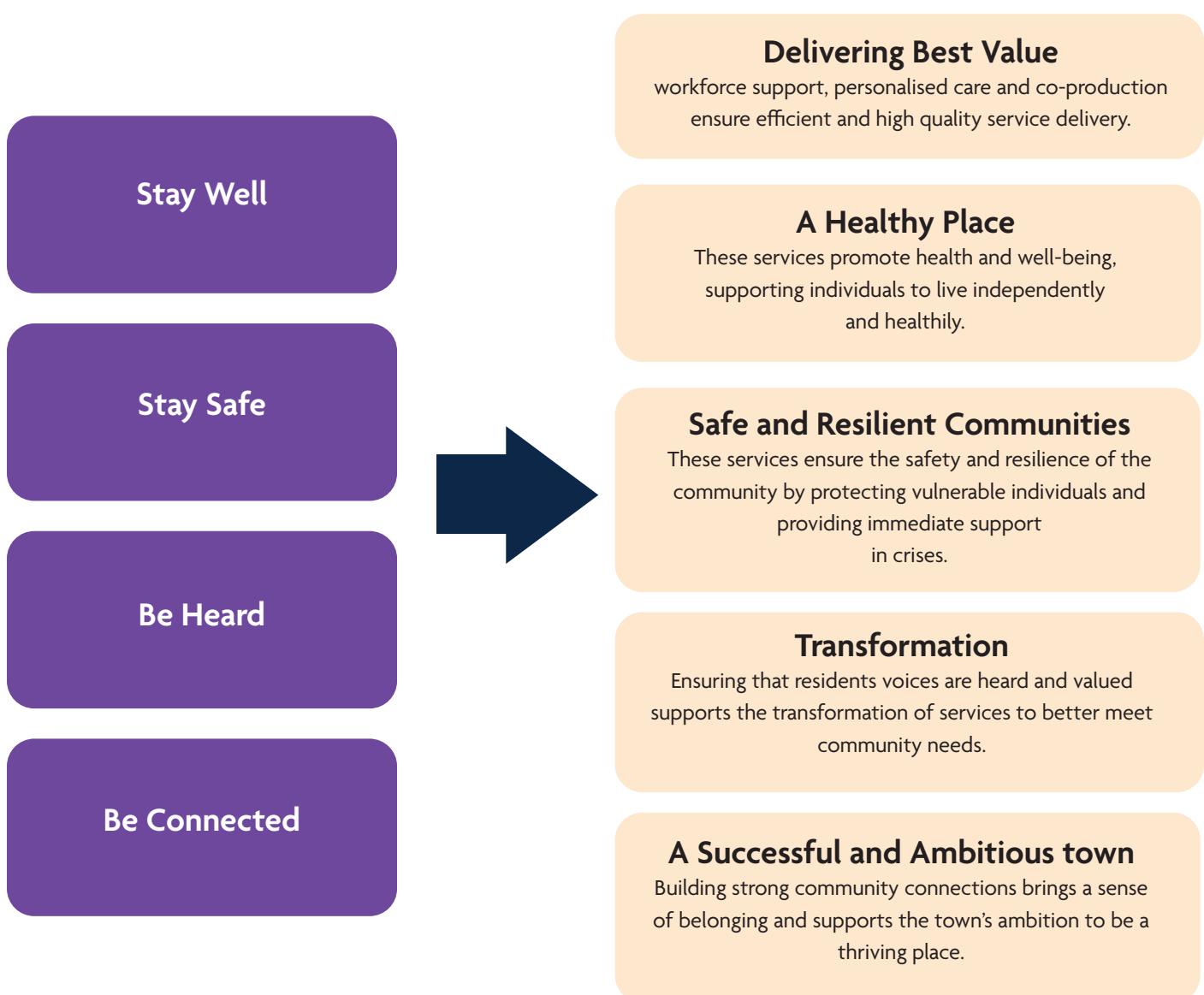
*'Diverse by design' refers to the practice of intentionally incorporating diversity and inclusion into the development of products, services, or systems from their very inception.



6. Aligning with Whole Council Priorities

The ASC vision and strategy align closely to the wider Middlesbrough corporate priorities, focussing on our aspiration to put residents first, and the delivery of services on a neighbourhood, place-based footprint, working with our local communities.

Through working in partnership with Directorates across the Council, and Middlesbrough's wider system partners, the strategy is designed to support the delivery of the wider plan, aligned to the Council Key Priorities as outlined below:



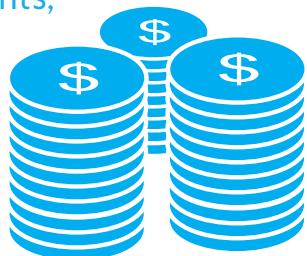
7. Our Commitments

Aligned with the mission-led approach of the Council's Health and Wellbeing Strategy, we will work with key system-wide partners including residents, the NHS, the voluntary sector and others to identify and adopt new innovative approaches.



We will work with our people in co-production for all key decisions relating to their care or support.

We will deliver benefits, both financial and non-financial for our Council and Neighbourhoods through continuous service improvement.



We will make evidence-informed decisions about the commissioning and decommissioning of services across the Town



We will focus on a 'can do' strengths-based prevention and early intervention approach to improve outcomes and reduce ongoing treatment and care needs.



If care is needed, we will consider the best resources, connectors and support that will enable the person to live their chosen life in the right system-wide setting at the right cost.

We will strive to continually improve priority outcomes for our residents.

We will promote equality in all that we do



We will Provide a transparent framework for our system partners to operate proactively and work together.

8. What Outcomes are we trying to Achieve?

It is critical to our success and for the residents of Middlesbrough, that we are clear on what outcomes we are trying to achieve and we can then measure progress against these. We have started to develop our Outcomes Framework in collaboration and co-production with partners, staff and people who draw on support, but this will evolve further as we implement the Strategy across the Middlesbrough system. There are however a series of well-established frameworks which highlight and monitor and co-production outcomes nationally and locally. These include:

1. **The Adult Social Care Outcomes Framework (ASCOF)** sets priorities for the sector focused on how well services help adults with care needs and unpaid carers achieve outcomes across six key areas:
 - **Quality of life:** people's quality of life is maximised by the support and services which they access, meaning how good they perceive their life to be across multiple aspects, while ensuring that public resources are allocated efficiently.
 - **Independence:** people are enabled by adult social care to maintain their independence and, where appropriate, regain it.
 - **Empowerment:** information and advice: individuals, their families and unpaid carers are empowered by access to good quality information and advice to have choice and control over the care they access.
 - **Safety:** people have access to care and support that is safe, and which is appropriate to their needs.
 - **Social connections:** people are enabled by adult social care to maintain and, where appropriate, regain their connections to their own home, family and community.
 - **Continuity and quality of care:** people receive quality care, underpinned by a sustainable and high-quality care market and an adequate supply of appropriately qualified and trained staff.



9. How we will measure success

We will use our developing Outcomes Framework and delivery plan to set clear actions and monitor progress against the Adult Social Care Strategy on how we are performing and what people tell us about their experiences of adult social care. The Plan will be managed with detailed governance applied across and with both the Council and key strategic system partners in the change. We will develop a set of structured key performance indicators to evidence our success. We will use evidence to show that we are making best use of our partnerships and avoiding waste and system duplication so that our statutory complex interventions are always appropriate and necessary.

Some Local Key Performance Indicators will include:

- A reduction in Temporary Accommodation and homelessness numbers
- An increase in the number of people leaving reablement with no ongoing care requirements
- A measurable reduction in the number of commissioned homecare hours – indicating more people are accessing our community offers enabling their independence
- An increase in Technology Enabled Care (technology designed to support work to keep people safe in the community such as falls alarms, sensors, GPS trackers and other AI systems)
- A reduction in costly residential placements
- An increase in the number of enquiries resolved at first contact
- Developing qualitative information (and ASCOF measures) that tells us that people have regained independence, health and wellbeing

LOCAL MEASURES

Local Community level population health and Key Performance data

Regular Staff Surveys and Feedback

Feedback from our Residents and neighbourhoods

Feedback from Key System Partners and Stakeholders

NATIONAL MEASURES

Benchmarking National population health and Performance Management Data

ASCOF Data

CQC Evaluations Data

Benchmarking with Peers

9. How we will measure success

We are developing a detailed Performance Management Framework involving a structured approach to enhancing the quality and effectiveness of services in Middlesbrough. It involves setting clear goals, measuring performance against those local performance indicators, and implementing strategies to address areas needing improvement.

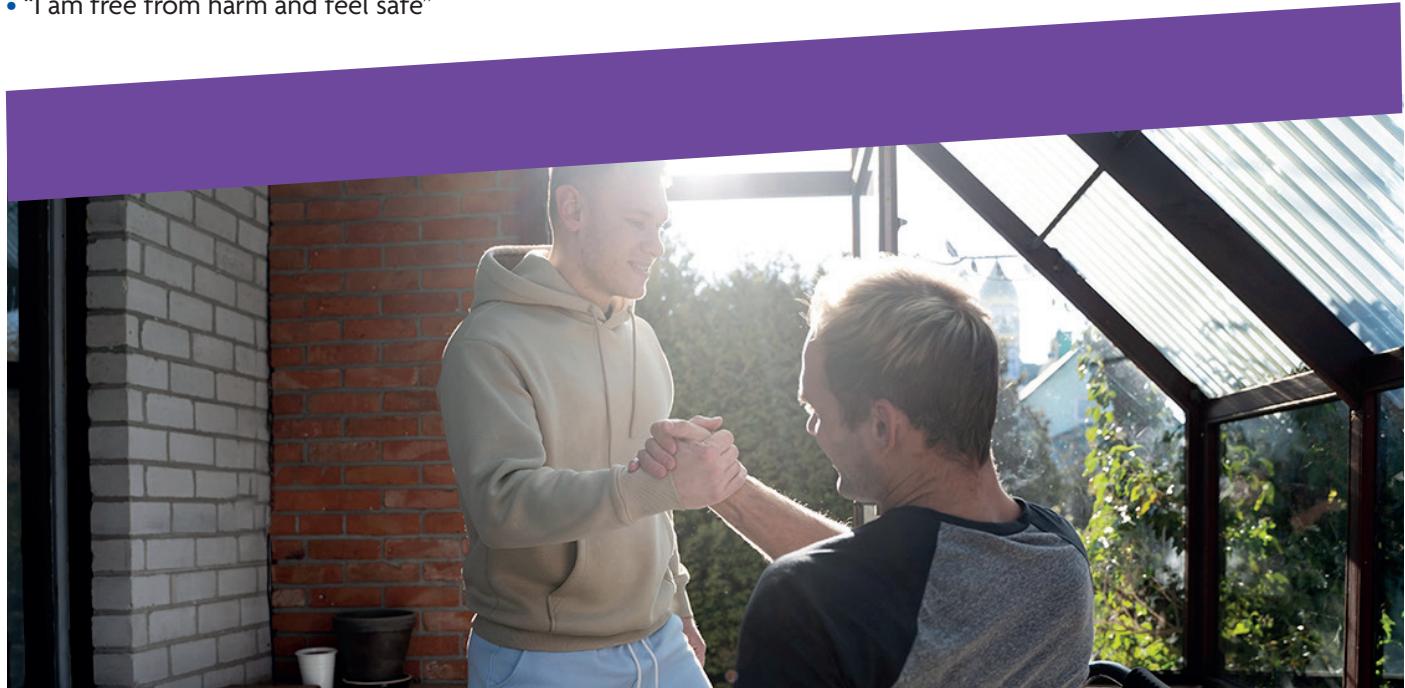
Key aspects include person-centred care, continuous quality improvement, and robust data collection and analysis of our performance for our staff and residents.



10. How will it feel for Our Communities

Having assessed how well our services achieve the key outcomes we have identified, we will be able to evaluate improvements in individuals' health, wellbeing, and independence. However, most importantly, we will use their feedback in a well developed process of co-production to obtain and evaluate their satisfaction with the advice and care received. We will gather views of stakeholders in the community and ensure they are shared with strategic leaders. We will also establish working groups along with a co-production group to identify and take forward any projects the Change Board want to take forward, working closely with the Middlesbrough voluntary and community sectors. Our aim is to create a system that is seen to be fair, accessible, and empowers individuals to maintain their well-being and connections within their communities. The statements below capture this from a resident's perspective and we strive to repeat these across the neighbourhood communities of Middlesbrough.

- "I feel confident and supported to live the life I choose"
- "Services are easy to access and use"
- "I can get support early on, before things get much worse"
- "I am an equal partner in decisions and conversations about me" "The care and support I receive is tailored to my goals and what is important to me"
- "I feel listened to and respected"
- "It seems the professionals and services involved in my care talk to each other and work together"
- "Professionals regularly communicate with me and they are open and honest"
- "I only have to tell my story once"
- "I know where to find information or who to speak to if I have any questions"
- "My language and communication needs are met"
- "I have fair access to support and care"
- "I am free from harm and feel safe"



11. The Strategy in Context

There are a range of other key strategies across Middlesbrough and Redcar & Cleveland and South Tees that partners work together to support the delivery of this critical strategy vision including:

- South Tees Health & Wellbeing Strategy
- South Tees Health and Social Care Integration Strategy
- Middlesbrough Council Plan
- Redcar and Cleveland Borough Council Plan
- NENC Joint Forward plan
- Tees Valley Places plan
- Joint Strategic Needs Assessment (JSNA)

This strategy will be accompanied by a Strategy Delivery Plan, updated annually that sets out the detail we'll need. The strategy is based on our long-term vision. We understand how quickly situations change and priorities shift, so our delivery plan will need to be mindful of this shifting landscape and is set out starting from September 2025.

In order to understand all of the improvement opportunities of the revised strategy and plan, a detailed consultation and engagement exercise will take place with our residents and system-wide partners across Middlesbrough.



Key Contacts



Louise Grabham

Director of Adult Social Care and Health Integration

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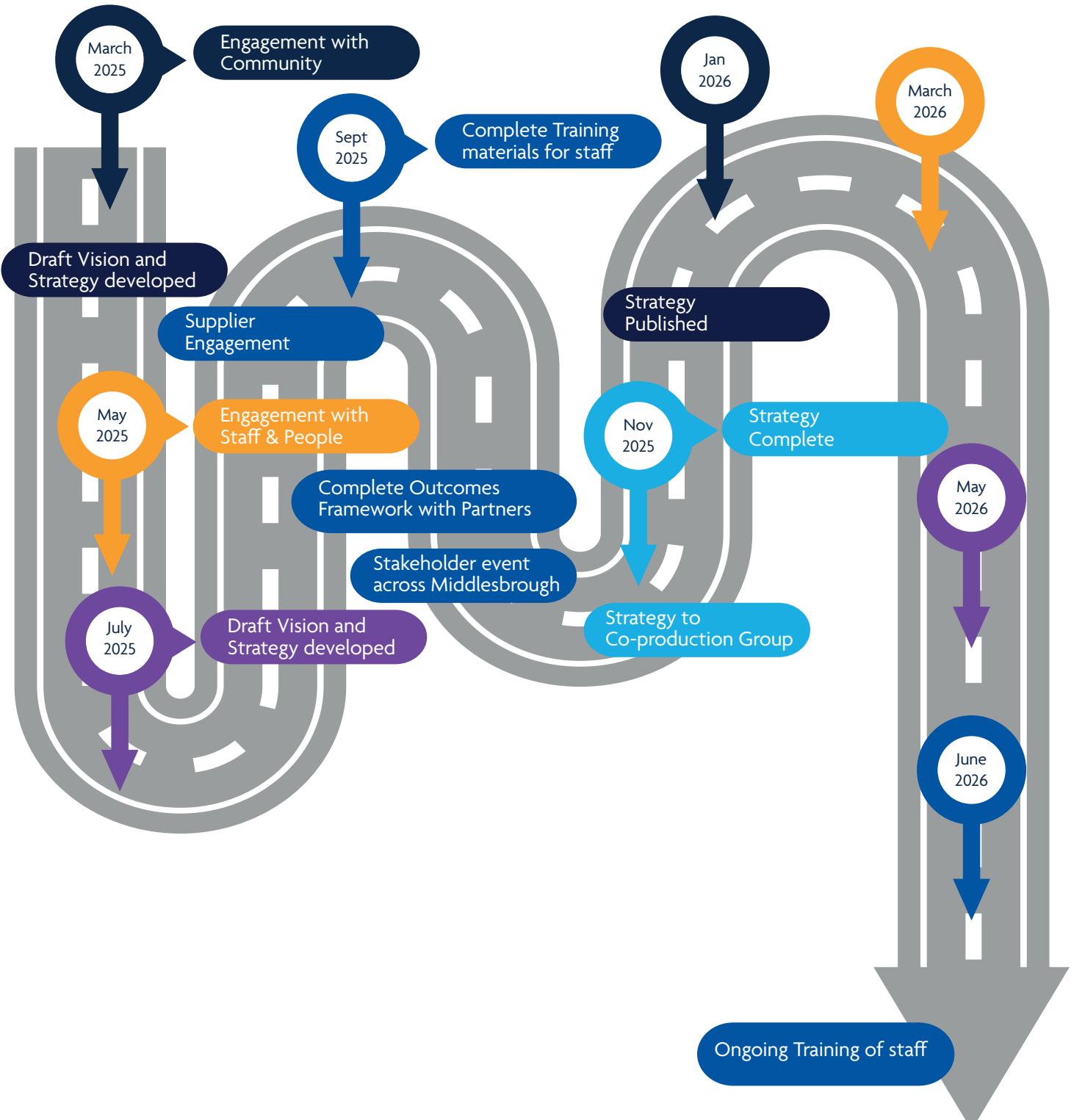


Cllr Julia Rostron

Executive Member for Adult Social

E: Julia_rostron@middlesbrough.gov.uk

The Strategy Journey





Template for Impact Assessment Level 1: Initial screening assessment
Appendix 3

Subject of assessment:	Adult Social Care Vision and Strategy 2025-2035			
Coverage:	Directorate specific strategy for Adult Social Care across Middlesbrough			
This is a decision relating to:	<input checked="" type="checkbox"/> Strategy	<input type="checkbox"/> Policy	<input type="checkbox"/> Service	<input type="checkbox"/> Function
	<input type="checkbox"/> Process/procedure	<input type="checkbox"/> Programme	<input type="checkbox"/> Project	<input type="checkbox"/> Review
	<input type="checkbox"/> Organisational change	<input type="checkbox"/> Other (please state)		
It is a:	New approach:	X	Revision of an existing approach:	<input type="checkbox"/>
It is driven by:	Legislation:	<input type="checkbox"/>	Local or corporate requirements:	X
Description:	<p>Key aims, objectives and activities: To enable residents to live independently, safely, and healthily for as long as possible through prevention, early intervention, and co-production.</p> <p>Statutory drivers: Care Act 2014; Equality Act 2010;</p> <p>Differences from previous approach: Moves away from reactive, crisis-driven care to a proactive, strengths-based model with digital innovation and community integration.</p> <p>Key stakeholders and beneficiaries: Residents, carers, ASC workforce, NHS partners, voluntary sector, housing providers.</p> <p>Intended outcomes: Improved health and wellbeing, reduced reliance on long-term care, better use of resources, and enhanced community resilience.</p>			
Live date:	April 2026			
Lifespan:	April 2026 - March 2035			
Date of next review:	Annual review via Delivery Plan; full strategy review every 3 years or earlier if required.			

Screening questions	Response			Evidence
	No	Yes	Uncertain	
Human Rights Could the decision impact negatively on individual Human Rights as enshrined in UK legislation?*	X	<input type="checkbox"/>	<input type="checkbox"/>	The strategy promotes dignity, independence, and choice in line with Article 8 (right to private and family life).
Equality Could the decision result in adverse differential impacts on groups or individuals with characteristics protected in UK equality law? Could the decision impact differently on other commonly disadvantaged groups?*	X	<input type="checkbox"/>	<input type="checkbox"/>	The strategy actively promotes equality of opportunity and access for all protected groups.
Community cohesion Could the decision impact negatively on relationships between different groups, communities of interest or neighbourhoods within the town?*	X	<input type="checkbox"/>	<input type="checkbox"/>	The approach fosters inclusion and co-production, strengthening relationships between communities..
Armed Forces Could the decision impact negatively on those who are currently members of the armed forces or former members in the areas of Council delivered healthcare, compulsory education and housing policies?*	X	<input type="checkbox"/>	<input type="checkbox"/>	The strategy aligns with the Armed Forces Covenant by ensuring fair access to housing and care.
Care leavers Could the decision impact negatively on those who are care experienced?*	X	<input type="checkbox"/>	<input type="checkbox"/>	The strategy supports smooth transitions from children's to adult services.
Reducing Poverty Could the decision impact negatively on the Council's ambitions to reduce poverty in the town?	X	<input type="checkbox"/>	<input type="checkbox"/>	The strategy aims to reduce poverty by promoting independence and access to community resources..
Next steps:				
<ul style="list-style-type: none"> ⌚ If the answer to all of the above screening questions is No then the process is completed. ⌚ If the answer of any of the questions is Yes or Uncertain, then a Level 2 Full Impact Assessment must be completed. 				

Assessment completed by:	Katie Watkins	Head of Service:	Louise Graham
Date:	05/12/2025	Date:	05/12/2025

* Consult the Impact Assessment further guidance for details on the issues covered by each of these broad questions prior to completion.

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Adult Social Care Strategy Delivery Plan – Integrated

2026/27

Purpose and Governance

This delivery plan integrates the Strategy (2025–2035) with the Directorate Improvement Plan to give a single view of actions, milestones and accountability.

Governance:

- Delivery Group: Adult Social Care Directorate Working Group
- Reporting: Monthly updates to DMT / ASC Improvement Board; quarterly to Scrutiny
- Annual Review: Plan refreshed annually to reflect priorities

Stay Well

Promoting health and independence in everything we do.

Ref	Action	Owner	Milestones	Target Date
ASC 26	<p>Digital inclusion</p> <p>Strengthen initiatives and embed across Directorate to reduce isolation and enhance well-being.</p>	Prevention and Support Services Lead Officer	<ol style="list-style-type: none"> 1. Project Start 2. Promote & Inform: Digital Champions Initiative 3. Train cohort one 4. Hold initial support session for cohort one 5. Undertake mid project review 6. Train cohort two 7. Hold support session for cohort two 8. Undertake end of project review 	Oct 2026

			9. Develop sustainability plan (Oct, 2026)	
ASC 28	<p>Promotion of services</p> <p>Further develop early intervention and prevention services to reduce the need for social care assessment.</p> <p>Develop and expand our use of assistive technology and reablement to minimise the need for ongoing care.</p>	Head of Prevention, Provider and Support Services	1. Project Start 2. Develop a Digital Presence 3. Website Review 4. Social Media Integration 5. Deliver Training Programme 6. Develop and Rollout Reporting Tool 7. Information Management Process Review 8. Develop and Rollout Sustainability Plan	May 2026
ASC 29	<p>Intermediate care and reablement</p> <p>Embed a reablement first ethos</p>	Head of Prevention, Provider and Support Services	1. Review current reablement provision with partners and explore best practice 2. Develop proposal on approach 3. Complete review on in-house reablement function 2. Embed reablement first approach 3. Recruitment and retention of staff 4. Establish clear, integrated pathways that incorporate reablement as a core component of intermediate care services	Dec 2026
ASC 40	Prevention Hub	Head of Prevention, Provider and Support Services	1. Secure Funding 2. Property Acquisition 3. Design and Specification Finalisation 4. Procurement and Contractor Appointment 5. Building Works and Adaptations 6. Internal fit-out and Equipment Installation 7. Staff Training and Operational Planning 8. Launch and Public Engagement	Dec 2026

Stay Safe

Protecting what matters most.

Ref	Action	Owner	Milestones	Target Date
ASC 18	Response times Improve for assessments, care planning, and reviews, ensuring timely support for individuals.	Head of Access and Safeguarding	1. To agree best practice timescales for assessments and reviews across the department and to build this into dashboards 2. To review the management of waiting lists policy for assessments and reviews 3. To monitor performance corporately via monthly performance dashboards 4. To brief DMT/LMT when resources impact on performance	May 2026
ASC 19	Waiting Lists Enhance triage and risk-assessment processes for managing waiting lists.	Head of Access and Safeguarding	1. Audit process to demonstrate effectiveness of waiting lists 2. Link into performance framework	May 2026
ASC 23	Annual Reviews Develop a proactive approach to statutory annual reviews to avoid reliance on individuals making contact.	Head of Specialist & Lifelong Services	1. Gather the baseline data on no. reviews required per year 2. Develop methodology for telephone reviews / face to face 3. Rollout methodology	Aug 2026
ASC 27	Access to occupational therapy assessments Reduce waiting time for OT assessments and home adaptations.	Head of Prevention, Provider and Support Services	1. Secure funding for OT to be based within DFG team to support delivery of adaptations 3. Explore Trusted Assessor model to remove the need for OT assessments for low level adaptations 4. Work with Thirteen Housing to reduce responsibility of rehousing assessments	Jul 2026

			5.Revisit charging policy for CHC assessments which could generate income to create more OT posts	
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Be Heard

Every voice matters and we are listening.

Ref	Action	Owner	Milestones	Target Date
ASC 01	Co-Production Develop a strengthened approach to co-production	Prevention and Support Services Lead Officer	1. Confirm Healthwatch as Coproduction Delivery Partner 2. Resource Planning 3. Community Engagement & Recruitment 4. Group Structure & Training 5. Pilot Coproduction Initiatives 6. Feedback Integration 7. Ongoing Review and Evaluation 8. Coproduction Strategy Finalisation 9. Scale Up 10. Sustainability Planning	Sep 2026

Be Connected

Building bridges within our communities and neighbourhoods.

Ref	Action	Owner	Milestones	Target Date
ASC 11	Neighbourhood Model Expand community hubs and the proposed 'neighbourhood model' to improve local access to services.	Director of Adult Social Care & Health Integration	1. Develop a design proposal for Adults working within the Neighbourhood Principal 3. Pull data from performance team and analyse 2. Feed into the formalised Neighbuorhoods Approach	Jun 2026

ASC 21	Collaboration between adult social care and public health Consider more effective community-based interventions.	Head of Access and Safeguarding	1. SLA Review to be held quarterly (ongoing) 2. Improved engagement with the Age Friendly Steering group and Dementia Network 3. Actively participate in the Poverty Sprint focus week 4. Engage in the development of the Age Well	May 2026
ASC 41	Community Bridge Building	Learning Disabilities Development Lead	1. Activity commences with 5 people 2. Further 3 people onboarded 3. Work Completes with positive outcomes for at least 2 people	June 2025

Workforce Development

Recruitment, retention, learning and practice support.

Ref	Action	Owner	Milestones	Target Date
ASC 07	Choose to stay Interviews	Principal Social Worker	1. Develop interview template 2. Determine approach / process 3. Implement pilot - Jun - Dec 4. Feedback findings 5. Implement Approach	April 2026
ASC 09	Workforce Planning Implement and embed a workforce strategy	Service Improvement Programme Manager	1. Partners in Care and Health to deliver workforce planning sessions 2. Refine workforce strategy from PCH 3. Share draft strategy with DMT 4. Gain approval for strategy 3. Develop and agree on action plan to deliver strategy 4. Implement strategy	Apr 2026

Housing & Commissioning

Planning & market shaping, commissioning and contracting.

Ref	Action	Owner	Milestones	Target Date
ASC 02	Housing Strengthen partnerships with developers to increase the availability of bungalows and accessible housing	Head of Housing	1. Appoint lead post 2. Contribute to work plan development 3. Milestones to be revised with successful candidate with development plan in place	Mar 2027
ASC 03	Housing Expand specialist housing options, including supported living and adapted housing, to reduce reliance on residential care	Commissioning Manager	1. Understand and explore demand profile with HoS and TMs - needs analysis (number of units and timeframes) 2. Understand and explore possible supply - LA sites (asset transfer) and external providers 3. Cross reference demand and supply with Head of Housing Strategy. 4. Explore and consider procurement route if required (property and care/support) - TBC 5. Timeline for individual projects/schemes to be mobilised - TBC 6. Build/refurb/develop and mobilisation - TBC	Mar 2027
ASC 04	Housing Expand general housing offer for other vulnerable adult groups, including increasing options for Temporary Accommodation	Commissioning Manager	1. Understand and explore demand profile with HoS and TMs - needs analysis (number of units and timeframes) 2. Understand and explore possible supply - LA sites (asset transfer) and external providers 3. Cross reference demand and supply with Head of Housing Strategy. 4. Explore and consider procurement route if required (property and care/support) - TBC 5. Timeline for individual projects/schemes to be mobilised	Mar 2027

			- TBC 6. Build/refurb/develop and mobilisation - TBC	
ASC 31	Homelessness Services for homeless people will be safe and dignified, supporting access into long-term sustainable accommodation.	Strategic Reviewer - Homelessness / DA Services	1. Initial scoping and stakeholder engagement 2. Completion of service mapping and gap analysis 3. Draft recommendations and performance framework 4. Final report and action plan 5. Present to DMT	May 2026

Technology & Innovation

Technology Enabled Care, AI and digital transformation.

Ref	Action	Owner	Milestones	Target Date
ASC 34	Magic Notes	Service Improvement Lead	1. Set up Pilot Group 2. Pilot solution 3. Share output with LMT 4. Gain approval and rollout Directorate wide 5. Monitor / evaluation utilisation & benefits	Sep 2026
ASC 39	Virtual House	Prevention and Support Services Lead Officer	1. Licensing & Funding Confirmation 2. Clarify Proposed Changes & Capabilities with the TSA 3. Technical Integration (Secure IT approval) 4. Self-Assessment & Referral Workflow 5. Training & Launch	Jun 2026

Performance & Outcomes

Performance, KPIs, dashboards and continuous improvement.

Ref	Action	Owner	Milestones	Target Date
ASC 08	Performance Framework Improve systems to provide frontline staff with more accessible and actionable insights	Service Improvement Programme Manager	1. Develop framework 2. Determine key indicators / vital signs 3. Develop report 4. Schedule performance clinics 5. Rollout performance framework (Apr 2026
ASC 20	Communication Improve between social workers and care providers to prevent delays in reviewing and approving care package adjustments.	Head of Access and Safeguarding	1. Ensure Broker data is included in performance clinics 2. Ensure this is a standing agenda item on contract monitoring visits 3. Confirm approach is working with	April 2026
ASC 22	Scheme of Delegation Utilise themes identified from SOD to aid with training development	Head of Access and Safeguarding	1. Themes to be highlighted to the PSW on a monthly basis by e-mail following consultation with all SoD authorisers 2. Themes to be raised at the monthly managers meeting as and when required 3. Feed outcomes into performance framework and audit outcomes	Aug 2026

MIDDLESBROUGH COUNCIL



Report of:	Director of Regeneration - Richard Horniman
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Relevant Executive Member:	Executive Member for Development - Theo Furness
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Submitted to:	Executive
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Date:	21 January 2026
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Title:	Investment into Housing to Reduce Temporary Accommodation Costs
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Report for:	Decision
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Status:	Public
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Council Plan priority:	A successful and ambitious town
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Key decision:	Yes
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Why:	Decision(s) will incur expenditure or savings above £250,000
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Subject to call in?	Yes
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Why:	This is a non-urgent report
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Proposed decision(s)

It is recommended that Executive:

- a) **notes** the decision of Executive in December 2024 to invest resources from the Towns Fund grant (£4m) and Levelling Up Partnership grant (£2.141m) to secure properties to alleviate the need for expensive temporary accommodation solutions;
- b) **notes** the subsequent decision of Executive on 12 November 2025, within the Middlehaven Housing report to utilise £3.6m of the aforementioned Towns Fund grant for the appointment of Capital and Centric as the Council's development partner;
- c) **approves** the utilisation of £3.6m of retained Affordable Housing Section 106 developer contributions to replace the Towns Fund grant and bring the available resources back to the previously approved £6.141m;
- d) **approves** a revised menu of options to secure properties to alleviate the need for expensive temporary accommodation that would enable greater impact, flexibility and value for money than those previously proposed; and,
- e) **delegates** decisions relating to the appointment of the providers from within the menu of options to the Chief Officer with responsibility for Regeneration in

consultation with the Chief Financial Officer, and the Executive Member with responsibility for Development.

Executive summary

In December 2024 Executive approved the utilisation of £6.141 of external grant for the purchase of properties to ultimately reduce the need for the Council to put clients in expensive temporary accommodation. The report proposed that the Council would directly purchase around 65 properties. Since the report was approved, a number of different options for securing access to properties have been identified, that may offer a more cost effective route. This report proposes an additional 'menu' of different options that may be utilised, which includes a significant investment in a social impact fund. The recommendations are seeking approval to utilise this menu of options to provide the best possible mix of properties.

1. Purpose of this report and its contribution to the achievement of the Council Plan ambitions

1.1. The report seeks Executive approval to utilise grant funding and Section 106 resources to secure properties to alleviate the need for expensive temporary accommodation (TA) solutions via a range of options as detailed within the report. This will contribute to the achievement of the Council Plan ambitions as detailed in the following table:

Our ambitions	Summary of how this report will support delivery of these ambitions and the underpinning aims
A successful and ambitious town	Reducing the number of people experiencing homelessness and/or people being placed within TA will not only benefit those directly affected, it will alleviate wider concerns in relation to supporting vulnerable residents and improving the outlook of the town.
A healthy Place	The approval from this report will assist in reducing poverty by ensuring there are housing options for all to access, including supported housing models to ensure there is an offer of security of tenure to eliminate failing tenancies and repeat homeless.
Safe and resilient communities	The approval will also support independent living within the borough by creating safe and supported housing options to allow all clients to sustain a tenancy and live independent.
Delivering best value	By spending the funds in this way will ensure best value and have a greater impact across Middlesbrough.

2. Recommendations

2.1. It is recommended that Executive:

- notes** the decision of Executive in December 2024 to invest resources from the Towns Fund grant (£4m) and Levelling Up Partnership grant (£2.141m) to secure properties to alleviate the need for expensive temporary accommodation solutions;

- b) **notes** the subsequent decision of Executive on 12 November 2025, within the Middlehaven Housing report to utilise £3.6m of the aforementioned Towns Fund grant for the appointment of Capital and Centric as the Council's development partner;
- c) **approves** the utilisation of £3.6m of retained Affordable Housing Section 106 developer contributions to replace the Towns Fund grant and bring the available resources back to the previously approved £6.141m;
- d) **approves** a revised menu of options to secure properties to alleviate the need for expensive temporary accommodation that would enable greater impact, flexibility and value for money than those previously proposed; and,
- e) **delegates** decisions relating to the appointment of the providers from within the menu of options to the Chief Officer with responsibility for Regeneration in consultation with the Chief Financial Officer, and the Executive Member with responsibility for Development.

3. Rationale for the recommended decision(s)

- 3.1. The options presented for the provision of properties to alleviate the need for expensive temporary accommodation solutions would contribute significantly to addressing the pressures the Council faces in providing accommodation for people experiencing homelessness.

4. Background and relevant information

- 4.1. In December 2024 the Council's Executive approved a report allocating £6.141m of external grant from the Government's Town's Fund and Levelling Up programmes for the provision of housing to reduce the number of people in TA. The method of delivery outlined in the report was that the Council would directly purchase and hold the properties.
- 4.2. The principle behind the report was that by increasing the number of properties under the Council's control, a greater number of people at risk of homelessness could be accommodated at reasonable cost. The benefits of such an approach would be an increase in the options available to people at risk of homelessness, and a corresponding reduction in the Council's expenditure on short term, external housing solutions.
- 4.3. Since preparing the report, a number of other delivery options have been identified that would allow the Council to spread the risk inherent in the purchase of significant numbers of properties, and utilise the expertise of partners to potentially generate a greater impact for the same level of investment. Utilising a mix of different delivery methods would also allow the Council the flexibility to respond to the changing housing market, and the trends emerging in the data that reflects service user's needs.
- 4.4. Although the rationale, principles and business case remain current from the December 2024 report, the menu of options that are proposed to be utilised is much wider than the original direct purchase option. The additional methods proposed for consideration alongside direct purchase are as follows:

Additional Method 1: Partnership With The Ethical Housing Company

4.5. The Ethical Housing Company Middlesbrough Limited (EHC) agreed a loan with Middlesbrough Development Company (MDC) in 2021. The loan agreement is based on the provision of £1m as a commercial loan for EHC to refurbish empty properties it purchases and brings back into use, with the loan repaid either over a 20 year period, or upon the sale of the house. As part of the closure process of MDC the loan agreement is to be assigned to the Council. Upon completion of the pending assignment, a second commercial loan will be required to:

- a. provide EHC with a lawful route to utilise the remaining loan allocation of £0.77m; and
- b. include agreed nomination rights which would enable the Council to place people in the refurbished properties who would otherwise be at risk of homelessness.

In addition to the remainder of the existing loan, EHC have secured significant external investment that would allow them to scale up their purchase of empty properties – provided it can be matched by the resources to fund the necessary refurbishments.

- 4.6. It is therefore recommended that up to an additional £1m of funding is allocated to EHC to extend their programme of refurbishments beyond those originally planned. The recommendation is for the funding identified in the December 2024 report to be used for this additional allocation. This would enable up to 25 additional empty properties to be brought back in to use and made available for the Council to place appropriate 'at risk' families.
- 4.7. The additional sum of up to £1m would be provided directly to EHC in the form of a third loan facility agreement, with an annual interest rate of 5%.

Additional Method 2: Partnership with Social Investment Fund

- 4.8. Rather than purchasing houses directly, the Council has the option of working with a social investment fund provider who would identify other investors and local delivery partners to facilitate the purchase of properties that would be owned by the fund (in which the Council would be a shareholder).
- 4.9. The Council has been working closely with one specific social investment fund provider (Resonance) on a proposal that would utilise £5m of the original £6.141m. Resonance are one of the UK's leading social impact investment companies, who are already working in partnership with Local Authorities such as Liverpool City Regional Combined Authority and Oxfordshire County Council to address homelessness through the acquisition of properties. Resonance has recently launched an 'Evergreen Fund' that the Council could invest into. Properties would then be acquired and refurbished within Middlesbrough, with the Council having exclusive nomination rights in respect of the properties, with Resonance managing any contractual relationships with local housing providers.

4.10. Assuming the Council invested £5m into the fund, the benefits that it would achieve include:

- a) The acquisition and refurbishment of approximately 40 empty properties within the town, to house people at risk of homelessness.
- b) An annual revenue return on the Council's investment, forecast to be around 3.5% (or £0.170m).
- c) A significant reduction in the Council's annual TA costs.
- d) An annual increase in the value of the Council's investment, based on UK house price increases.

4.11. As this is an investment opportunity, the Council would be entitled to withdraw its investment from the fund at a future point.

4.12. It is anticipated that purchasing properties through a social investment fund such as Resonance will form the bulk of the provision being sought.

Alternative Method 3: 3rd Party Partnerships / Contracts

4.13. Other options to explore include:

- a) Leasing units from specialised providers to meet the requirement.
- b) Acquisition of properties through a 3rd party for specialist support.
- c) Invest in the purchase of properties and lease to registered providers
- d) Invest with a 3rd party organisation to access the private rented sector to make use of housing that the Council struggles to access.

4.14. These options all represent lower risk ways of securing properties on a more flexible basis where the market is either changing rapidly, or the needs being addressed are quite specific.

Summary

4.15. It is intended that the above methods are all explored and utilised accordingly where they balance the best value for the Council's investment, with the appropriate spread of risk. The number of properties secured should either equal or exceed the 60 properties identified in the original report.

4.16. The above options, and therefore the recommendations of this report relate specifically to the use of capital expenditure to secure properties. Any contracting required with specific service providers relating to the *support* for tenants would still be required to go through the appropriate Council governance and other legal processes.

4.17. Decisions on the use of each option will be taken based on an appropriate cost/benefit analysis with a view to balancing the value for money, risk and impact across the full funding package.

4.18. Further reports will be brought to Executive to update on the balance of options utilised, and the financial benefits of doing so.

Funding

- 4.19. In November 2025 the Council's Executive considered a report to embark on the preparatory work to enable the future development of Middlehaven. This report agreed the utilisation of £3.6m of the Town's Fund grant that had previously been allocated in the December 2024 report for the purchase of properties. This represented a more immediate use of the external grant funding, to avoid any issues with spending deadlines etc.
- 4.20. The £3.6m originally allocated to the purchase of properties that has subsequently been allocated to the Middlehaven project would be replaced by funds collected for the provision of affordable housing through Section 106 contributions. The methods outlined above for bringing empty properties back into use is consistent with the definitions governing the use of Section 106 funds.
- 4.21. The recommendation in respect of The Ethical Housing Company ensures that the Council recovers the amount loaned and provides an annual return on investment of up to £0.050m depending upon the value of the funds that EHC draw down.
- 4.22. The social investment fund option also provides security in terms of the Council's investment and the potential of annual revenue income. The value of the return on investment and the amount of capital that the Council would receive on exiting the fund are dependent upon the wider investments that the fund undertakes. Any Section 106 funds that are returned to the Council require re-investing in affordable housing initiatives.
- 4.23. The Council will reduce its revenue TA cost burden by £0.017m per annum for each property that is fully utilised in preventing the need for expensive TA solutions. There will inevitably be other cost reductions throughout the Council through these initiatives, although these are hard to quantify as the savings would be associated with a reduction in reliance upon Council services provided.
- 4.24. Once financial returns begin to be secured from the properties (beyond those relating to savings or cost avoidance) the intention is to re-invest the returns in further homelessness prevention activity.
- 4.25. Council's holding large portfolios of properties are required by law to operate a Housing Revenue Account, which would necessitate a significant increase in financial management requirements. At present Middlesbrough Council does not hold a large portfolio, and the actions proposed in this report do not change that situation, but the gradual accumulation of properties over time would eventually require a decision to be made on whether the threshold for a Housing Revenue Account should be avoided.

5. Ward Member Engagement if relevant and appropriate

- 5.1. As this is a town wide initiative specific ward member engagement has not been sought.

6. Other potential alternative(s) and why these have not been recommended

6.1. The following options have been explored and assessed as not delivering the same benefits as the recommended approach:

Do Nothing

6.2. The cost of accommodating people on a temporary basis in private sector provision (the current situation) is forecast to increase further as demand outstrips supply.

6.3. The local market is predominately focussed on the provision of accommodation only and is not offering support packages required to maintain tenancies and deliver positive outcomes for people with complex needs or care leavers.

6.4. As a result, the churn in placements would continue with tenancies continuing to fail, resulting in repeat homelessness, the costs of TA to the Council will continue to rise and the option of long-term security in a home will not be a possible offer.

6.5. Commissioning expert services to work with the Council in creating more housing and support options allows us to react to the need in the town and work with providers who specialise in areas where we currently have little or no provision but would rely on having access to an appropriate stock of properties.

6.6. Utilising the proposed approach of spreading the risk across a range of options allows the Council to ensure it always reflects the best approach.

7. Impact(s) of the recommended decision(s)

Topic	Impact
Financial (including procurement and Social Value)	<p>The funds identified within the report already sit within the Council capital programme as grant or Section 106 affordable housing contributions. The intended use of the funds is in line with the conditions to which they have been provided.</p> <p>The EHC and social impact fund initiatives are investments so not an issue in respect of procurement. Finance and Procurement will however review any other potential options to ensure value for money / grant funding and procurement compliance prior to any official engagement with the providers.</p>
Legal	<p>It must be borne in mind that all existing planning agreements which provided for off-site affordable housing contributions under section 106 Town and Country Planning Act 1990 are subject to individual conditions and defrayment deadlines. Failure to observe these specific conditions and deadlines would expose the Council to general contractual risks arising from non-performance (including, but not</p>

	<p>limited, the Council being obliged to make refund payments to developers).</p> <p>The appointment of any commercial partners must comply with all internal contract and procurement rules as well as the Council's governance and general legal requirements.</p> <p>Any loan agreements, grant funding terms and all linked contractual arrangements (including investment opportunities) must be reviewed by Legal Contracts to ensure that the Council's interests are appropriately preserved in all respects.</p> <p>The Council will need to work to secure legal compliant routes, including legal arrangements with any third parties and specialist providers which may be involved, to protect the Council's financial investment (wherever appropriate) and to ensure compliance with any landlord responsibilities generally.</p>
Risk	The risk to the Council is minimised by utilising a range of more flexible options, rather than one single purchase option.
Human Rights, Public Sector Equality Duty and Community Cohesion	Access to a safe home is a basic human right, and this proposal would enable more individuals and families to be able to access them.
Reducing Poverty	The provision of properties to reduce homelessness will naturally provide individuals and families with the opportunity to secure a more stable tenancy, and potentially to avoid a homelessness situation.
Climate Change / Environmental	None
Children and Young People Cared for by the Authority and Care Leavers	More options would be provided for homes and support packages to support children and young people, particularly those leaving care.
Data Protection	None

Actions to be taken to implement the recommended decision(s)

Action	Responsible Officer	Deadline
Utilise allocated funds to secure first empty properties	Claire Holt, Head of Strategic Housing	30 th June 2026

Appendices

Background papers

Body	Report title	Date
Executive Report	Housing Supply	December 2024
Executive Report	Middlehaven Housing	November 2025

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