



Legal and Corporate Services

EXECUTIVE

Date: Wednesday 8th April, 2026
Time: 5.00 pm
Venue: Mandela Room (Municipal Buildings)

AGENDA

1. Welcome and Fire Evacuation Procedure

In the event the fire alarm sounds attendees will be advised to evacuate the building via the nearest fire exit and assemble at the Bottle of Notes opposite MIMA.

2. Apologies for Absence

To receive any apologies for absence.

3. Declarations of Interest

To receive any declaration of interests.

4. Minutes - Executive - 11 March 2026

5 - 10

To receive the minutes of the previous meeting.

5. Announcements from the Mayor

To receive any announcements from the Mayor.

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

To receive questions from members of the public.

7. Questions from elected Members (if any)

To receive questions from elected Members.

8. 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.

OVERVIEW AND SCRUTINY BOARD

To consider any final reports from Scrutiny Panels.

9. Final Report of the OSB Task and Finish Group - Community Cohesion (Service Response) 11 - 38

Report for decision.

10. Reports from Member Bodies which are the responsibilities of the Executive

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

THE MAYOR

11. Performance and Financial Management Policy and Programme and Project Management Policy Review 39 - 70

Report for decision.

EXECUTIVE MEMBER - DEVELOPMENT

12. Pride in Place Programme - Thorntree, Park End and Impact Fund 71 - 82

Report for decision.

EXECUTIVE MEMBER - ENVIRONMENT AND SUSTAINABILITY

13. Transport and Infrastructure Capital Programme 2026/27 83 - 100

Report for decision.

14. Residential Pest Control Service 101 - 112
Report for decision.

EXECUTIVE MEMBER - PUBLIC HEALTH

15. Encouraging Healthier Advertising 113 - 150
Report for decision.
16. 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
Friday 27 March 2026

MEMBERSHIP

Mayor C Cooke (Chair) and Councillors I Blades, 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

This page is intentionally left blank

This document was classified as: OFFICIAL
EXECUTIVE

A meeting of the Executive was held on Wednesday 11 March 2026.

PRESENT: Mayor C Cooke (Chair) and Councillors I Blades, P Gavigan, L Henman, J Rostron, P Storey and N Walker

OFFICERS: A Bates, S Bonner, L Grabham, R Horniman, A Humble and AM Wilson

APOLOGIES FOR ABSENCE: Councillors T Furness and J Ryles

25/108 **WELCOME AND FIRE EVACUATION PROCEDURE**

The Mayor welcomed all those present and explained the fire evacuation procedure.

25/109 **DECLARATIONS OF INTEREST**

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

25/110 **MINUTES - EXECUTIVE - 4 FEBRUARY 2026**

The minutes of the Executive meeting held on 4 February 2026 were submitted and approved as a correct record.

25/111 **MINUTES - EXECUTIVE SUB-COMMITTEE FOR PROPERTY - 4 FEBRUARY 2026**

The Minutes of the previous meeting of the Executive Sub Committee for Property held on 4 February 2026 were submitted and accepted as a true record.

25/112 **ANNOUNCEMENTS FROM THE MAYOR**

None.

25/113 **QUESTIONS FROM MEMBERS OF THE PUBLIC (IF ANY)**

None.

25/114 **QUESTIONS FROM ELECTED MEMBERS (IF ANY)**

None.

25/115 **MATTERS REFERRED FROM SCRUTINY OR COUNCIL (IF ANY)**

None.

25/116 **REPORTS FROM THE OVERVIEW AND SCRUTINY BOARD OR A SCRUTINY PANEL (IF ANY)**

None.

25/117 **REPORTS FROM MEMBER BODIES WHICH ARE THE RESPONSIBILITIES OF THE EXECUTIVE**

None.

25/118 **COUNCIL PLAN 2026-29**

The Mayor submitted a report for Executive consideration, the purpose of which was to seek approval of the completed refresh of the council plan. The plan was appended at appendix one of the report.

11 March 2026

the Council Plan was the organisation's overarching medium-term business plan and was typically refreshed annually. This refresh followed a review of performance in the previous year and introduced an outcome-driven approach to demonstrating progress and impact, as agreed by Executive in December 2025.

The Council Plan was part of the council's policy framework and therefore required approval by full council, as set out in the Constitution. The budget and policy framework procedure rules allowed the Executive to draw up firm proposals for submission to full council where a new plan was proposed. Changes to outcomes could be approved by Executive.

The report proposed no changes to the vision or priorities; it reflected the revised outcomes agreed in December 2025 and updated the measures used to assess impact.

In 2024, the council established a time-limited transformation programme in response to significant financial pressures. The programme was reviewed in 2025 to ensure better alignment with the Council Plan. Its purpose was to stabilise the organisation, deliver agreed savings, improve outcomes for residents and maintain statutory service delivery during a period of financial constraint.

The programme had achieved many of its financial objectives, and the time was now right for the Council to move into the next phase. It was no longer proportionate or sustainable to operate transformation as a standalone initiative. The conditions that required exceptional programme governance had shifted, and improvement capability was now better embedded within day-to-day operations.

It was commented this would not be last report submitted to Executive on this matter. Executive would also be sighted on individual service plans related to the refreshed Council Plan.

It was also commented that specific references to culture would be made in future documents that referred to the Council Plan. It was discussed and, following a vote, was agreed that wording in the document would be amended to reflect how Middlesbrough works together to achieve its aims.

OPTIONS

Members could have chosen to not refresh the activity within the plan or the measures that assessed impact. This was not recommended because the Plan would not then have provided a blueprint against which the organisation could set its supporting plans, strategies and policies against with any confidence that the Plan reflects the priorities and needs of the town's residents.

ORDERED that Executive:

- 1. Approves the refreshed Council Plan which set out how the Council would measure success, following previous agreement of the outcomes in December 2025 by Executive.**
- 2. approves further minor amendments to the outcomes agreed by executive in December 2025 to create separate outcomes for digital and transport connectivity and minor, non-material changes to sentence structure to enhance readability and did not change the nature of the agreed outcomes.**
- 3. Approves the cessation of the Council's transformation programme and transition into a continuous improvement model.**
- 4. Approves the transition of the customer strategy and the Neighbourhoods model into business-as-usual delivery.**
- 5. Approves the Council's engagement in the place leader's partnership, its membership on that partnership.**
- 6. Endorses the planned development of a place strategy for the town, to be led by the place leader's partnership.**

REASONS

Refreshing the Council Plan enabled the Council to continue to plan over the medium term. Updating outcomes and measures of success ensured that the Council Plan

11 March 2026

reflected current progress against the council's vision and priorities. Under the local government act 1999, local authorities must legally deliver what was termed 'best value' in that a Council must be able to show that it had arrangements to secure continuous improvement in how it carried out its work. The proposals in the report set out how the council is embedding continuous improvement within its strategic planning.

25/119

CONTINUOUS IMPROVEMENT PLAN PROGRESS REPORT

The Mayor submitted a report for Executive consideration, the purpose of which was to set out progress in delivering the Continuous Improvement Plan.

in March 2025, full council considered the final reports of both the Local Government Association (LGA) Corporate Peer Challenge team and the Middlesbrough independent Improvement Advisory Board (MIAB).

Both of those reports were hugely positive, recognising the improvements the Council had made over the previous two years on its improvement journey. They also contained a series of recommendations, designed to ensure the Council maintained an outcome focussed commitment to the principles of its continuous improvement journey as it transitioned from a period of intervention. In November 2025, the LGA team returned to Middlesbrough and conducted a follow up visit. A copy of their report was attached at Appendix two of the report. The Continuous Improvement Plan of the Council had been updated to reflect this and their findings.

The Plan also continued to track delivery of actions arising from the external assurance review undertaken by Grant Thornton as part of the Exceptional Financial Support (EFS) application. It also included an action arising from the Care Quality Commission inspection of adult social care services.

Appended to the report, was a copy of the Continuous Improvement Plan and its status as of January 2026. The Plan continued to evolve as actions were delivered and follow up actions were identified, where necessary.

A conversation took place about the inclusion of lessons and actions from the Improvement Plan into business-as-usual approaches. It was commented that any remaining actions from the Improvement Plan would likely be incorporated into documents such as the annual Governance Statement.

OPTIONS

The Council could have chosen to maintain multiple documents capturing continuous improvement activity; however, this would have been an inefficient approach and would have reduced Members' ability to see a comprehensive overview of the Council's ongoing activity in relation to continuous improvement.

ORDERED that Executive approves the updated Continuous Improvement Plan.

AGREED that Executive notes the progress made in delivering the commitments within the Continuous Improvement Plan.

REASONS

Having a Continuous Improvement Plan that captured all strategic continuous improvement activity provided Members and officers with a comprehensive overview of improvement activity within the organisation as part of a framework of assurance reports. The plan ensured the Council was tracking this type of activity within one document. Successful delivery of continual improvement activity would improve the Council's ability to deliver against its council plan ambitions.

25/120

CORPORATE PERFORMANCE QUARTER THREE 2025/2026

The Mayor submitted a report for Executive consideration, the purpose of which was to advise Members of corporate performance at the end of Quarter Three 2025/2026, and where

11 March 2026

appropriate, sought approval of any changes, where these were within the authority of the Executive.

The Council's scheme of delegation gave the Executive collective responsibility for corporate strategic performance, together with associated actions.

The report provided the necessary information to enable the Executive to discharge its performance management responsibilities, setting out progress against priority performance disciplines and other key associated items, together with actions to be taken to address any issues identified.

The projected financial outturn at Quarter Three 2025/2026 was presented separately to this meeting of the Executive. Members were advised that during 2026/2027 steps would be taken to deliver integrated reporting on this subject.

The Council's overall performance at the end of Quarter Three 2025/26 saw progress towards expected performance standards, as set out in the Council's risk appetite, achieved in one of the five corporate performance disciplines.

Members noted that performance against programme and project management from Quarter Three 2025/26, was against all programmes and projects within the overarching portfolio.

Members also noted that performance against Council Plan outcomes for Quarter Three 2025/26 was measured by tracking progress against baseline key performance indicators, as outlined in the Council Plan 2024-27 and its associated workplan. It was expected that, over time, 90% of the outcome measures would be achieved.

OPTIONS

The Council was required to operate a performance management framework to ensure delivery of its best value duty. Not doing so would have placed the Council at risk of failing in its statutory responsibility in this regard.

ORDERED that Executive:

- 1. Approves proposed changes to the Executive actions, detailed at Appendix one of the report.**
- 2. Approves the proposed changes to the Council Plan 2024-27 and supporting workplan actions as detailed at Appendix three of the report.**

AGREED that Executive:

- 1. Notes the delivery status of the Council Plan 2024-27 and its supporting workplan, detailed at Appendix two of the report.**
- 2. Notes the progress and position of the corporate performance disciplines.**
- 3. Notes that following agreement of the refreshed council plan 2026-29, activities in the work plan be embedded within directorate plans, once developed.**
- 4. Notes the Strategic Risk Register appended at Appendix four of the report.**

REASONS

To enable the effective management of performance and risk in line with the Council's Local Code of Corporate Governance.

25/121

TENDER PIPELINE 2026/27

The Executive Member for Finance submitted a report for Executive consideration seeking approval of Middlesbrough Council's tender pipeline for 2026/27. The report also sought agreement for a delegation of the contract award to the relevant Director who would update their Executive Member accordingly.

Members were advised that the report was not the Corporate Procurement Strategy. That strategy contained issues such as social value. A tender pipeline was used to provide the market

11 March 2026

with an understanding of the potential future open procurement activity the Council may undertake in the next 12-18 months.

The Procurement Act 2023 required the Council to formally publish tender pipeline notices for any procurement where the contract value was over £2million.

As there were limited contracts that would meet that criteria the Council would continue to publish open procurement opportunities on its own website.

The Council's Corporate Procurement Strategy 2024 - 2026 set out the strategic direction for the implementation of the contract procedure rules, which were the regulatory framework for all staff to follow in respect of purchasing goods, services and works regardless of value.

The strategy supported the aims and priorities of the Council. It set out how the Council would:

- Strive to make procurement easier for suppliers and the Council alike.
- Challenge and drive value for money from all procurement activity.
- Maximise innovation, sustainability, and collaboration in our procurement activities to support the Council's strategic objectives.
- Ensure social value and local return was at the heart of procurement opportunities.
- Continue to increase the visibility of our tender opportunities to the local and SME suppliers.
- Make the best use of local, sub-regional, regional and national collaborative arrangements where significant benefits for Middlesbrough could be evidenced.
- Within that corporate procurement strategy, a tender pipeline was used to provide the market with an understanding of the potential future open procurement activity the Council may have been undertaken in the next 12 months and increased the visibility of tender opportunities.
- The tender pipeline may have been of particular benefit to small and medium sized enterprises (SMEs) and voluntary, community and social enterprises as it provided them time to plan for future work, ensuring a competitive and diverse market.

Middlesbrough Council's tender pipeline for 1st April 2026 to 31st March 2027 had been developed as part of the Council's governance processes.

To be transparent, the pipeline included all known procurement activity and not just contracts over the key decision threshold. As such, not all these opportunities will be publicly available as not all opportunities are available to the full market.

OPTIONS

Do nothing. This was not an option as it would not support strong governance or allow the Council to be compliant with the upcoming Procurement Act requirements to publish a tender pipeline.

ORDERED that Executive:

- 1. Approves the Middlesbrough Council tender pipeline for 2026/27.**
- 2. Approves delegation of the contract award to the relevant Director who will update their Executive Member**

AGREED that Executive:

- **Notes that any above threshold tender with a contract value over £2million would have a Tender Pipeline Notice published in line with Procurement Act 2023.**
- **Notes that any above threshold tender with a contract value below £2million will be published on the Council's website only.**
- **Notes that below threshold quotations, direct awards and framework call offs will not be published as they are closed competition opportunities.**

REASONS

11 March 2026

To continue to have strong governance arrangements in place for procurement activity carried out by the council and to be compliant with the Procurement Act 2023.

25/122

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:	Corporate Director of Environment, Communities and Culture - Geoff Field
-------------------	--

Relevant Executive Member:	Executive Member for Neighbourhoods - Cllr Ian Blades
-----------------------------------	---

Submitted to:	Executive
----------------------	-----------

Date:	8 April 2026
--------------	--------------

Title:	Final Report of the Overview and Scrutiny Board (OSB) Task and Finish Group – Community Cohesion (Service Response)
---------------	---

Report for:	Decision
--------------------	----------

Status:	Public
----------------	--------

Council Plan priority:	Safe and resilient communities
-------------------------------	--------------------------------

Key decision:	No
----------------------	----

Why:	Decision does not reach the threshold to be a key decision
-------------	--

Subject to call in?	Yes
----------------------------	-----

Why:	Non-urgent decision
-------------	---------------------

Proposed decision(s)
<p>That Executive:</p> <ol style="list-style-type: none"> 1. Notes the report of the OSB Task and Finish Group into Community Cohesion and the accompanying recommendations; and 2. Approves the Action Plan prepared by the service in response to the recommendations.

Executive summary
<p>This report is for information and is intended to provide a response to the OSB report on Community Cohesion.</p> <p>The rationale for the proposed decisions set out above is that the action plan sets out how the service area will meet the recommendations made by OSB within a reasonable timeframe.</p>

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

Safe and resilient communities

1.1 To provide an overview of the recommendations within the OSB report and the proposed actions that the service area have put forward in order to meet the recommendations.

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"> - attract and grow businesses to increase employment opportunities
A healthy Place	Aims within this ambition are to: <ul style="list-style-type: none"> - promote inclusivity for all - reduce poverty
Safe and resilient communities	Aims within this ambition are to: <ul style="list-style-type: none"> - support adults to be independent for longer - promote new ideas and community initiatives - reduce crime and anti-social behaviour

2. Recommendations

2.1 That the Executive

- a) notes the response to the report; and
- b) agrees the proposed actions and adopts the action plan.

3. Rationale for the recommended decision(s)

3.1 The rationale for the proposed decisions set out above is that the action plan sets out how the service area will meet the recommendations made by OSB within a reasonable timeframe.

4. Background and relevant information

4.1 At its meeting on 25 September 2024, the Overview and Scrutiny Board established a three-Member Task and Finish Group to examine the issue of ‘Community Cohesion’.

4.2 The aim of the investigation was to examine measures used to promote and strengthen community cohesion in Middlesbrough and identify whether any gaps existed. While the riots of 2024 prompted this review, the group want to stress that community cohesion remains a salient, constantly moving, issue. It should not be viewed through single issue events.

4.3 The scrutiny of this topic fits within the following vision and priorities of the Council Plan:

- Safe and Resilient Communities – Creating a safer environment where residents can live more independent lives.

4.4 The terms of reference for the Task and Finish Group's investigation were as follows:

- a) Identify what measures are in place to promote community cohesion and integration and assess the extent to which the measures implemented have been effective.
- b) Identify any gaps in measures to promote community cohesion.

4.5 Full report is attached as **Appendix A**.

4.6 Conclusions of the report are set out below:

- a) Community Cohesion is a broad subject encompassing a multitude of issues. The remit of the Group was not to address any one issue but rather to examine the Council's position around the general Community Cohesion agenda.
- b) A key component of the Community Cohesion agenda is communication and forging effective links between the Council and the communities it supports.
- c) The Council's support of the Community Cohesion agenda seems to have received a boost because of the riots that occurred in August 2024.
- d) There has been a noted increase in reported hate crime across the Cleveland Police area between 2012/13 to 2022/23 from 359 to 1,562. There was a further increase of 11% in the period 2024/2025 which was influenced by the riots of 2024.¹
- e) While the reasons for the riots are largely seen as the result of right-wing rhetoric following the deaths in Southport, it is important to note that other factors may have contributed to them.
- f) The Council recognises the need to effectively communicate and support its communities through a Community Cohesion lens. However, prior to the riots this support did not always receive the attention it perhaps deserved. As

such, the resources allocated to supporting the Community Cohesion agenda could have been stronger in this period.

- g) Many of the measures now in place to support Community Cohesion were reactive, specifically in response to the riots.
- h) The establishment of the Gold and Silver Groups, as well as a multi-disciplinary approach to tackling hate crime and enhancing existing communications with communities is welcome, as are the various projects and initiatives created by those groups.
- i) The effectiveness of those projects and initiatives is monitored, however, that monitoring is only recently becoming available due to the relatively limited time they have been in place.
- j) The Council has supported events that promote community cohesion, namely the Mela and Diwali celebrations. However, before the riots there is limited evidence of any other large-scale events of this nature. The group are aware that investment in cultural events forms part of the proposed budget for 2026/27 and it hopes that events promoting community cohesion will benefit from this.

4.7 Recommendations are set in the action plan at **Appendix B** with proposed service area actions in response to them with timescales and named officers as lead.

5. Ward Member Engagement if relevant and appropriate

5.1 Overview and Scrutiny Board will be consulted throughout the progress of the action plan.

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

6.1 Do not support the action plan. This approach is not recommended as the plan has set out how the service area will meet the recommendations made by OSB within a reasonable timeframe.

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

Topic	Impact
Financial (including procurement and Social Value)	Costs associated with implementing the actions will be absorbed within the existing budgets as part of the Neighbourhood work.
Legal	Legal team will be consulted during the delivery of the action plan and any legal issues will be addressed as they arise. There are no legal issues identified at this moment in time

Risk	Failure to implement the action plan increases the risk of fragmented communities, and reduced resilience in responding to incidents.
Human Rights, Public Sector Equality Duty and Community Cohesion	The action plan aims to support community cohesion and equality across Middlesbrough.
Reducing Poverty	Improving poverty is a key aspect of the neighbourhood agenda and it is embedded in the work that the teams do. It will also be threaded throughout the community cohesion strategy.
Climate Change / Environmental	N/A
Children and Young People Cared for by the Authority and Care Leavers	The community cohesion strategy will involve all elements of the community including young people and care leavers
Data Protection	All information will be held and stored in line with data protection policies and procedures.

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

Action	Responsible Officer	Deadline
Deliver the action plan	Marion Walker	December 2026

Appendices

1	Appendix A - Full report
2	Appendix B - Action Plan

Background papers

Body	Report title	Date

Contact: Marion Walker; Head of Neighbourhoods
Email: marion_walker@middlesbrough.gov.uk

This page is intentionally left blank

MIDDLESBROUGH COUNCIL

OVERVIEW AND SCRUTINY BOARD
28 January 2026

DRAFT FINAL REPORT OF THE OSB TASK & FINISH
GROUP – COMMUNITY COHESION

CONTENTS

Aim of the investigation	Page 2
Council Plan – Vision & Priorities	Page 2
Terms of Reference	Page 2
Background Information/Evidence Gathered	Page 3
Term of Reference A – Identify what measures are in place to promote community cohesion and integration	Page 6
Term of Reference B - Identify where there are significant gaps in the provision of such measures	Page 14
Conclusions	Page 16
Recommendations	Page 17
Acknowledgements	Page 17
Background Papers	Page 18

AIM OF THE INVESTIGATION

1. At its meeting on 25 September 2024, the Overview and Scrutiny Board established a three-Member Task and Finish Group (herein “the Group”) to examine the issue of ‘Community Cohesion’.
2. The aim of the investigation was to examine measures used to promote and strengthen community cohesion in Middlesbrough and identify whether any gaps existed. While the riots of 2024 prompted this review, the group want to stress that community cohesion remains a salient, constantly moving, issue. It should not be viewed through single issue events.
3. The Group are keen to stress that “community cohesion” is a broad subject, and addressing all its facets is not the purpose of this report. Instead, the review’s focus is relatively narrow and compares its findings with some of the recommendations contained in the Culture and Communities Scrutiny Panel report approved in July 2021.
4. As part of its evidence gathering process, the group held discussions with key partners including representatives from the Council, Cleveland Police and Crime Commissioner and voluntary sector.

COUNCIL PLAN – VISION AND PRIORITIES

5. The scrutiny of this topic fits within the following vision and priorities of the Council Plan:-
 - Safe and Resilient Communities – Creating a safer environment where residents can live more independent lives.

TERMS OF REFERENCE

6. The terms of reference for the Task and Finish Group’s investigation were as follows:-
 - A) Identify what measures are in place to promote community cohesion and integration and assess the extent to which the measures implemented have been effective.
 - B) Identify any gaps in measures to promote community cohesion.

BACKGROUND INFORMATION/SETTING THE SCENE

Community Cohesion Definition

7. Community cohesion refers to the ability of diverse communities to function and thrive harmoniously, valuing diversity, promoting equal opportunities, and fostering positive relationships between people from different backgrounds. Community cohesion is important because a cohesive community is better equipped to address challenges, support each other, and work towards a shared future.
8. The Local Government Association (LGA) states that Councils, and Councillors, have a role to play in contributing to the community cohesion agenda. They can provide tools and resources to:
 - Offer a common vision and a sense of belonging for all
 - Positively value diversity
 - Provide equal opportunities to people from different backgrounds; and
 - Provide an environment where strong and positive relationships can be developed between people from different backgrounds in the workplace, in schools and within neighbourhoods.¹
9. The LGA offers a range of tools that can support Community Cohesion, and the group encourage all Members to review those tools on the LGA's webpages.
10. The group recognises that Community Cohesion encompasses a range of factors ranging from socioeconomic activity to race and ethnicity. As such, the review has approached Community Cohesion quite broadly.

National Context

11. Following the murders of three young children attending a summer dance class in Southport significant civil disorder broke out in London, Hartlepool, Aldershot, Sunderland, Hull, Liverpool, Blackpool, Stoke-on-Trent, Rotherham, Tamworth, Middlesbrough and Plymouth between 31 July and 5 August 2024.
12. In the immediate aftermath, significant coverage was paid to reactions to the disorder and how local police forces dealt with the perpetrators.
13. This report does not explore external influences on community cohesion. The group stress that national, and international factors may have had an impact on community tensions that ultimately led to the riots in summer of 2024. These factors include societal frustrations associated with economic decline and loss of traditional economic engines, such as the closure of SSI Steel Works in Redcar. International

¹ Local Government Association "Community cohesion, inclusion and equality" <https://www.local.gov.uk/our-support/equalities-hub/community-cohesion-inclusion-and-equality>

considerations may include foreign powers attempting to influence social cohesion and democracy in the UK, as debated by MPs in Parliament on 11 December 2025.²

14. During its investigation the Group found there was some correlation between the number of recorded hate crimes and the community tensions that were witnessed in the summer of 2024. While high-level data has been included here it should be viewed as indicative rather than prescriptive. It should also be noted the way hate crimes are recorded by the police changed in 2024. As such, precise data comparison is difficult.
15. Hate crimes are a subset of notifiable offences recorded by the police (categories for hate crimes being race or ethnicity, religion, sexual orientation, disability and transgender identify). In the year ending March 2025, 3% of offences recorded by the police were identified as being hate crimes.
16. Nationally, in the year ending March 2025 there was a 2% increase in recorded hate crimes from the previous year. Within the hate crime category, there was an increase of 6% and 3% for race and religious reasons respectively, while other hate crime categories saw slight decreases over the same period.
17. This increase is reflected locally with 1,475 hate crimes relating to race and religion being reported in the Cleveland Police Area in 2024/2025. This was an increase of 316 (or 27%) on the previous year, the highest numerical increase of other northern police force areas.³

Table 1 – Reported hate crime statistics for 2024/2025.

Police Area	Population (Est.)	Reported Hate Crimes 2024/25 (2023/24)	% of Pop.	Numeric Change	% Change
Cleveland	570,000	1475 (1159)	0.26%	316	27%
Cumbria	500,000	559 (387)	0.11%	172	44%
Durham	640,000	744 (558)	0.12%	186	33%
N. Yorkshire	830,000	702 (693)	0.08%	9	1%
Northumbria	1,500,000	2875 (2681)	0.19%	194	7%

Local Context

18. Riots took place in Middlesbrough on 4 August 2024, causing approximately £750,000 of damage and led to more than 100 arrests⁴. The disorder took place in central electoral wards, directly affected two wards, its impact prompted the Overview and

² Foreign Interference, Hansard, UK Parliament, [Foreign Interference - Hansard - UK Parliament](#)

³ North police force areas are Cleveland, Cumbria, Durham, North Yorks and Northumberland. The data used was extrapolated from government data at [Police recorded crime and outcomes open data tables - GOV.UK](#)

⁴ [More than 100 arrests as Cleveland Police continue hunt for suspects involved in violent disorder | Cleveland Police](#), <https://www.cleveland.police.uk/news/cleveland/news/2024/august/more-than-100-arrests-as-cleveland-police-continue-hunt-for-suspects-involved-in-violent-disorder/>

Scrutiny Board to establish a Community Cohesion Task and Finish Group to look at the broad issues around Community Cohesion to understand if the disorder was symptomatic of a wider problem.

19. Middlesbrough prides itself on inclusivity and a welcoming approach. It's diverse socio-economic and demographic makeup mean supporting communities is a high priority.
20. Middlesbrough is ranked as the fifth most deprived local authority area in England as of 2019. As of 2025 it was included in local authority areas whose districts had the highest proportion of neighbourhoods that were the most deprived in England. ⁵
21. Middlesbrough is the most ethnically diverse local authority area in the Tees Valley. According to the 2021 census, it has a British Minority Ethnic Population of 17.6%.
22. As a starting point, the Group considered the Scrutiny review into Community Cohesion of 2021 to understand if the issues and recommendations remained relevant and were being pursued.
23. The recommendations from that report were:
 - *That the Council develop a Community Cohesion Strategy for Middlesbrough that:*
 - *Ensures all aspects of community cohesion work is co-ordinated and monitored.*
 - *Informs the Council's existing social regeneration agenda and is monitored through existing performance reporting processes.*
 - *Is in place by the end of 2022/23.*
 - *Given recent staffing changes, as well as the discontinuation of funding for key projects after 2021 and the uncertainty brought about the Covid-19 pandemic, the Council should look to ensure the current Strategic Cohesion and Migration Manager is sufficiently supported via a robust staffing structure beyond 2021.*
 - *That the Executive consider including Middlesbrough in the Refugee Resettlement Scheme.*
 - *To assess progress against its objectives, the Panel should receive an update on the progress of Place Based Working no later than November 2021.*

⁵ English indices of deprivation 2025: statistical release, [English indices of deprivation 2025: statistical release - GOV.UK](#)

EVIDENCE GATHERED

Term of Reference A – Identify what measures are in place to promote community cohesion and integration.

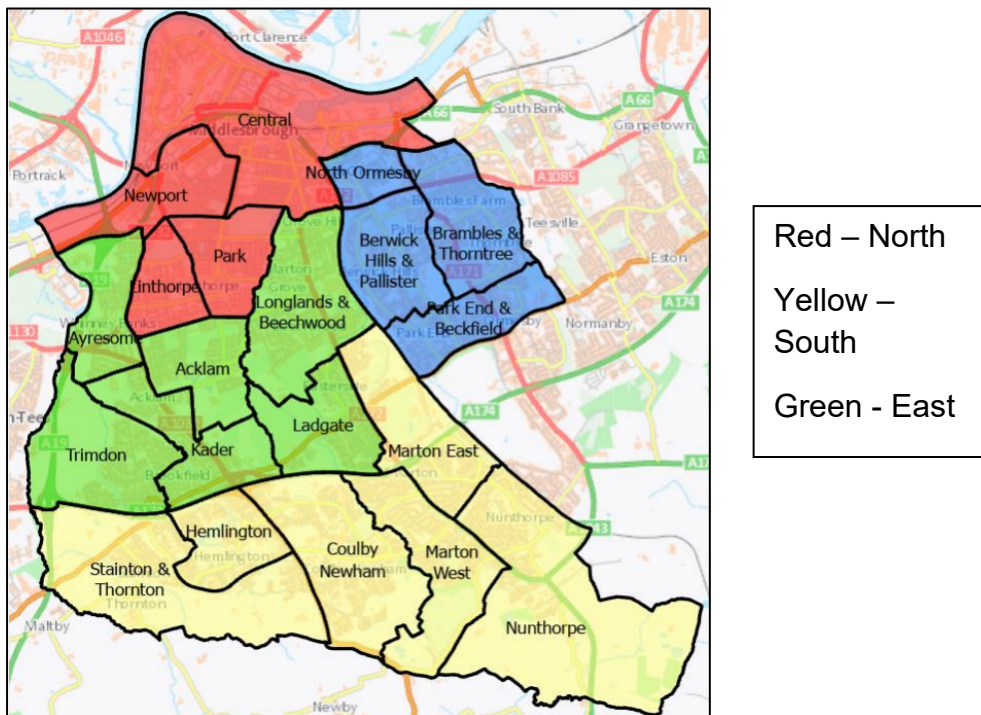
24. The group have separated this Term of Reference between the periods both before the riots, during the riots and after the riots.

Before the Riots

25. Community Cohesion has always been an important service within the Council and the group understands support for this service has always been provided nominally within the existing resources of the time. The riots of August 2024 provided a catalyst to expand those services.

26. For some time before the summer of 2024, the Council was aware it needed to enhance how it communicated with and supported Middlesbrough’s communities. It had begun moving services from centralised locations to localities. Local area working, whereby key services are placed in the communities they serve had been piloted in 2023 with “Locality Working” and its successor “Neighbourhood Working” having been in place since early 2024. Neighbourhood working takes the form of Neighbourhood Hubs placed in the North (Newport Hub), South (Viewley Centre, Hemlington), East (LWE Berwick Hills) and West (Easterside Hub *Grove Hill Hub will replace it once it is redesigned) of the town.

Figure 1 – Neighbourhood Model Map



27. The need to engage with communities sits at the heart of this working model, and functions such as “Community Conversations”, are a predominant feature. The group

recognises that the full aspirations of this model were not fully realised and embedded by the time of the riots in August 2024.

28. Prior to the riots, Community Cohesion work was undertaken within core budgets. From a staffing perspective each locality included a Community and Cohesion worker broken down in the following way (headcount):
- North – 2
 - East – 2
 - South – 1
 - West – 1
29. The group found that while a Community Cohesion Strategy was not in place by the time of the riots, the Council’s approach to the Community Cohesion agenda was not lacking.
30. For example, the Council’s Executive approved the content and priorities set out in the ‘Community Safety Action Plan 2024-2026’⁶ on 24 July 2024. which had been developed through the Community Safety Partnership (CSP). The CSP Action Plan’s Mission Statement is as follows:

“... working with partners in our Neighbourhoods to ensure our residents “feel safe, be safe and stay safe”. Middlesbrough’s Community Safety Partnership (CSP) brings together the responsible authorities of Police, Local Authority, Fire and Rescue, Health and Probation to work in collaboration with other statutory and voluntary services and local people to reduce crime and make people feel safer by dealing with issues such as anti-social behaviour, drug and alcohol misuse, delivering the Prevent duty (Counter Terrorism and Security Act 2015) and ensuring specific obligations such as public engagement and delivery of an action plan are met. The priorities and key objectives set out in this plan are based upon an assessment of crime and disorder issues across the Borough and reflect the views of the community on matters that are important to them to collectively implement and deliver initiatives that will help all areas of Middlesbrough become a safe place to live, work and visit.”

31. The CSP Action Plan sets out three headline priorities – each with a number of strands underneath – and is built around a robust outcome-based performance management framework in order to review and monitor progress:-

Priority 1 – Feel Safe (perceptions)

Objectives

- Reducing crime and anti-social behaviour (Inc. environmental crime)
- Improving community cohesion and resilience

⁶ Middlesbrough Community Safety Plan 2024-26 [mgConvert2PDF.aspx](#)

- Delivering the prevent agenda

Priority 2 – Be Safe (reducing violence)

Objectives

- Improve mental health
- Reduce exploitation
- Reduce substance misuse
- Reduce domestic violence
- Tackling serious violence

Priority 3 – Stay Safe (Neighbourhoods)

Objectives

- Working with communities (doing 'with' not 'to')
- Improving environmental cleanliness
- Addressing underlying community issues

The Riots

32. In Middlesbrough riots took place in the northern part of the town in areas with both relatively high levels of deprivation and BAME populations. The reasons behind why the riots broke out are well documented with differing viewpoints. This review does not attempt a root-cause analysis.
33. It is widely acknowledged that the riots took place in the immediate aftermath of the murder of three girls at a dance class in Southport on 29 July 2024. Following the tragedy, the false claim that the killer was a Muslim asylum seeker was spread on social media. This subsequently led to civil unrest at a Southport Mosque which turned to violence. Across the following week, there was unrest and disorder of some form across 27 towns and cities that targeted a wide range of places associated with asylum seekers and Muslim immigrants more generally. A particular focus was the hotels used by the UK Government to house asylum seekers, though mosques as well as streets and shops associated with racialised minorities were also targeted.⁷
34. From a Community Cohesion perspective, other factors may also have been at play. For example, the Royal Geographical Society (RGS) in its publication "*Understanding the 2024 UK riots*" acknowledges that, relatively speaking, "little about the dynamics and nature of these events" is known. It points out that, "Although the protesters included activists from the far-right, subsequent arrests show the participants often

⁷ Royal Geographical Society "Understanding the 2024 UK riots" [The Geographical Journal - Wiley Online Library](#)

had few or no clear political connections and included delinquents, relishing the mayhem, who had opportunistically decided to participate”.⁸

35. Given the number of young people involved in the riots, the group found the Children’s Commissioner’s report “Children’s involvement in the 2024 riots” of interest. It found that many young people who had actively taken part in the riots were not motivated by far-right rhetoric but feelings of animosity towards the police, curiosity and the prospect of excitement.⁹
36. Regardless of the reasons, the riots demonstrated that the Community Cohesion agenda needed to be a high priority for the Council.

Response the Riots

37. Following the riots, the need for a joined-up, multi-agency, response was universally recognised. The Council and its partners established a multi-agency recovery structure with ‘Gold’ and ‘Silver’ Recovery Groups to plan how to support residents and return to a state of normality.
38. The group greatly appreciate Cleveland Police’s response to the riots and wanted to understand its position in a wider Community Cohesion context. The Cleveland Police and Crime Commissioner stated that after the riots his top priority was to engage with affected communities and speak directly with them. He emphasised the need to “speak out together” and assure Middlesbrough’s diverse communities the Police were there to support people not just enforce the law. The Police and Crime Commissioner also stated that a previously dormant group, the “Strategic Hate Crime Group” had been reinvigorated with the intention of bringing partners together to tackle hate crime.
39. Operationally, the Police response to the riots has been the subject of a parliamentary report by the Home Affairs Select Committee, published on 14 April 2025. The report states that an estimated additional 40,000 Police Officer shifts were required to deal with the unrest over a 10-day period which resulted in more than 1,500 arrests.
40. The key findings of the report fall into the following areas:-
 - Social media and disinformation
 - Police response
 - The criminal justice system
 - Two-tier policing

⁸ Royal Geographical Society “Understanding the 2024 UK riots” [The Geographical Journal - Wiley Online Library](#)

⁹ Children’s Commissioner “Children’s involvement in the 2024 riots” [Childrens-involvement-in-the-2024-Riots-Report.pdf](#) p9

41. Several conclusions and recommendations were made in the report¹⁰ and the group have not repeated them here.
42. From a Council perspective, on 8 January 2025, the Executive approved recommendations on spending a total of £655,000 provided by the Ministry of Housing, Communities and Local Government (MHCLG), via the Communities Recovery Fund (CRF).
43. The constituents of the Gold Recovery Group include senior representatives from Middlesbrough Council, Thirteen Group, Cleveland Police, Office for the Police and Crime Commissioner, Teesside University, Tees Esk and Wear Valley Mental Health Trust, Middlesbrough Voluntary Development Agency, Probation Service and Cleveland Fire Brigade. This group set the key objectives for Silver Group along with the three key areas of focus for grant funding:-
 - a) Engagement
 - b) Events within neighbourhoods
 - c) Youth Provision
44. Silver Group was tasked with developing key areas of work under each of the above grant funding focus areas.
45. The constituents of the Silver Group include representatives from the following organisations: Cleveland Police, Middlesbrough Council, Office for the Police and Crime Commissioner, BME Network, Thirteen Group, Fire Brigade, Teesside University, Local Resilience Forum, Mayors Office, Executive Member for Community Safety and the following voluntary and community organisations: MVDA, Streets Ahead, Amal Project, Investing in People and Cultures, Localmotion, Hindu Cultural Centre, Mosques, Caritas and Ubuntu.
46. Silver Group established the following multi-agency subgroups that have had an input into the proposals for spending the £655k grant funding. Each sub-group meets at least once a month and has developed an action plan which feeds directly into Silver Group:
 - Communications Group – partners monitor social media/press for arising issues, develop key messages to dispel disinformation and misinformation using trusted community voices to share messages. Developed a communications plan for emergency events and shared key details with community groups to advise their members.

¹⁰ House of Commons, Home Affairs Committee “Police Response to the 2024 Summer Disorder” published 14 April 2025. [Summer 2024 disorder](#)

- Young People and engagement – Develop a plan to engage with all young people in the community via schools, colleges, YJS, youth providers, NEET and VCS organisations, develop relationships and activities, challenge hate vocabulary and signpost to existing activities/newly developed activities.
 - Community Conversations – To employ an experienced hate crime rhetoric specialist to assist in developing and delivering appropriate conversation rhetoric, tools and methods to engage with the community. Develop a process that feeds back on actions to be taken, where appropriate.
 - Hate Crime and Community Tensions – Explore existing hate and community tension reporting process, further develop/publicise to ensure community awareness and access to report. Explore translation and reach out to vulnerable individuals/groups.
 - Community Engagement and Participation – Map existing community offer, engage with community, identify gaps/needs, develop and deliver activities/events to further engage with wider community, building cohesion.
 - Victims and Perpetrators – Ensure victims have access to support services, understand processes and expectations. Further develop restorative justice approach. Co-ordinate plan to manage release of those convicted of rioting. Produce a local film with real footage/audio from Middlesbrough riots to use as a tool within restorative justice approach.
47. It was agreed that a proportion of the funding would be distributed direct to community groups in the form of grants, to allow them to lead on activities.
48. The Community Riot Fund proposals are in line with the conditions of the grant. These grants support a range of projects that will help the town in respect of increasing its level of resilience and community cohesion.
49. The group heard that Silver Group provides the opportunity for each organisation to provide updates on recent activities, any issues arising (actioned as necessary), and to discuss upcoming events to be widely shared with partners. Silver Group also receives weekly feedback on Community events which, as at October 2024, include:-
- Newport Community Fun Day
 - Middlesbrough Mela (well attended by all communities)
 - BME Network Event (focusing on resilience work, with more than 40 attendees)
50. As might be expected, there are numerous performance measures associated with the grant funding. A full list of these measures and performance against them can be

found at Appendix 1. There is also extensive feedback from projects and events initiated as a result of the Community Recovery Fund which can be found at Appendix 2.

51. A Hate Crime Awareness Week took place between 12-19 October 2024. Posters were distributed to community groups and agencies for display, and information regarding Third Party Reporting for hate crimes was provided at Teesside University's Freshers Week for all students and remained ongoing. The Office of the Police and Crime Commissioner for Cleveland is leading on the Strategic Hate Crime Group and the Hate Crime Operations Group raises key issues with Silver Group for awareness and actions.
52. Work had commenced, in conjunction with the Local Resilience Fund (LRF) to develop Newport Hub as a pilot Resilience hub for any emergency event. Membership was being developed, together with appropriate training, facilitated by Middlesbrough Council, and delivered by community members.
53. In December 2024, CURV (Cleveland Unit for the Reduction of Violence), under the Office of the Police and Crime Commissioner, announced the launch of a small grants fund, 'RISE'¹¹, aimed at building community resilience.
54. CURV provided Catalyst Stockton and Middlesbrough Voluntary Development Agency (MVDA) with £15,000 each to set up a small grants fund for the purpose of building community resilience as well as improve the perception, and fear of violent crime.
55. The MVDA will manage the funding on behalf of CURV's RISE programme in Middlesbrough and be provided with a management fee of 15% of the total grant. This adds a further £4,500 to the funding. The target area for this work is Newport Ward.
56. Suggestions on how RISE grant funds could be used included (but not exhaustive):
 - Increased provision for children and young people. This could include practical projects such as clearing/cleaning green spaces for children to play, or educational/awareness initiatives presenting risks of drugs and engagement in violent crime.
 - Focus on promoting healthier lifestyles for all.
 - Intergenerational community engagement – bringing residents together to create a stronger sense of community and safety.

¹¹ OPCC, CURV - [Small grants fund RISE launched to build community resilience - Cleveland Police and Crime Commissioner](#)

57. Applicants needed to explain how their project would help reduce the impact of violent crime in the community and enhance the feeling of safety for residents, whilst improving community resilience and cohesion. All projects needed to capture baseline perceptions within the community then again following delivery of the project to measure impact.
58. Several other projects have, or are, in the process of being ran to support the community cohesion agenda. These include Deep Democracy Foundations course (Delivered Sept – Dec 2025) which delivered a valuable approach and provided tools to 30 frontline staff working with interpersonal, group, team, and community dynamics. Based on the foundation of Lewis Deep Democracy, this course provided the theoretical background and experiential learning opportunities needed for day-to-day work and personal environments. The course increased people's capacity to succeed in working in complex social systems by helping them understand relationship/group dynamics and by offering practical tools for working with differences in a group, making effective decisions and by increasing their conflict literacy to turn destructive conflict into creative tension.
59. The Community Bridgebuilders Project (Delivery January-March 2026) is a fresh initiative to increase the skills, competencies, and confidence of those wanting to build bridges in Middlesbrough, and to increase understanding across difference. It was identified that an area of significant work needed to be undertaken with frontline staff from statutory and voluntary organisations to increase their ability and confidence to have 'difficult' conversations with communities around sensitive issues.
60. The Educate & Unite: Schools Shaping the Future Supporting Schools in Middlesbrough (Delivery Jan-March 2026) project recognises that Middlesbrough's schools play a critical role in fostering understanding, combating hate, and rebuilding trust. Misinformation, socioeconomic inequalities, and unresolved tensions have fuelled division, making education a key tool for social cohesion. This project will equip students, educators, and community leaders with the tools to challenge misinformation, promote inclusivity, and create a sense of belonging. Working alongside key partners, including Middlesbrough Council, the BME Network, Nur Fitness, and the AMAL Project, it will ensure young people and local communities co-design elements of this programme.

Middlesbrough Community Safety Partnership

61. While the Middlesbrough Community Safety Partnership was created sometime before the riots, the Partnership's strategic role in assessing the changing landscape and threat was brought into sharper focus following the riots.
62. The Middlesbrough Community Safety Partnership is a statutory body made up of key 'Responsible Authorities' with equal responsibility for reducing crime and anti-social

behaviour under the Crime and Disorder Act 1998 (and as amended by the Anti-social Behaviour Act 2014 and the Police and Crime Act 2017). The Responsible authorities work alongside voluntary services and local people to reduce crime and make people feel safer by dealing with issues such as anti-social behaviour, drug and alcohol misuse, reoffending and serious violence.

63. The Community Safety Partnership (CSP) undertakes various functions in order to deliver its statutory requirements. One of those functions is to produce a strategic intelligence assessment that informs a Community Safety Plan setting out the CSP's priorities and how they would be addressed. The Plan is reviewed every two years.
64. The Active Intelligence Mapping (AIM) Group monitors patterns and trends in multi-agency data informing deployment of partnership resources to address emerging issues monthly.
65. In addition, multi-agency thematic groups are in place, with task and finish groups established as and when required. These groups also link into the Neighbourhood Action Partnership meetings (NAP) with the operating areas being aligned to the neighbourhood working model. As described above, the Neighbourhood Model ensures communities are at the heart of everything the CSP does.

Community Activity since the riots

66. On 4 August 2025, a Community Showcase event organised by Council staff with help from volunteers and community organisations was held in Middlesbrough Town Hall. The event marked one year from the response to the riots in Middlesbrough where staff and Middlesbrough people joined together to clean up the town.
67. The Council had allocated funding received from the Government's Community Recovery Fund for a range of events, activities and grassroots organisations/projects and was designed to reduce the risk of further disorder in the future and rebuild trust and cohesion within the community.
68. Attendees at the event included volunteers who had worked to strengthen ties between different cultures and also families who had been targeted by rioters. The event showcased a range of musical performances and foods from various cultures and those organisations that had received funding presented their progress to date.

Term of Reference B – Identify where there are significant gaps in the provision of Community Cohesion measures

69. Rather than "gaps" in Community Cohesion support, it was found that prior to the riots the support could be described as nominal. The group stress they do not think that

support was inferior. However, the riots did demonstrate how the Council needed to be more pro-active in its approach. As such, the expansion of Community Cohesion related activities should be seen as filling any gaps that a pre-riot approach left.

70. When considering the findings of the 2021 scrutiny report, the group found that a dedicated Community Cohesion Strategy was not in place but had been recommended. However, in this period a ‘Sustainable Community Strategy for Middlesbrough 2008-2023’¹² was in place and had been developed by the Middlesbrough Partnership (now Local Strategic Partnership). This provided a framework for partners to co-ordinate service development and delivery across the town which Community Cohesion activity could contribute to.
71. While the group is disappointed that a singular event, namely the riots, was the catalyst for the creation of the Community Cohesion Strategy, they are nevertheless encouraged to find that a Strategy is now being developed in conjunction with external stakeholders, namely Belong.
72. Belong are a cohesion and integration network who are “the UK’s leading membership organisation on social cohesion, offering academic research, consultancy, training, networking, thought leadership and events for members across sectors in the UK.” The strategy has completed the scoping stage and was now undergoing the co-production stage which is hoped to be completed by February 2026.
73. There has been staffing expansion to support Community Cohesion activities, such as the creation of Neighbourhood Navigators in localities. This role delivers intensive interventions that support individuals at the earliest opportunity. The role of the Neighbourhood navigator is to develop and deliver tailored programmes supporting adults and families with complex needs access mainstream and specialist services. Navigators will create bespoke programmes that engage individuals and families and improve outcomes, addressing short and long-term challenges. Applying a ‘whatever it takes’ attitude, and working with a range of stakeholders and partners, they will support individuals and families to engage at the earliest opportunity with services including, but not limited to, substance misuse, health, social care, education, training and employment services.
74. One of the key principles of the Neighbourhood Model is prevention and early intervention that helps to reduce escalations. The Navigators will work with partners and apply a ‘whatever it takes’ attitude to engage with and support people who need help as they present to the Neighbourhood teams.

¹² Sustainable Community Strategy for Middlesbrough 2008-2023 developed by the Middlesbrough Partnership : [Middlesbrough sustainable community strategy 2008-2023](#)

75. Neighbourhood Navigators will support individuals, adults and families with complex needs and deliver intensive interventions within a multi-agency environment to offer support at the earliest opportunity to prevent them from needing to use other services later. The Navigators will help to guide people through often complex systems and networks making it easier to access support and stay in touch with the right services first time.
76. The Neighbourhood Model also saw the appointment of eight Community Development Officers, four Neighbourhood Link Workers and 16 Neighbourhood Caretakers. All of these posts are based within each of the neighborhood areas.
77. It is important to stress that additional roles such as Neighbourhood Navigators complement existing roles based in the localities, such as Neighbourhood Safety Wardens, Neighbourhood Development Officers and Community Hub Officers. All of these roles contribute to the Community Cohesion agenda by facilitating, and engaging in, conversations with communities to ensure any tensions are identified and addressed before they become a problem.

CONCLUSIONS

1. Community Cohesion is a broad subject encompassing a multitude of issues. The remit of the Group was not to address any one issue but rather to examine the Council's position around the general Community Cohesion agenda.
2. A key component of the Community Cohesion agenda is communication and forging effective links between the Council and the communities it supports.
3. The Council's support of the Community Cohesion agenda seems to have received a boost because of the riots that occurred in August 2024.
4. There has been a noted increase in reported hate crime across the Cleveland Police area between 2012/13 to 2022/23 from 359 to 1,562. There was a further increase of 11% in the period 2024/2025 which was influenced by the riots of 2024.¹³
5. While the reasons for the riots are largely seen as the result of right-wing rhetoric following the deaths in Southport, it is important to note that other factors may have contributed to them.
6. The Council recognises the need to effectively communicate and support its communities through a Community Cohesion lens. However, prior to the riots this support did not always receive the attention it perhaps deserved. As such, the

¹³ [New Cleveland-wide hate crime awareness campaign launched by PCC - Cleveland Police and Crime Commissioner](#)

resources allocated to supporting the Community Cohesion agenda could have been stronger in this period.

7. Many of the measures now in place to support Community Cohesion were reactive, specifically in response to the riots.
8. The establishment of the Gold and Silver Groups, as well as a multi-disciplinary approach to tackling hate crime and enhancing existing communications with communities is welcome, as are the various projects and initiatives created by those groups.
9. The effectiveness of those projects and initiatives is monitored, however, that monitoring is only recently becoming available due to the relatively limited time they have been in place.
10. The Council has supported events that promote community cohesion, namely the Mela and Diwali celebrations. However, before the riots there is limited evidence of any other largescale events of this nature. The group are aware that investment in cultural events forms part of the proposed budget for 2026/27 and it hopes that events promoting community cohesion will benefit from this.

RECOMMENDATIONS

11. Based on the evidence gathered, the Task and Finish Group submit the following recommendations:
 1. To ensure Scrutiny contributes to Community Cohesion agenda: - Develop a Community Strategy as quickly as possible with quarterly progress updates brought to scrutiny.
 2. A draft of the Community Strategy should be brought to Scrutiny as the earliest opportunity before it is finalised.
 3. To mitigate the risk of future unrest: - An early warning system, such as a Community Cohesion dashboard, should be developed to alert the Council and relevant partners of community tensions.
 4. To ensure a robust Community Cohesion offer: - that the Council embeds initiatives created because of Home Office funding as part of its business-as-usual operations. An update should be brought back to Scrutiny on this during the 2027/2028 budget setting process.
 5. As part of the Council's approach to improved youth participation: - a specific plan be created that includes demonstrable, and quantifiable, actions to engage young people about the dangers of misinformation.

ACKNOWLEDGEMENTS

12. The Task and Finish Group would like to thank the following people for their assistance during the course of their investigation:-

- M Walker – Head of Neighbourhoods
- J Pearce – Neighbourhood Manager (South)
- J Mace – Strategic Cohesion & Migration Manager (South)
- M Storey – Police & Crime Commissioner for Cleveland
- A McDonald MP – MP for Middlesbrough & Thornaby East
- M Davies – Chief Executive, Middlesbrough Voluntary Development Agency (MVDA)

APPENDICES

- Appendix 1 – MHCLG CCRF returns Jan - June 2025
- Appendix 2 - MHCLG Community Recovery Fund (CRF) performance feedback November 2025

BACKGROUND PAPERS

The following sources were consulted or referred to in preparing this report:

- Bonnett, A and Hopkins P, “Understanding the 2024 UK riots” The Geographical Journal, [The Geographical Journal - Wiley Online Library](#)
- Final Report of Culture and Communities Scrutiny Panel + Service Area Action Plan to Exec 13 July 2021.
- Executive Report “Community Recovery Fund”, 08 Jan 2025.
- Executive Report “Neighbourhoods Model, 30 April 2025.
- Guardian Newspaper, “Hatred of police not racism motivated children in English riots, report finds”, [Hatred of police not racism motivated children in English riots, report finds | Young people | The Guardian](#)
- Home Office, Ted Cante, 2001. “Community Cohesion: A Report of the Independent Review Team”
- House of Commons, Home Affairs Committee “Police Response to the 2024 Summer Disorder” published 14 April 2025, <https://committees.parliament.uk/publications/47476/documents/246718/default/>
- Middlesbrough Council “Togetherness and community at special Event marking one year since riot” [Togetherness and community at special event marking one year since riot | Middlesbrough Council](#)
- The Children’s Commissioner “Children’s Involvement in the 2024 riots” <https://assets.childrenscommissioner.gov.uk/wpuploads/2025/01/Childrens-involvement-in-the-2024-Riots-Report.pdf>

**COUNCILLORS DAVID BRANSON, DAVID COUPE AND JOHN KABUYE
TASK AND FINISH GROUP ON BEHALF OF OVERVIEW AND SCRUTINY BOARD**

Overview and Scrutiny Board Membership: Councillors L Young (Chair), J Ewan (Vice-Chair), D Branson, E Clynch, D Coupe J Kabuye, L Lewis, T Mohan, I Morrish, J Platt, M Saunders, Z Uddin, G Wilson J Young.

Contact Officer:

Scott Bonner & Joanne Dixon

Democratic Services

Telephone: 01642 729708/ 729713

Email: scott_bonner@middlesbrough.gov.uk / joanne_dixon@middlesbrough.gov.uk

This page is intentionally left blank

**OSB TASK AND FINISH GROUP
COMMUNITY COHESION**

SCRUTINY RECOMMENDATION	PROPOSED ACTION	POST TITLE	BUDGET COST	TIMESCALE
1. To ensure Scrutiny contributes to Community Cohesion agenda: - Develop a Community Strategy as quickly as possible with quarterly progress updates brought to scrutiny.	Neighbourhood Team will develop a Community Cohesion Strategy and provide quarterly updates to scrutiny	Head of Neighbourhoods		August 2026
2. A draft of the Community Strategy should be brought to Scrutiny as the earliest opportunity before it is finalised.	Neighbourhood Team will develop a draft of the Community Cohesion Strategy and take it to scrutiny before it is finalised.	Head of Neighbourhoods		July 2026
3. To mitigate the risk of future unrest: - An early warning system, such as a Community Cohesion dashboard, should be developed to alert the Council and relevant partners of community tensions.	A community tensions dashboard is in development using 'Power BI' utilising Local Authority and Police data and multi-meetings are being planned to be held monthly. This will provide an opportunity to identify early warning signs and alert partners of community tensions so that appropriate actions can be taken.	Head of Neighbourhoods		March 2026
4. To ensure a robust Community Cohesion offer: - that the Council embeds initiatives created because of Home Office funding as part of its business-as-usual operations. An update should be brought back to Scrutiny on this during the 2027/2028 budget setting process.	The Neighbourhood Team will develop proposals and bring a report as part of the 2027/28 budget setting process	Head of Neighbourhoods		December 2026

<p>5. As part of the Council's approach to improved youth participation: - a specific plan be created that includes demonstrable, and quantifiable, actions to engage young people about the dangers of misinformation.</p>	<p>The Neighbourhood Team will liaise with the children's services and communications team to ensure that a specific plan is developed that includes demonstrable, and quantifiable, actions to engage young people about the dangers of misinformation.</p>	<p>Neighbourhood Manager (South)</p>		<p>September 2026</p>
---	--	--------------------------------------	--	-----------------------

MIDDLESBROUGH COUNCIL

Report of:	Chief Executive - Erik Scollay
Relevant Executive Member:	Elected Mayor of Middlesbrough - Chris Cooke Executive Member for Finance - Councillor Nicky Walker
Submitted to:	Executive
Date:	8 April 2026
Title:	Performance and Financial Management Policy and Programme and Project Management Policy - Review
Report for:	Decision
Status:	Public
Council Plan priority:	Delivering Best Value
Key decision:	No
Why:	Decision does not reach the threshold to be a key decision
Subject to call in?	Yes
Why:	Non-urgent decision

Proposed decision(s)

That Executive:

- **APPROVES** the Performance and Financial Management Policy
- **APPROVES** the Programme and Project Management Policy
- **APPROVES** the Directorate Business Plan development plans as set out at paragraphs 4.4 to 4.8.

Executive summary

The Council Plan is the organisation's overarching business plan for the medium-term and sets the vision and priorities for the Council.

This report proposes agreement of a Performance and Financial Management Policy, which sets out how the Council will ensure that arrangements are in place to:

- Align directorate and workforce activities and performance focus with the Council Plan

- Provide a holistic view of performance, financial resources and risk to enable the Council to identify and address underperformance and risks and maximise its ability to deliver the Council Plan vision.

This report also seeks approval of planned development of Directorate Business Plans during 2026/27 which will include development and implementation of a template that will be used to capture the key business information of each Directorate and clearly set out their contributions to the Council Plan, key activities and functions to be delivered by them and the Key Performance Indicators that will be used to assess the impact of that activity.

There will be times when the Council still needs to take significant change activity, as part of its commitment to continuous improvement. Where this activity is likely to be particularly complex, innovative or carries significant risks and / or costs, the Council will put additional governance in place to deliver this. It will use the proposed Programme and Project Management Policy to do this. This report seeks approval of that policy.

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

- 1.1 The purpose of this report is to ensure the Council puts in place the necessary arrangements to enable it to maximise delivery of the Council Plan within a proportionate and robust governance framework. It aims to ensure the Council Plan is fully embedded within the Council’s Performance Management arrangements, creating a clear ‘golden thread’ from the Council Plan, through Directorate Business Plans, wider plans, and other policies and strategies, down to the appraisal objectives of individual officers.
- 1.2 Approval of the Programme and Project Management Policy will also support delivery of the Council Plan by providing a governance framework that will support delivery of time limited project activity that has been identified as necessary to improve outcomes and / or ensure ongoing compliance with legislative requirements and good practice.

Our Priorities	Summary of how this report will support delivery the Council Plan
A successful and ambitious town	The refreshed Council Plan sets out the outcomes that will be achieved to deliver its vision. This report will ensure the Council has effective arrangements in place to drive achievement of that vision.
A healthy place	
Safe and resilient communities	
Delivering best value	

2. Recommendations

- 2.1 That the Executive:
 - **APPROVES** the Performance and Financial Management Policy
 - **APPROVES** the Programme and Project Management Policy.
 - **APPROVES** the Directorate Business Plan development plans as set out at paragraphs 4.4 to 4.8.

3 Rationale for the recommended decision(s)

- 3.1 The proposed decisions will support the Council to be able to maximise its delivery of the Council Plan within a performance management approach that embeds a culture of continuous improvement. They will also provide a framework to ensure the Council is well placed to be able to deliver time limited project activity. Both will support a long term, sustained improvement in outcomes, within an approach that demonstrates good governance, accountability and transparency.

4. Background and relevant Information

Performance and Financial Management Policy

- 4.1 The previous Performance Management Policy of the Council has been amended to set out how the Council will ensure that Performance, Finance and Risk will be considered within one process.
- 4.2 There are a number of benefits that the Council will aim to achieve from this integrated approach, including:
- Strategic oversight and reporting that provides a holistic view of performance and risk, focussed on delivery of the Council Plan ambitions.
 - Providing one view of key areas that enables the council to have a clear line of sight on outcomes being delivered, the financial resources being spent on achieving those outcomes and the risks the organisation is managing
 - Supporting improved transparency by presenting performance information alongside financial and risk information
 - Reducing the risk of siloed decision making in the three disciplines and improving the Council's ability to identify pressures and opportunities through presentation of data on both performance and finance and risk within one process
- 4.3 The draft Performance and Financial Management Policy is attached to this report at Appendix 1. It has been designed to support a proportionate, outcome focussed, forward looking approach to performance, financial and risk management.

Performance and Financial Management cycle

- 4.4 If agreed, the new policy will be implemented during 2026/27, and a supporting performance and financial management cycle will be put in place to ensure compliance with it. This will be supported by the re-establishment of Directorate Business Plans, which will be developed during 2026/27 and then refreshed on a yearly basis, aligned to follow the refresh cycle of the Council Plan.
- 4.5 The Directorate Business Plans, once fully in place, will support transparent and open performance, financial and risk management by setting out:
- An overview of the key functions delivered by a Directorate
 - A summary of its past performance
 - Information on its key plans for the next 12 months
 - Information on the Key Performance Indicators that the Directorate will be tracking to assess the impact of its planned activities

- Information on supporting strategies that are in place to enable the Directorate to deliver its ambitions and the Directorate's contribution to those strategies.
- 4.6 The Plans will be intended to provide a summary of Directorates past performance and future focus. They will be a vehicle for them to be able to articulate their contributions to the Council Plan and other directorate priorities, within a proportionate model that is focussed on a clear set of priorities.
- 4.7 The Plans will be aligned with the principles set out in the Performance and Financial Management Policy, which are:
- The Council's approach to performance management will be proportionate and focussed on its key objectives which are achieving our Council Plan objectives, statutory obligations and compliance with national frameworks
 - we will integrate consideration of performance, finance and risk
 - there will be clear accountability, ownership and defined responsibilities
 - we will use evidence-based measures and indicators to measure progress and support a culture of learning and continuous improvement
 - there will be regular, transparent reporting that provides insight driven analysis that will be used to assess performance and identify corrective action
 - all our objectives will be SMART and interlink, from top to bottom; and
 - we have robust systems in place to proactively manage performance with pathways to escalate underperformance, financial pressures and worsening risk.
- 4.8 Members will start to see the impact of this policy within reporting from the end of Quarter One 2026/27, however it is anticipated that it may take some time to fully develop Business Plans for the first year and to embed them into the organisation fully.

Programme and Project Management Policy

- 4.9 The Programme and Project Management (PPM) Policy, attached to this report at Appendix 2, is required to be reviewed every three years. It sets out a corporate approach to portfolio, programme and project management, to ensure there is an effective, consistent and joined-up approach across the organisation.
- 4.10 The review of the policy is timely and aims to ensure PPM arrangements align with the principles of the proposed new integrated approach to managing performance, finance and risk and delivery of the Council Plan.
- 4.11 The PPM policy is underpinned by a Programme and Project Management Framework (PPMF), that provides direction on programme and project governance arrangements, the programme and project lifecycle and gateway process, and a standardised set of project templates. Following agreement of this policy, this will be updated during 2026/27 to align with the new policy.
- 4.12 A project categorisation tool, aligned with the Council's risk appetite, is used to determine the level of project and ensure the governance arrangements applied are proportionate to scale, cost, risk and benefit.
- 4.13 This has been updated to reflect that the governance of programmes and projects should be deployed for strategic, high-value, high risk, complex change activity.

4.14 Low-risk, simple one-off tasks will be managed as Business As Usual, managed within Directorate Business Plans.

5. Ward Member Engagement if relevant and appropriate

5.1 Not applicable.

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

6.1 The Council could choose to continue to have a separate approach to performance and financial budget management and reporting, however this is not recommended as it would reduce its ability to identify trends earlier that need either correcting or exploiting to improve outcomes.

6.2 The Council could keep the current project thresholds and PPM governance arrangements, but this is not recommended as they would not align with the new performance and financial management approach or support the principles of Best Value.

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

Topic	Impact
Financial (including procurement and Social Value)	<p>The policies strengthen the Council’s governance arrangements to ensure it can maximise delivery of its Council Plan ambitions within a sustainable Medium Term Financial Plan. Integration of performance and finance into a single reporting cycle will support earlier identification of variances, emerging pressures and opportunities, enabling corrective action to be taken at pace.</p> <p>Financial considerations are embedded throughout the Programme and Project Management Policy, ensuring that all programmes and projects are assessed for affordability, value for money and deliverability before approval. The strengthened governance arrangements will also support improved procurement planning and enhance the Council’s ability to embed Social Value in commissioning and delivery activity.</p>
Legal	<p>Implementation of the Performance and Financial Management Policy and the Programme and Project Management Policy provide a framework that the Council can use to demonstrate ongoing compliance with the Best Value Duty.</p>
Risk	<p>The Performance and Financial Management Policy will ensure that risk is considered consistently, providing one view of key areas that enables the council to have a clear line of sight on outcomes being delivered, the financial resources being spent on achieving those outcomes and the risks the organisation is managing.</p> <p>Agreement of these policies will positively impact on all risks within the Strategic Risk Register. It will be particularly relevant to the following risks:</p> <p>SR01 – Failure to maintain a balanced budget and MTFP SR09 – Corporate Governance arrangements are not fit for purpose.</p>
Human Rights, Public Sector Equality Duty and Community Cohesion	<p>Impact assessments have been completed for both policies. They found that:</p> <p>The Performance and Financial Management Policy will have a positive impact by embedding a robust and consistent approach to performance management that includes routine consideration of outcomes for people with protected characteristics and clear arrangements for identifying and addressing areas of inequality.</p> <p>The Programme and Project Management Policy will have a positive impact by ensuring that all programmes and projects follow a structured methodology that includes early equality impact consideration, appropriate engagement and clear governance arrangements to support improved outcomes for communities.</p>

Reducing Poverty	The Council Plan has within it a commitment to ensure tackling poverty is at the heart of everything the Council does. These two policies provide a governance framework for their disciplines which will be used to ensure that commitment can be delivered within the performance and project management arrangements of the Council.
Climate Change / Environmental	The policies will have a positive impact on climate change and environmental objectives by ensuring that relevant data on environmental performance is monitored and reported consistently.
Children and Young People Cared for by the Authority and Care Leavers	These two policies provide a governance framework for their disciplines which will be used to ensure that commitment can be delivered within the performance and project management arrangements of the Council.
Data Protection	The policies reinforce the Council's existing data protection and information governance requirements by ensuring that data used for performance reporting, programme development and project delivery is handled in accordance with UK GDPR and the Council's Data Protection Policy.

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

Action	Responsible Officer	Deadline
Reflect the Performance and Financial Management Policy within an integrated performance and financial outturn report from the end of Quarter One 2026/2027	Head of Chief Executive's Department and the Section 151 Officer	30 September 2026

Appendices

1	Performance and Financial Management Policy
2	Performance and Financial Management Policy Impact Assessment Level 1
3	Programme and Project Management Policy
4	Programme and Project Management Policy Impact Assessment Level 1

Background papers

Body	Report title	Date
Executive	Council Plan 2024-27	28 February 2024
Executive	Council Plan 2026-29	3 December 2025

Contact: Ann-Marie Johnstone, Head of Chief Executive's Department,
Email: Ann-Marie_Johnstone@middlesbrough.gov.uk



Performance & Financial Management Policy

Creator	Author(s)	Helen Dalby, Deputy 151 Officer, Ann-Marie Johnstone, Head of Chief Executive's Department		
	Approved by	Executive		
	Department	Chief Executive's Department Finance		
	Service area	See above		
	Head(s) of Service	Helen Dalby, Ann-Marie Johnstone		
	Director	Chief Executive		
Date	Created	01/02/2026		
	Submitted	TBC		
	Approved	TBC		
	Updating Frequency	3 years		
Status	Version: 2.0			
Contributor(s)	Corporate Director of Finance, Deputy 151 Officers, Head of Chief Executive's Department			
Subject	Performance and Financial management			
Type	Policy			
	Vital Record		EIR	
Coverage	Middlesbrough Council			
Language	English			
Document Control				
Version	Date	Revision History	Reviser	
0.1	2020/01/16	First draft	AM Johnstone	
0.2	2020/02/10	Final draft	P Stephens	
2.0	TBC		AM Johnstone, H Dalby	
Distribution List				
Version	Date	Name/Service area	Action	
0.2	2020/02/10	Executive	Approval	
2.0	TBC	Executive	Distribution via intranet	
Contact:	helen_dalby@middlesbrough.gov.uk ; anmarie_johnstone@middlesbrough.gov.uk			



Summary

1. This policy sets out the Council’s approach to performance and financial management, ensuring that performance, finance, and risk are managed in an integrated, transparent, and consistent way. It establishes the principles, responsibilities, and framework for monitoring outcomes, supporting effective decision making, resource allocation, and assurance to elected members and residents.
2. The following sections outline:
 - the purpose of this policy.
 - definitions.
 - scope.
 - the legislative and regulatory framework.
 - policy statement.
 - roles and responsibilities.
 - supporting policies, procedures and standards; and
 - monitoring and review arrangements.

Purpose

3. The purpose of this policy is to:
 - Provide a clear and consistent framework for performance and financial management across all services, ensuring strong alignment between performance, financial planning and financial management.
 - Ensure performance information is aligned with financial plans, risk management, and strategic priorities.
 - Support early identification of issues, enabling timely intervention and continuous improvement.
 - Ensure robust financial management, supporting effective stewardship of resources and sustainable decision-making.
 - Strengthen governance, accountability and transparency.
 - Enable the Council to demonstrate value for money, meet statutory obligations, and deliver high-quality services.
4. The key principles of the policy are:
 - The Council’s approach to performance management will be proportionate and focussed on its key objectives which are achieving our Council Plan objectives, statutory obligations and compliance with national frameworks.
 - we will integrate consideration of performance, finance and risk
 - there will be clear accountability, ownership and defined responsibilities
 - we will use evidence-based measures and indicators to measure progress and support a culture of learning and continuous improvement
 - there will be regular, transparent reporting that provides insight driven analysis that will be used to assess performance and identify corrective action
 - all our objectives will be SMART and interlink, from top to bottom; and
 - we have robust systems in place to proactively manage performance with pathways to escalate underperformance, financial pressures and worsening risk.
5. Effective implementation of the policy, supported by strong financial management and a robust Medium Term Financial Plan (MTFP) that is clearly linked to performance will significantly enhance the Councils ability to deliver it’s strategic, tactical and operational objectives. This approach will drive continuous improvement in service delivery and continued compliance with legislation and the principles of good governance.

Definitions

Corporate governance	The systems, processes and values by which local authorities operate and by which they engage with, and are held accountable to, their communities and stakeholders.
Financial Performance	The monitoring of capital and revenue budgets, savings, costs, income forecasts, and resource use against the Medium-Term

	Financial Plan (MTFP), ensuring delivery of financial objectives and early identification of variances.
Financial Planning	The systems, process and policies by which the local authority develops, maintains and updates its Medium-Term Financial Plan (MTFP). This includes aligning resources to strategic priorities, forecasting future financial pressures and opportunities, and ensuring the long-term sustainability of services.
Performance management	Acting in response to actual performance to ensure that objectives are achieved and to make outcomes for individuals and local communities better than they would otherwise be.
Risk Management	The identification and management of risks, that could adversely affect achievement of the Council's strategic objectives, financial stability or compliance, if they occurred. Effective Risk management reduces the likelihood of a risk occurring.
Performance Management Framework	Document that articulates the systems, processes and controls that will be put in place to ensure the Council adheres to this policy.

Scope

6. This policy applies to:

- All Council directorates, services, teams, and employees.
- All strategic and operational performance data.
- All strategic and operational financial data.
- Performance reporting at corporate and directorate level.
- Integration of performance information with financial management and risk management.
- External partnerships where the Council is the accountable body, including commissioned and contracted services (where relevant).

7. It is mandatory for all services to adhere to this policy and associated framework.

Legislative and regulatory framework

8. Key elements of the legislative and regulatory framework relevant to performance management are set out below.

Local Government Act 1999	General requirement on local authorities to achieve best value for money. Maintaining an effective performance management framework to maximise delivery of objectives and to continuously assess the economy, efficiency and effectiveness of both individual services and of the organisation overall, is the principal means through which the Council can demonstrate to its stakeholders that it is achieving Best Value, as required by the Act.
Local Government Act 1972	Sets out requirements for the administration of local government and reporting.
Best value standards and intervention: a statutory guide for best value authorities	Provides clarity on the use of powers, where there is a risk that the Best Value Duty is, or is at risk of not, being met.

Policy statement

9. The Council is committed to delivering high-quality, efficient, and value for money services. To achieve this, the Council will maintain a robust and integrated performance management framework that:

- Aligns performance objectives with the Council Plan, Medium Term Financial Plan, and corporate risk management.

- Ensures performance, financial, and risk information is monitored together to support informed decision making.
- Provides clear accountability for performance at all levels of the organisation.
- Promotes early identification and escalation of issues.
- Encourages a culture of continuous improvement, learning, and innovation.
- Ensures transparent reporting to elected members, partners, and the public.
- Embeds compliance with statutory responsibilities and good governance principles.

10. All services and employees share responsibility for delivering effective performance management and upholding this policy.

11. The Council will maintain a performance management cycle based on best practice from across the public sector. The four step Continuous Improvement cycle of 'Plan-Monitor-Review-Improve' will apply at all levels of the organisation and will explicitly integrate financial management throughout. Key elements are set out in the following graphic.



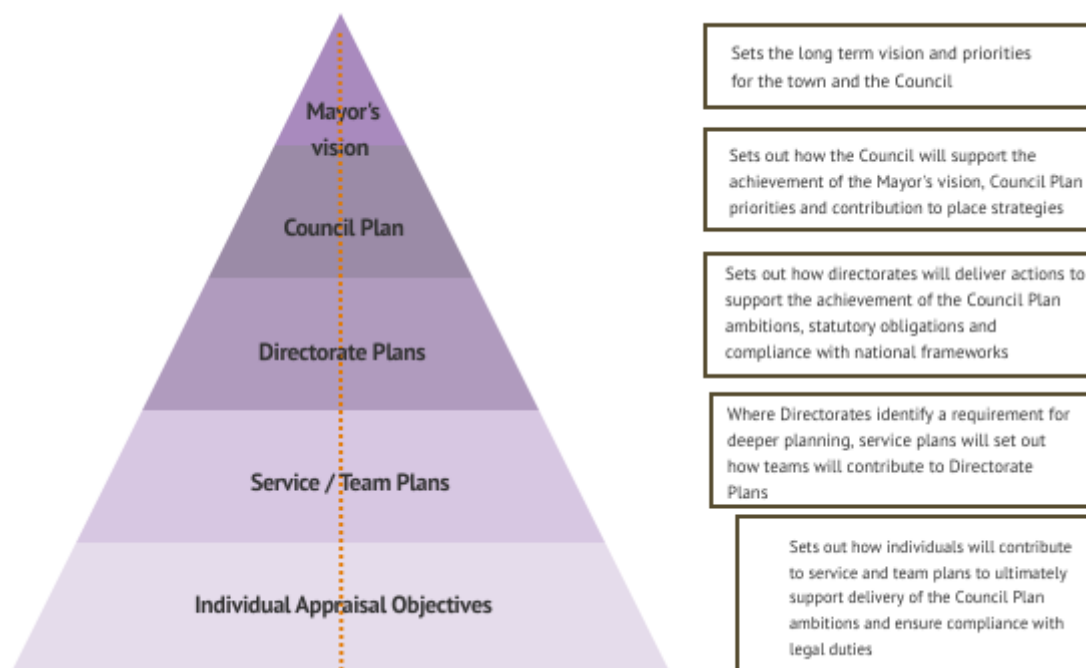
12. The following sections outline expectations on how effective performance management will be achieved within the Council.

Plan

13. Effective planning is crucial to delivering successful outcomes. The purpose of the planning step in the Continuous Improvement cycle is to:

- identify SMART (Specific, Measurable, Achievable, Relevant, Timed) objectives.
- identify SMART measures and targets to quantify these objectives.
- identify risks to achieving the objectives and opportunities to enhance them (to be addressed through the Council’s Risk and Opportunity Management Policy).
- develop SMART plans to achieve the objectives and counter risks; and
- ensure that these plans align with higher and lower plans in the planning hierarchy.

14. The Council will maintain a clear planning hierarchy to demonstrate clear line of sight from top to bottom of the organisation, outlined in the graphic below.



15. The Council will work with partners to develop a Place Strategy which will provide a blueprint which the Council and its partners can use to address the key economic and social challenges facing the town. Once it is developed, there will be a clear link between this and the Council Plan. The Council Plan will articulate the Council's contribution to that Place Strategy.
16. The Mayor's vision will be articulated within the Council Plan, which is the Council's overarching business plan for the medium-term, and is refreshed on an annual basis.
17. The Council Plan is part of the Council's Policy Framework and will be approved by Full Council.
18. Each Directorate will develop a Directorate Plan, demonstrating how the directorate contributes to strategic priorities set out in the Council Plan, and other information that will ensure each Director has oversight of the key performance, finance and risk information for their directorate.
19. All planning activities must align to the Council's annual Budget Planning timetable, which set out the key milestones for developing the Medium-Term Financial Plan (MTFP), annual revenue and capital budgets, and savings proposals. Directorate plans, Service Plans and associated performance measures must be developed in accordance with this timetable to ensure that resource requirements, pressures, and proposed mitigations are captured early and can inform the MTFP process in a timely and consistent way.
20. Planning below this level, where implemented will demonstrate how services, teams and individuals contribute to the achievement of their Directorate Plan.

Monitor

21. The purpose of this step is to deliver agreed actions, services and improvement actions. Internal controls will be implemented, resources allocated and risks actively managed.
22. Where in-year financial monitoring identifies forecast pressures that are material and require corrective action, the Council will implement appropriate measures and mitigations. As a general guide, action will normally be required where the variances exceed £250,000 or 1% of the relevant service-level budget, whichever is higher, unless the characteristics of the budget (e.g., high-cost demand-led placements) mean different thresholds are more appropriate. In all cases, materiality and the professional judgement of the Section 151 Officer, in consultation with directors, will determine whether a formal action plan, expenditure controls, or revised delivery plans are required to bring the forecast back within budget.
23. The Council will aim to deliver at least 90% of business plan objectives and achieve at least 75% of performance targets, where achievement of them is within the control of the Council.

24. Where programme and project delivery (business change) is required to deliver activity, the Council's Programme and Project Management Policy and supporting Framework will be adhered to. Progress against projects will be overseen within the integrated continuous improvement Performance Management cycle.
25. The following table summarises how individual Key Performance Indicators will usually be assessed, unless there is an overriding requirement for a different threshold, which will be agreed by the Chief Executive and relevant statutory officer(s):

Category	Green	Amber	Red
Compliance / Statutory KPIs	90% or greater compliance	75-89% performance	Less than 75% compliance
Operational performance KPIs	90% of target achieved	75-89% performance	Less than 75% compliance
Revenue, capital and income budget forecast variance	Within approved budget	Within $\pm 1\%$ (or $<£250k$, whichever higher)	$>1\%$ variance (or $>£250k$ whichever is higher)
Savings delivery	100% of profiled savings delivered or on track	85–99% of profiled savings delivered or on track	$<85\%$ of profiled savings delivered or on track
Agency workforce spending	Within approved budgeted %	Less than 5% above approved budget	Greater than 5% above approved budget
Project milestones	Project is operating within the agreed tolerance, normally $\pm 5\%$ for time, cost, and benefits AND no change control is required.	Project is approaching tolerance limits (e.g., variance between 5%–10%) OR risks indicate likely breach of tolerances, requiring corrective action but not yet formal change control.	Variance exceeds the agreed tolerance (normally $>5\%$) AND a formal change control process is triggered, or benefits/time/cost deviation cannot be recovered without re-baseline.

Review and Revise

26. The purpose of these steps, which are often taken together, is to periodically measure and assess performance against both operational and financial plans. This includes identifying areas for concern, explaining variances, and outlining corrective actions to bring progress back to plan as far as is practicable. Integrated Performance and Budget Clinic Boards will be established and maintained to ensure the Council considers accurate, timely and joined-up performance, financial and risk information with specific focus on:
- Review of clear Key Performance Indicators (KPI) as agreed with the services on order to measure operational performance and impact on the organisation's priorities.
 - In-year financial performance forecast and variances against revenue and capital budgets.
 - Delivery of approved savings and cost-reduction plans, (including the annual corporate vacancy target)
 - Progress of project and continuous improvement activity that has been commissioned to deliver improvements to outcomes.
 - Identification of emerging financial pressures and mitigations: and
 - The relationship between operational performance trends and their financial impact.
27. These Clinic Boards will serve as the primary mechanism for coordinating early interventions, managing financial sustainability and ensuring accountability for both service outcomes and financial performance. The Clinic Boards will be attended by Directors, Executive Members for the Directorate, the Executive Member for Finance, Chief Executive, Head of Chief Executive's Department, Section 151 Officer, Deputy 151 officer, Corporate Performance Manager and supporting performance and finance staff as necessary.
28. A quarterly integrated performance report will be presented to the Executive to provide a consolidated and transparent summary of the Council's operational and financial performance, including:

- Performance against the priorities, outcomes and key measures of success set out in the Council Plan
 - Financial performance against the Council's revenue and capital budgets
 - The Council's borrowing, reserves, and balance-sheet position, highlighting any material changes and implications for the Medium-Term financial plan (MTFP).
 - The Council's strategic risk register, including financial, operational, compliance and organisational risks.
29. The integrated report ensures that key data is not reviewed in isolation but is considered alongside in one place to see the linkages between financial data, operational performance, strategic risk and the outcomes the Council is attempting to improve to enable informed, evidence-based decision making.
30. Directorate performance management arrangements will be standardised to allow tracking of delivery of the Council Plan by Leadership Team. Held quarterly, directorates will also have the tools to actively manage their performance during the quarter, and the focus of the quarterly Clinic Boards will be to take holistic view of performance and identify corrective action as appropriate.
31. A quarterly integrated performance report will be presented to the Executive to provide a summary of:
- performance against the key measures of success set out in the Council Plan, with details of corrective action identified and agreed where necessary.
 - performance against the Council's revenue and capital budgets, outlining key variations and requesting approval for virements and other changes that are the responsibility of the Executive.
 - the Council's borrowing and reserves position; and
 - the Council's strategic risk register.
32. The same report will also be considered by the Council's Overview and Scrutiny Board, providing independent challenge and assurance over both financial and operational performance, and supporting transparency, accountability and continuous improvement.
33. To support the development of the Medium-Term Financial Plan, the Council will follow a structured approach that aligns performance, financial and risk data and insights throughout the year. Insights from Integrated Performance and Budget Clinic Boards, demand and cost modelling, savings delivery assessments, value-for-money reviews, and Mayoral priority setting will be used to inform revisions to the Medium-Term Financial Plan.
34. This continuous flow of information enables early identification of emerging pressures, realistic updates to planning assumptions, and timely development of recovery or mitigation actions. The detailed processes, timelines and responsibilities that underpin this annual review will be fully set out in the Council's Performance & Financial Management Framework.

Roles and Responsibilities

Mayor and the Executive	Overall responsibility for the strategic direction of both performance management and financial management across the Council. Including: <ul style="list-style-type: none"> • Agreeing the performance management policy and the Medium-Term Financial Plan (MTFP). • Developing and approving the proposed Council Plan and submitting it to Full Council for approval, ensuring resources are aligned to priorities. • Recommending the annual Budget, MTFP, Capital Programme and Council Tax Proposals to Full Council for approval. • Monitoring the Councils operational and financial performance through regular reporting.
Audit Committee	Review the effectiveness of the Performance and Budget Management policy. Receive assurance on the robustness of financial controls, financial monitoring, and the delivery of savings and recovery plan. Consider the annual assurance report covering both performance and financial governance.
Elected Members including scrutiny	Agree the Mayor's priorities and formally approve the Council Plan, annual Budget, MTFP, Council Tax and Capital Programme. Scrutinise both service performance and financial performance via Overview and

	Scrutiny arrangements. Participate in All-Member briefings on emerging pressures, draft budget proposals, financial settlements and final recommendations.
Chief Executive	Provides corporate leadership and accountability for organisational performance, financial planning and financial management. Owns the governance of Performance & Budget Clinic Boards process, Chairs or delegates chairing, and ensures escalation to the Executive where strategic decisions or resources changes are required. Ensures alignment of Directorate plans with the performance targets, budget requirements and MTFP priorities.
Section 151 Officer	Holds the statutory responsibility for financial sustainability. Has a duty to ensure budgets align with performance aims and is responsible for oversight of financial risks.
Monitoring Officer	Responsible for ensuring the Council has a good standard of public law decision-making. An effective approach to performance management supports compliance with this.
Leadership Team	Provides active leadership and ownership of Performance and Budget Clinic Boards, ensuring full participations in discussions, challenge and decision-making. Actively manages and drives all actions arising from Clinic Boards, assigning clear owners and timelines. Leads the operational coordination of performance and financial management, ensuring monthly forecast, emerging pressures and savings risks are identified early and addressed promptly.
Chief Executive's Department	Supports the Chief Executive, Mayor, Executive and Leadership Team to provide challenge, ensuring that meaningful outcomes are being measured and targets are set at an appropriate level. Works collaboratively with Finance colleagues to align targets and budgets to the MTFP, and to deliver effective performance management across the Council.
Finance Business Partners	Supports the Section 151 officer and the Chief Executive's Leadership Team and informs the Executive and Elected Members through timely, objective analysis and advice. Provides constructive challenge to directorates to ensure financial sustainability, with financial oversight, robust monitoring of in-year performance, clear escalation of financial risks, and effective operation of Performance and Budget Clinic Boards. Lead on the development and maintenance of the Medium-Term Financial Plan (MTFP), ensuring budgets and strategic priorities remain aligned and financially sustainable.
Internal Audit	Ensures that internal controls are robust and operating correctly and audits the key elements of the performance management process. Reports findings to the Audit Committee to support the annual assurance process.
Heads of Service	Operational accountability for performance and budget management. Develop and maintain Service Plans linked to budgets, performance targets and MTFP pressures. Adopt a proportionate approach to service planning and ensure that this policy is implemented within services and teams, including the identification and recording of steps required to deliver agreed performance targets. Ensure escalation of significant financial and performance risk in an appropriate and timely manner.
Middle Managers	Promote a culture of effective service delivery and be accountable for service performance.
Frontline Managers	Contribute to service planning and manage day-to-day performance.
All employees	Understand the level of personal performance that is expected and deliver on this. Ensure data is entered accurately and in a timely manner.

Supporting policies, procedures and standards

35. The following policies, procedures and standards will be implemented across the Council to support effective performance management practice.

Information Governance Framework	Sets out a framework for effective information governance within the Council, meeting all legal obligations and underpinning the achievement of strategic objectives.
Risk and Opportunity Management Policy	Sets out how the Council will ensure that risks are effectively managed, and opportunities exploited to maximise delivery of strategic objectives, fully integrated with performance management arrangements.
Partnership Governance Policy	Sets out the Council's approach to developing and managing partnerships to ensure that their contribution to strategic aims and priorities are maximised.
Project and Programme Management Policy	Sets out how the Council will manage its portfolio of programmes and projects to ensure delivery to scope, cost, time and benefits.
Project and Programme Management Framework	Provides more detailed guidance and templates to be used within the life cycle of programmes and projects.
Financial Procedure Rules	Provides guidance to enable the Council to deliver good financial governance to that its strategic aims and objectives can be achieved in a manner that complies with applicable legislation and guidance.

Monitoring and review arrangements

36. The Council's expectations around performance management are clearly set out within its corporate values and associated staff performance frameworks.
37. All managers and employees are required to comply with this Performance and Financial Management Policy to ensure that the Council effectively manages performance in pursuit of its strategic objectives. Managers and employees will be provided with a range of resources, and where appropriate, training, to support the effective implementation of this policy.
38. An annual assurance report on the Council's performance management arrangements will be submitted to Corporate Audit and Affairs Committee. This will be supported by a targeted internal audit as appropriate, which will be detailed in the Council's annual audit plan.
39. The implementation and effectiveness of this policy and its supporting procedures will be reviewed on a quarterly basis, using the following metrics:
 - availability of plans against corporate profile and timetable;
 - availability of information to support monthly tracking;
 - completion rate of monthly tracking;
 - proportion of business plan objectives on target to be completed in time; and
 - proportion of key performance targets projected to be achieved.
40. This policy will be reviewed every three years, unless there is significant development that would require a more urgent review e.g. new legislation.

This page is intentionally left blank

Template for Impact Assessment Level 1: Initial screening assessment

Subject of assessment:	Performance and Financial Management Policy			
Coverage:	Cross-cutting			
This is a decision relating to:	<input type="checkbox"/> Strategy	<input checked="" 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:	<input type="checkbox"/>	Revision of an existing approach:	<input type="checkbox"/>
It is driven by:	Legislation:	<input type="checkbox"/>	Local or corporate requirements:	<input checked="" type="checkbox"/>
Description:	<p><u>Key aims, objectives and activities</u></p> <p>The policy sets out the Council's approach to performance and financial management, ensuring that performance, finance, and risk are managed in an integrated, transparent, and consistent way. It establishes the principles, responsibilities, and framework for monitoring outcomes, supporting effective decision-making, resource allocation, and assurance to elected members and residents.</p> <p><u>Statutory drivers (set out exact reference)</u></p> <p>Local Government Act 1999 - Best Value Duty. 2024 Best Value Statutory Guidance. Local Government and Housing Act 1989. Local Audit and Accountability Act 2014.</p> <p><u>Differences from any previous approach</u></p> <p>The policy has been expanded to provide a governance framework for an integrated approach to oversight and management of performance, finance and risk.</p> <p><u>Key stakeholders and intended beneficiaries (internal and external as appropriate)</u></p> <p>Those staff, residents, visitors and businesses in the area that are affected by the services the Council delivers,</p> <p><u>Intended outcomes.</u></p> <p>To ensure that the Council has an approach in place that maximises its ability to deliver the Council Plan.</p>			
Live date:	April 2026			
Lifespan:	April 2026 – April 2029			
Date of next review:	April 2029			

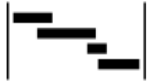
Screening questions	Response			Evidence
	No	Yes	Uncertain	
<p>Human Rights</p> <p>Could the decision impact negatively on individual Human Rights as enshrined in UK legislation?*</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>The Policy aims to ensure the Council has in place robust approaches to use of data in its performance management arrangements to drive evidence based decision making. It is complemented by other relevant policies including its suite of equality policies, Data Protection Policy and data quality policy to ensure that that data is robust and performance considers where outcomes may vary because individuals or groups hold one or more protected characteristics.</p> <p>As a result of the above, there are no concerns that the Performance and Financial Management Policy could have an adverse impact on human rights.</p> <p>Evidence used to inform this assessment includes analysis of the Human Rights Act 1998, consideration of the policy content and information on how it will support compliance with the statutory drivers listed in this impact assessment.</p>
<p>Equality</p> <p>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?*</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>The Public Sector Equality Duty (PSED) requires that when exercising its functions the Councils must have due regard to the need to:-</p> <ul style="list-style-type: none"> eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and foster good relations between persons who share a relevant protected characteristic and persons who do not share it. <p>In having due regard to the need to advance equality of opportunity, the Council must consider, as part of a single equality duty:</p> <ul style="list-style-type: none"> removing or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; taking steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it; and; encouraging people who share a protected characteristic to participate in public life or in any other activity in which participation is low. <p>The Policy aims to ensure the Council has in place robust approaches to use of data in its performance management arrangements to drive evidence-based decision making. It is complemented by other relevant policies including its suite of equality policies, Data Protection Policy and data quality policy to ensure that that data is robust and performance considers where outcomes may vary because individuals or groups hold one or more protected characteristics.</p> <p>As a result of the above, there are no concerns that the Performance and Financial Management Policy could have an adverse impact on individuals or groups because they hold one or more protected characteristics.</p> <p>Evidence used to inform this assessment includes analysis of the PSED, consideration of the policy content and information on how it will support compliance with the statutory drivers listed in this impact assessment.</p>

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

Screening questions	Response			Evidence
Community cohesion Could the decision impact negatively on relationships between different groups, communities of interest or neighbourhoods within the town?*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>The Policy aims to ensure the Council has in place robust approaches to use of data in its performance management arrangements to drive evidence-based decision making. It is complemented by other relevant policies including its suite of equality policies, Data Protection Policy and data quality policy to ensure that that data is robust and performance considers where outcomes may vary and could impact negatively on relationships between communities of interest or neighbourhoods. The policy sets out how it will support the Council to deliver its Council Plan ambitions which includes a theme of supporting safe and resilient communities.</p> <p>There are no concerns that the policy could impact negatively on this area. Evidence used to inform this assessment includes analysis of the PSED, consideration of the policy content and information on how it will support compliance with the statutory drivers listed in this impact assessment.</p>
Armed Forces Could the decision impact negatively on those who are currently members of the armed forces of former members in the areas of Council delivered healthcare, compulsory education and housing policies?*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>There are no concerns that the policy could impact negatively on the rights of current or former members of the armed forces.</p> <p>Evidence used to inform this assessment includes analysis of the policy and its commitment to delivering the Council Plan and information on how it will support compliance with statutory drivers listed in this impact assessment.</p>
Care leavers Could the decision impact negatively on those who are care experienced?*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>The Policy aims to ensure the Council has in place robust approaches to use of data in its performance management arrangements to drive evidence-based decision making. It is complemented by other relevant policies including its suite of equality policies, Data Protection Policy and data quality policy to ensure that that data is robust and performance considers where outcomes may vary and could impact differently because someone is a care leaver.</p> <p>Evidence used to inform this assessment includes analysis of the PSED, consideration of the policy content and information on how it will support compliance with the statutory drivers listed in this impact assessment.</p>
Reducing Poverty Could the decision impact negatively on the Council's ambitions to reduce poverty in the town?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>The Policy aims to ensure the Council has in place robust approaches to use of data in its performance management arrangements to drive evidence-based decision making. It is complemented by other relevant policies including its suite of equality policies, Data Protection Policy and data quality policy to ensure that that data is robust and performance considers where outcomes may vary. The policy sets out how it will support the Council to deliver its Council Plan ambitions which includes a clear commitment that the Council will reduce and alleviate the impact of poverty to improve lives and life changes for people in Middlesbrough.</p> <p>Evidence used to inform this assessment includes analysis of the policy and its commitment to delivering the Council Plan and information on how it will support compliance with statutory drivers listed in this impact assessment.</p>
Next steps: ➡ 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:	Ann-Marie Johnstone	Head of Service:	n/a
Date:	26 February 2026	Date: 8 Jan 2026	n/a

This page is intentionally left blank



Programme and Project Management Policy

Creator	Author(s)	Joanne Chapman, Portfolio Office Manager		
	Approved by	Executive		
	Department	Finance, Governance and Support		
	Service area	Strategy, Information and Governance		
	Head of Service	Ann-Marie Johnstone		
	Director	Erik Scollay		
Date	Created	2026/01/23		
	Submitted	TBC		
	Approved	TBC		
	Updating Frequency	3 years		
Status	Version: 0.6			
Contributor(s)	Head of Chief Executive's Department, Senior Portfolio Management Office, Senior (PMO) Business Partner, (PMO) Business Partner			
Subject	Portfolio, Programme and Project Management			
Type	Policy			
	Vital Record		EIR	
Coverage	Middlesbrough Council			
Language	English			

Document Control

Version	Date	Revision History	Reviser
0.1	2020/01/16	First draft	AM Johnstone
0.2	2020/01/21	Second draft	J Chapman
1.0	2020/02/10	Final draft	P Stephens
1.1	2022/10/27	Updated	J Chapman
1.2	2026/01/23	Updated	A Walpole
1.3	2026/01/30	Updated	J Chapman
2.0	2026/02/23	Revised	J Chapman

Distribution List

Version	Date	Name/Service area	Action
1.0	2020/02/10	Executive and all staff via the intranet	Approval
2.0	TBC	All staff via the intranet	Dissemination

Contact:	Ann-Marie_Johnstone@middlesbrough.gov.uk
-----------------	--



Summary

1. This policy is part of the corporate governance policy framework that underpins the Council Plan and sets out how the Council will ensure formal programmes and projects are effectively managed, and opportunities exploited to deliver strategic priorities for the town.
2. The following sections outline:
 - the purpose of this policy;
 - definitions;
 - scope;
 - the legislative and regulatory framework;
 - policy statement;
 - roles and responsibilities;
 - supporting policies, procedures and standards; and
 - monitoring and review arrangements.

Purpose

3. The purpose of this policy is to set out a corporate approach to portfolio, programme and project management (PPM), to ensure there is an effective, consistent and joined-up approach across the organisation.
4. This will deliver the following benefits:
 - ensure that proactive PPM is embedded within the culture of the Council, and is integral to business planning and performance management;
 - ensure that the PPM governance and associated processes are implemented consistently and proportionately across the Council; and
 - communicate the Council's approach to PPM to all employees and stakeholders.
5. The main aim of programmes and projects is to deliver the agreed outputs so the intended changes and benefits in the business case are achieved. Implementing this policy effectively will ensure the Council's portfolio is appropriate and manageable for an organisation of its size, and that all programmes and projects are delivered, as far as possible, within agreed cost, time and benefit tolerances.

Definitions

Business Change Management	The process of identifying, planning, delivering and evaluating business change activities throughout the life of a project.
Corporate governance	The systems, processes and values by which local authorities operate and by which they engage with, and are held accountable to, their communities and stakeholders.
Portfolio	A set of programmes and projects managed together to achieve an organisation's strategic objectives.
Programme management	The coordinated management of interrelated projects and business change activities to deliver beneficial change.
Programme	A temporary structure used to manage a group of interrelated projects that work together to deliver specific outcomes and benefits aligned to strategic goals. A programme can only succeed if its constituent projects succeed. Programmes usually include several workstreams or phases made up of interrelated projects.

Project management	The process of planning and controlling project resources to achieve a specific aim.
Project	Planned work carried out over a set period to achieve a specific goal. Unlike routine operations, projects are temporary and introduce controlled change to the organisation or community. Once the change is embedded, it becomes business as usual.
Business-As-Usual (BAU) activity	Routine, continuous and ongoing activities that an organisation carries out to keep services running and meet its core responsibilities. BAU uses existing resources and structures and focuses on maintaining stability, service quality, and performance.
Project categorisation tool	A structured method used by organisations to assess and classify potential projects based on their size, complexity, risk, strategic importance, and resource requirements. It helps determine the appropriate level of governance, documentation, and oversight needed for each project.
Programme and Project Management Framework (PPMF)	Provides direction on programme and project governance arrangements; the programme and project lifecycle and gateway process, and a standardised set of project templates.

Scope

6. This policy applies to all formal programmes and projects undertaken by the Council (as defined in paragraph 13). PPM activity does not include planned and structured business-as-usual activity such as staffing reviews or reviews of existing strategies and policies. These will be managed through Directorate activity tracking.
7. It applies to all employees (both permanent and temporary), contractors and consultants working for or on behalf of the Council to deliver Council led programmes and projects.
8. In respect of partnerships and shared services, the PPM policy of the lead organisation will apply. Where this is not the Council, managers must ensure that arrangements are in line with the key principles of this policy.

Legislative and regulatory framework

9. The policy sets out a standardised methodology based on P3O, MSP and PRINCE2, which were developed as UK Government standards for Portfolio Management Office (PMO) and programme and project management. Key elements of the legislative and regulatory framework relevant to PPM are set out below:

Local Government Act 1999	General requirement to achieve best value for money. The effective management of programmes and projects reduces unnecessary expenditure and increases the likelihood of delivering organisational priorities.
Local Government Act 2000	General requirement to prepare strategic plans to improve economic, social, and environmental well-being. Projects must align to the Council Plan / strategic priorities, ensuring; clear outcomes, public value delivery and stakeholder and community involvement.
Local Government Transparency Code and Local Government Audit and Accountability Act 2014	Authorities have a duty of transparency and accountability on spending, performance, risk and major projects. The effective management of programmes and projects ensures accurate reporting, public accountability, clear audit trails, risk and impact visibility.
Best value standards and intervention: a statutory guide 2024	Authorities have a duty to have in place and properly deploy an effective internal control environment to safeguard the use of resources, and clear and effective processes to secure value for

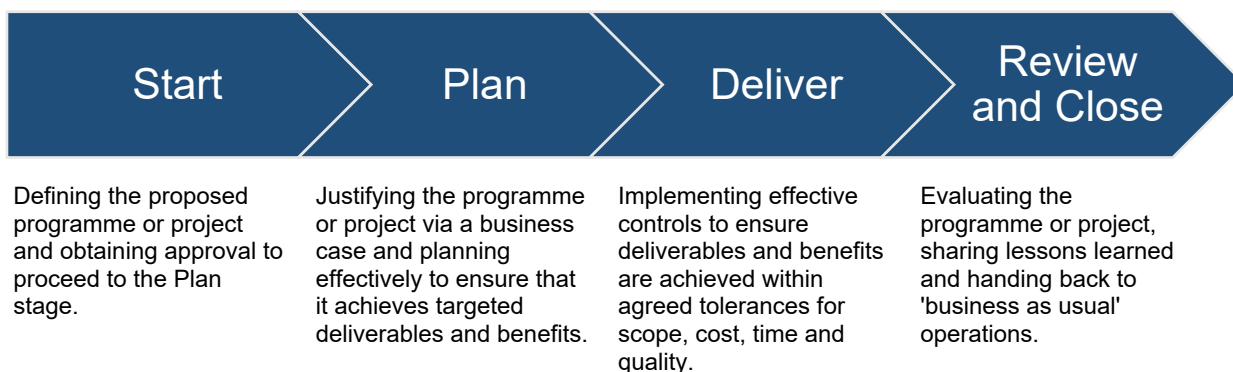
	money. The effective management of programmes and projects enhances governance and the effective use of resources.
--	--

Policy Statement

10. To be effective, organisations need to balance day-to-day operations with delivering business change. The Council will manage a corporate portfolio of programmes and projects that aligns with its strategic priorities and improves outcomes for residents.
11. Where possible, all projects will link to wider programmes and sub-portfolios to show how they support strategic priorities. Projects that do not contribute to the Council's priorities will not be progressed unless there is a legal requirement to do so.
12. Programmes and projects within the Council will be defined using a common categorisation tool, aligned with the Council's risk appetite, which will also determine the governance arrangements to be applied to the programme or project, proportionate to scale, cost, risk and benefit.
13. The most complex activities involving major change, risk, or financial impact will be categorised as a formal project and follow the governance standards set out in the Programme and Project Management Framework (PPMF).
14. Low-risk, one-off tasks will be managed within Directorate Business Plans.
15. Formal programmes and projects will be subject to the governance and monitoring arrangements set out in the Programme and Project Management Framework (PPMF), to ensure the approval, initiation and continuation of activity through the lifecycle via gateways, including routes for escalation and change control where required is proportionate.
16. Programmes and projects will be managed within 5% of agreed tolerance for cost, and 10% of agreed tolerance for time and benefit before a formal change control process is required. For example, if a project has a budget of £100k a change control would only be required if the total costs are estimated to exceed £105k. On occasion it may be necessary to increase or decrease the level of tolerance depending upon the type of project, which will be agreed by the Project Sponsor before project delivery begins.
17. The application of tolerances, managed by the Sponsor, will ensure that there is a sound balance between governance and delivery to enable projects to continue to progress where there are only minor impacts on the agreed tolerances.
18. This flexibility will empower project managers to deliver projects within a framework that ensures leadership time and capacity is focussed on significant issues that may impact the successful delivery of the project and / or its benefits, rather than minor changes.
19. Any significant concerns, issues and risks that might impact upon the successful delivery of the programme or project and its expected benefits outside of approved tolerances, will be escalated to Integrated Performance and Budget Clinic Boards for steer and where necessary, corrective actions will be agreed.

20. Reporting and escalation to corporate Leadership Team will be by exception and integrate with overall arrangements for performance and financial management outlined in the Council’s Performance and Financial Management Policy.

21. All programmes and projects will be managed through the lifecycle summarised below and set out in detail in the supporting PPMF.



22. For projects that do not require a full options appraisal or public consultation, the project lifecycle may be concertinaed to ensure delivery at pace while also being consistent with the requirements of good PPM governance.

23. At the end of each stage, programmes and projects will be reassessed for time, scope, cost, benefits, and risk to decide whether they should continue. They must be stopped immediately if risks cannot be managed or if the expected benefits can no longer be delivered unless there is a legal requirement to deliver.

24. No approvals or funding (internal or external) for programmes or projects should be sought if the activity has not concluded the Plan stage i.e. does not have a justified business case.

25. Business change management principles will be used as standard within programme and project management arrangements and delivery plans, where implementation of a change will result in a significant impact on staff roles, service delivery processes and customers.

Roles and key responsibilities

Executive members	Overall responsibility for programme and project management across the Council, including agreeing the PPM policy, and ensuring that organisational performance is managed, monitored and reviewed regularly.
Elected members	Agree the Mayor’s priorities for Middlesbrough, the Council’s Strategic Plan, Revenue Budget and Investment Strategy (as Council) and scrutinise service performance in line with this policy. The role of elected officials is restricted to either scrutinising or approving activity in line with agreed authorities and delegations and being briefed accordingly in a timely fashion. It is not appropriate for elected officials to sponsor or otherwise lead projects or to fulfil any other project role as this would be highly likely to represent a conflict of interest with their scrutiny or Executive role.
Audit Committee	Review the effectiveness of PPM and receive an Annual assurance report on progress being made.

Leadership Team	Ensure the Council's portfolio fully aligns with achieving the outcomes of the Council Plan and continued delivery of the Council's legal and statutory duties and provide appropriate challenge, scrutiny and support to escalated programmes and projects with significant issues that require Leadership Team steer and / or a decision to progress.
Integrated Performance and Budget Clinic Boards	Identifies PPM activity in response to opportunities identified that require project activity to exploit them or from the business plan of the directorate; review escalations for under-performance of programmes and projects outside of Sponsor approved tolerances and identify appropriate recovery action, providing appropriate challenge, scrutiny and support.
Local Programme / Project Boards	Review and approve programme documentation for Directorate level approval; provide guidance to unblock issues and address risks to programme and project objectives. Boards will include the Sponsor, Programme / Project Managers and senior representatives of the customer, user and supplier (as relevant).
Programme Sponsors	A nominated Council Officer (usually Head of Service or Subject Matter Expert), ultimately accountable for the success of programmes; champions and sells the programme to stakeholders; provides strategic direction and secures resources for the programme; acts as escalation point for decisions outside of programme manager's authority; represents programme at Directorate or Corporate Portfolio Boards.
Project Sponsor	Ultimately accountable for the success of projects; provides direction and secures resources for the project; acts as escalation point for decisions outside of project manager's authority; represents project at Directorate or Corporate Boards.
Programme Manager	Completes programme level documentation as required by this policy and its supporting framework; plans, coordinates and controls delivery of the programme; provides progress reports and escalates issues to Sponsor or Board where required.
Project Manager	Completes project level documentation as required by this policy and its supporting framework; plans, coordinates and controls delivery of the project; provides progress reports and escalates issues to Sponsor Programme Manager or Board where required.
Project Teams	Responsible for delivering the project tasks to the set objectives, within budget and timescale, working to the Project Manager within a matrix management environment.
Portfolio Management Office (PMO)	Strategic oversight of the Council's portfolio and compliance with this policy and its supporting framework, providing guidance training and support as appropriate; coordinates Board activity, reviewing monthly programme / project progress reports and reporting by exception to Boards.

Supporting policies, procedures and standards

26. The following policies, procedures and standards will be implemented across the Council to support effective PPM.

Information Governance Framework	Sets out a framework for effective information governance within the Council, meeting all legal obligations and underpinning the achievement of strategic objectives.
Risk and Opportunity Management Policy	Sets out how the Council will ensure that risks are effectively managed and opportunities exploited to maximise delivery of strategic objectives, fully integrated with performance management arrangements.

Performance Management Policy	Sets out how the Council will ensure that performance is effectively managed to deliver strategic priorities for the town.
Project and Programme Management Framework	Sets out the Council's approach to the governance and management of Council led formal programmes and projects.
Project and Programme Management risk impact matrix	Sets out guidance on risk and opportunity scoring within the PPM environment to ensure consistency and appropriate escalation.

Monitoring and Review Arrangements

27. The Council's expectations around PPM are clearly set out within its corporate values and associated staff performance frameworks.
28. All managers and employees are required to comply with this PPM Policy to ensure that the Council effectively manages programmes and projects in pursuit of its strategic objectives. Managers and employees will be provided with a range of resources and, where appropriate, training, to support the effective implementation of this policy.
29. An annual assurance report on the Council's PPM arrangements will be submitted to Corporate Audit Committee. This will be supported by a targeted internal audit as appropriate, which will be listed in the Council's annual audit plan.
30. This policy will be reviewed every three years, unless there is significant development that would require a more urgent review e.g. new legislation.

This page is intentionally left blank

Template for Impact Assessment Level 1: Initial screening assessment

Subject of assessment:	Programme and Project Management Policy			
Coverage:	Cross-cutting			
This is a decision relating to:	<input type="checkbox"/> Strategy	<input checked="" 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:	<input type="checkbox"/>	Revision of an existing approach:	<input type="checkbox"/>
It is driven by:	Legislation:	<input type="checkbox"/>	Local or corporate requirements:	<input checked="" type="checkbox"/>
Description:	<p><u>Key aims, objectives and activities</u></p> <p>The policy sets out the Council's approach to programme and project management, ensuring that formal programmes and projects are effectively managed, and opportunities exploited to deliver strategic priorities for the town.</p> <p><u>Statutory drivers (set out exact reference)</u></p> <p>Local Government Act 1999 - Best Value Duty. 2024 Best Value Statutory Guidance. Local Government and Housing Act 1989. Local Audit and Accountability Act 2014.</p> <p><u>Differences from any previous approach</u></p> <p>The policy has been amended to set out the arrangements for activities that will not meet the threshold at which it would be appropriate to deploy additional governance in the form of PPM oversight.</p> <p><u>Key stakeholders and intended beneficiaries (internal and external as appropriate)</u></p> <p>Those staff, residents, visitors and businesses in the area that are affected by the services the Council delivers,</p> <p><u>Intended outcomes.</u></p> <p>To ensure that the Council has an approach to delivery of change activity that maximises its ability to deliver the Council Plan.</p>			
Live date:	April 2026			
Lifespan:	April 2026 – April 2029			
Date of next review:	April 2029			

Screening questions	Response			Evidence
	No	Yes	Uncertain	
Human Rights Could the decision impact negatively on individual Human Rights as enshrined in UK legislation?*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>The Policy aims to ensure the Council has in place to oversee delivery of programmes and projects within an approach that ensures the intended benefits are delivered.</p> <p>There are no concerns that the Programme and Project Management Policy could have an adverse impact on human rights.</p> <p>Evidence used to inform this assessment includes analysis of the Human Rights Act 1998, consideration of the policy content and information on how it will support compliance with the statutory drivers listed in this impact assessment.</p>
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?*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>The Public Sector Equality Duty (PSED) requires that when exercising its functions the Councils must have due regard to the need to:-</p> <ul style="list-style-type: none"> eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and foster good relations between persons who share a relevant protected characteristic and persons who do not share it. <p>In having due regard to the need to advance equality of opportunity, the Council must consider, as part of a single equality duty:</p> <ul style="list-style-type: none"> removing or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; taking steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it; and; encouraging people who share a protected characteristic to participate in public life or in any other activity in which participation is low. <p>The Policy aims to ensure the Council has in place to oversee delivery of programmes and projects within an approach that ensures the intended benefits are delivered.</p> <p>There are no concerns that the Programme and Project Management Policy could have an adverse impact on individuals or groups because they hold one or more protected characteristics.</p> <p>Evidence used to inform this assessment includes analysis of the PSED, consideration of the policy content and information on how it will support compliance with the statutory drivers listed in this impact assessment.</p>
Community cohesion Could the decision impact negatively on relationships between different groups, communities of interest or neighbourhoods within the town?*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>There are no concerns that the policy could impact negatively on these areas. Evidence used to inform this assessment includes analysis of the PSED, consideration of the policy content and information on how it will support compliance with the statutory drivers listed in this impact assessment.</p> <p>Evidence used to inform this assessment includes analysis of the policy and its commitment to delivering the Council Plan and information on how it will support compliance with statutory drivers listed in this impact assessment.</p>

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

Screening questions	Response			Evidence
Armed Forces Could the decision impact negatively on those who are currently members of the armed forces of former members in the areas of Council delivered healthcare, compulsory education and housing policies?*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Care leavers Could the decision impact negatively on those who are care experienced?*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Reducing Poverty Could the decision impact negatively on the Council's ambitions to reduce poverty in the town?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Next steps:

- ➡ 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:	Ann-Marie Johnstone	Head of Service:	n/a
Date:	26 February 2026	Date: 8 Jan 2026	n/a

This page is intentionally left blank

MIDDLESBROUGH COUNCIL	
------------------------------	--

Report of:	Corporate Director of Regeneration and Housing – Richard Horniman Corporate Director of Environment, Communities and Culture – Geoff Field
-------------------	---

Relevant Executive Member:	Executive Member for Development – Cllr Theo Furness Executive Member for Neighbourhoods – Cllr Ian Blades
-----------------------------------	---

Submitted to:	Executive
----------------------	-----------

Date:	8 April 2026
--------------	--------------

Title:	Pride In Place Programme – Thorntree, Park End and Impact Fund
---------------	--

Report for:	Decision
--------------------	----------

Status:	Public
----------------	--------

Council Plan priority:	Safe and resilient communities
-------------------------------	--------------------------------

Key decision:	Yes
----------------------	-----

Why:	Decision(s) will incur expenditure or savings above £250,000 and have a significant impact in two or more wards
-------------	---

Subject to call in?	Yes
----------------------------	-----

Why:	Non-urgent decision
-------------	---------------------

Proposed decision(s)

It is recommended that Executive:

- a) approves the adoption of Accountable Body Status for the £20m Pride in Place programme at Thorntree;
- b) approves the adoption of Accountable Body Status for the £20m Pride in Place programme at Park End;
- c) approves the acceptance and allocation of the £1.5m allocation for Pride in Place - Impact Fund, for central Middlesbrough, subject to Andy McDonald MP giving consent for the proposals;
- d) notes that the Council's role is limited to that of secretariat support and Accountable Body;

- e) notes that engagement with the community, identification of priorities, the design of the Pride in Place Investment plan for each area, will be at the sole discretion of the respective Neighbourhood Board(s) of Thorntree and Park End;
- f) notes that officer resource for funding administration and secretariat support will be required from multiple services (and burdens to be borne by those services). Principally, this will involve the Growth and Assets, Neighbourhoods, Finance and Legal Services; and,
- g) notes that any Neighbourhood Board decision which has an ownership, adoption, land and assets, operational or financial impact upon Council services, will be brought back to Executive for consideration; and phased development and delivery of works to ensure that continuity of Community services are prioritised.

Executive summary

Three Middlesbrough areas have been allocated Pride in Place programme funding amounting to £41.5m.

Park End and Thorntree areas of Middlesbrough have been identified as Pride in Place Neighbourhoods in the second phase of the Pride in Place programme.

Each area has been awarded a funding commitment of £20 Million each over the next ten years, from April 2027, to deliver an Investment plan which is to be consulted, designed and delivered by a representative Neighbourhood Board to be convened in each area.

Between now and April 2027, the Chairpersons of the Neighbourhood Board are to be identified, followed by wider Board Membership. When the Neighbourhood Board is convened it will commence work to identify and consult upon 'hyper-local' priorities for investment and prepare an Investment Plan to Government by Winter 2026/27. In practical terms, there are few limitations as to how the funding can be used, other than strict capital and revenue apportionment.

In addition, Middlesbrough has been awarded £1.5 Million of Pride in Place – Impact Funds, which are targeted towards the enhancement of community areas and public spaces within central Middlesbrough. This funding is designed to deliver immediate impact and, therefore, does not require a Neighbourhood Board to be convened, rather it relies on the relevant Member of Parliament consent. In this case this is Andy McDonald MP.

Middlesbrough Council has two functions in these funding programmes. The first is that the Council is to be the Accountable Body for the Pride in Place funds. Secondly, the Council is to provide secretariat support for the delivery and administration of Neighbourhood Boards.

The Pride in Place Programme is designed to give communities the agency and resources to react to the most pressing issues in their immediate communities. As such, the Council has no formal decision-making role relative to this programme.

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

1.1 This report sets out the opportunity and objectives associated with the Pride in Place and Pride in Place – Impact Fund programmes, as they relate to allocations offered to Middlesbrough.

1.2 To unlock these funds, which have been identified to create opportunity in some of Middlesbrough’s most disadvantaged areas, Middlesbrough Council must assume the responsibility as Accountable Body for the funding programme.

1.3 This report sets out the high-level funding expectations and the principles that the interventions arising from these funds are to be wholly determined and delivered at the Neighbourhood level, with Council influence restricted to being administrative and advisory.

Our ambitions	Summary of how this report will support delivery of these ambitions and the underpinning aims
A successful and ambitious town	The Pride in Place Programme is designed to address issues at the neighbourhood level, with decisions made by the residents who live and work in these areas. This level of self-determination, and agency, has the potential to improve residents’ local pride, involvement in community life and investment in the amenities and services in their local area.
A healthy Place	The Pride in Place Programme allows for investment in local amenities and services which can improve the health and wellbeing of residents. Whilst it is for the Neighbourhood Board to determine the exact form of interventions, such activity is permissible under the terms of the funding.
Safe and resilient communities	The Pride in Place Programme allows for investment in local amenities and services which can improve the safety and resilience of communities. Whilst it is for the Neighbourhood Board to determine the exact form of interventions, such activity is permissible under the terms of the funding.
Delivering best value	The Pride in Place Programme requires the host Local Authority area to serve as the accountable body for the funding allocation(s). As such, it is the Council’s duty to ensure that there are arrangements in place for sound governance of the funding as well as ensuring that all financial regulations and safeguards such as proper consideration of Subsidy Control and Procurement regulations, are adhered to.

2. Recommendations

2.1 It is recommended that Executive:

- a) approves the adoption of Accountable Body Status for the £20m Pride in Place programme at Thorntree;
- b) approves the adoption of Accountable Body Status for the £20m Pride in Place programme at Park End;
- c) approves the acceptance and allocation of the £1.5m allocation for Pride in Place - Impact Fund, for central Middlesbrough, subject to Andy McDonald MP giving consent for the proposals;
- d) notes that the Council's role is limited to that of secretariat support and Accountable Body;
- e) notes that engagement with the community, identification of priorities, the design of the Pride in Place Investment plan for each area, will be at the sole discretion of the respective Neighbourhood Board of Thorntree and Park End;
- f) notes that officer resource for funding administration and secretariat support will be required from multiple services (and burdens to be borne by those services unless). Principally, this will involve the Growth and Assets, Neighbourhoods, Finance and Legal Services; and,
- g) notes that any Neighbourhood Board decision which has an ownership, adoption, land and assets, operational or financial impact upon Council services, will be brought back to Executive for consideration; and phased development and delivery of works to ensure that continuity of Community services are prioritised.

3. Rationale for the recommended decision(s)

- 3.1 Neighbourhood Working is a key strategy for improving outcomes for Middlesbrough's residents. The Pride in Place Programme is a considerable opportunity to improve local approaches for neighbourhood engagement. Over the medium-term, this has the impact of increasing local service efficiency and reducing demand pressures.
- 3.2 Pride in Place funding has been allocated to Thorntree and Park End based on indices of local deprivation, local satisfaction metrics and engagement in Civic society. As neighbourhoods characterised as 'Doubly-disadvantaged', this programme gives the local community the resources, agency and decision-making-powers to make generational changes in their local areas.
- 3.3 The delivery of the Pride in Place Programme for Thorntree and Park End is predicated on the Council taking the responsibility as accountable body. In the absence of the Council assuming this role, the funding allocations for these areas would be jeopardised.

4. Background and relevant information

- 4.1 Three Middlesbrough areas have been allocated Pride in Place programme funding amounting to £41.5m.
- 4.2 Thorntree has been allocated £20m in the main Pride of Place Programme. Park End has also been awarded £20m (completely separately from the Thorntree allocation, from the main Pride in Place programme. A third allocation of £1.5m has been made to Middlesbrough Town Centre under the 'Pride in Place – Impact Fund', for immediate interventions to enhanced public and community spaces.
- 4.3 The Pride in Place programme is a selective, hyper-local funding programme which aims to give local areas the power and influence to make decisions in their local areas. Neighbourhood Boards will be convened to design, determine and deliver Neighbourhood Plans for their areas.
- 4.4 This commitment is backed by £20m of funding (approx. £2m per year for the next decade) to allow communities to deliver their Neighbourhood Plans. As Accountable Body for programme allocations, the Council has financial oversight but no formal decision-making powers.
- 4.5 The uses of the funding are, in practical terms, without any significant restrictions, allowing communities to invest in the priorities which matter to them. The funding is split approximately 63% Capital and 37% Revenue, meaning that both community infrastructure, amenities and services are all within the scope of Neighbourhood Plan investment.
- 4.6 The programme has been designed to target areas that are 'doubly disadvantaged' by both the highest deprivation levels and weakest social infrastructure, as indicated by – HMGov measurements.
- 4.7 Within Middlesbrough, the Thorntree and Park End areas have been identified. It should be noted that the identified areas of influence do not precisely mirror 'ward boundaries' as they would be recognised locally. Instead, they match Mid-layer Super Output Areas (MSOAs). Expressed in terms of local wards, the MSOAs overlap with the southern areas of Brambles and Thorntree (ward), southern areas of Berwick Hills and Pallister (ward) and all of Park End and Beckfield (Ward).

4.8 Pride In Place Boundaries Park End and Thorntree



4.9 The appointed Neighbourhood Board Members will have the opportunity to make a case to the Ministry of Housing, Communities and Local Government (MHCLG) for these boundaries to be subtly adapted to reflect local conditions, obvious infrastructure omissions and missed opportunities.

4.10 Both the Park End and Thorntree Communities are in Stage 2 of the Pride in Place programme, meaning that 2026 calendar year will be used to convene an independent Chair, Board and work completed to develop a Neighbourhood Plan. The provisional timetable set out by MHCLG is set out below. The substantive investment and delivery phase will commence in Middlesbrough from April 2027.

4.11 MHCLG Indicative Pride in Place – Phase 2 – Timeline

Winter 2025/26	Neighbourhood Boards and local authorities receive a tailored data pack detailing metrics across the 3 strategic objectives, and polling on local sentiment around investment priorities for their area
Spring 2026	MHCLG issues 2026 to 2027 capacity and capital funding payment to all places

Summer 2026	Neighbourhood Boards to confirm finalised membership and any proposals to alter the ‘default’ area boundary to MHCLG by 17 July 2026
Autumn 2026	MHCLG to review membership and boundary proposals and confirm to places whether acceptable
Winter 2026/27	Neighbourhood Boards submit their Regeneration Plan to MHCLG for assessment and approval
Spring 2027	MHCLG approve regeneration plans First substantive delivery funding payment to be made to local authorities, commencement of delivery phase

- 4.12 The Council’s role is exclusively based on administrative and secretariat functions. A key principle underpinning this programme is the strict expectation that Neighbourhood Boards and Neighbourhood Plans must be locally led and determined.
- 4.13 Member of Parliament involvement is mandated. In the case of both Thorntree and Park End, the constituencies of both Andy McDonald MP and Luke Myer MP overlap with both of the Pride in Place areas. So, both MPs will have involvement in both Neighbourhood Boards. The MP’s initial task is to appoint Chairperson(s) for both Boards. An open process has commenced to seek expressions of interest from the respective communities, and an interview process will follow.
- 4.14 From 27 March 2026, a process commenced to invite expressions of interest for the two Chairperson positions for the Thorntree and Park End Neighbourhood Boards, respectively.
- 4.15 Community stakeholders will be invited to nominate themselves for consideration for the Chairperson roles by briefly setting out their involvement in the community, their ambitions for the area, and how they could secure the trust and backing of the community.
- 4.16 Nominations will close on Friday 24th April 2026 and, subject to approval of this report, the two local MPs and the Mayor of Middlesbrough will shortlist and interview for the respective posts.
- 4.17 A similar process, codesigned with the appointed Chairperson(s) will be conducted to identify with wider board members. Board makeup must be agreed by MPs and with consent of Chair. Board MUST include respective constituent MP(s), at least one Ward Member and must contain at least 50% represented by residents of the eligible areas. Mayors have been granted membership in other areas, and this will apply in Middlesbrough. Other Board members do not have to reside in the eligible area but must have clear and tangible links to the area i.e. head teachers.

- 4.18 Capacity and Capability resources have just been received at £150,000 per area. This can be used by the Board for staffing, engagement and capacity, as well as engagement with the community to seek ideas, priorities, membership and interventions.
- 4.19 Boards should aim to be independent of Council support by year three of delivery – save for accountable body duties and oversight. Council will continue to voluntarily offer support and advice beyond this period, should the Board require.

Pride in Place- Impact Fund

- 4.20 In addition to the main Pride in Place Programme areas, £1.5m of Capital has been allocation for the Pride in Place - Impact Fund, targeted for Town Centre interventions
- 4.21 The funding interventions will be directly delivered by local authorities, with the aim of building strong, resilient, prosperous, and inclusive communities.
- 4.22 Whilst the Pride in Place Programme will target transformation over the longer term, it is recognised that there is also a need for immediate support to ensure other areas are able to deliver visible improvements to high streets and improve places and spaces of community value.
- 4.23 In Middlesbrough, this is identified to enhance community facilities and public spaces such as parks, playgrounds and helping to improve health and well-being, bring people together and strengthen communities. The funding is designed to quickly mobilise interventions to delivery immediate impact.
- 4.24 The Council will directly administer and deliver the interventions associated with the £1.5m allocation and proposals will secure the consent of the relevant MP, being in this case, Andy McDonald MP.
- 4.25 Provisional proposals, subject to MP approval, are:
- a) the acquisition and enhancement of the pond area in Centre Square, reclaiming the area as a community asset and ensuring visitors and residents can enjoy an attractive public space in the heart of Middlesbrough;
 - b) tidying up run down Town Centre areas which are a poor reflection on the town;
and,
 - c) enhancing public spaces and town centre areas with a programme of public art installations.
- 4.26 Andy McDonald MP's has been briefed on the headline proposals in advance of this report. Formal approval will be of the recommendations for intervention will be secured from Andy McDonald, following determination of this Executive decision.

5. Ward Member Engagement if relevant and appropriate

- 5.1 Ward Members have been briefed on the Pride in Place guidance to date.
- 5.2 Neighbourhood Boards must include representation from, at least one Ward Member from the respective areas, albeit the selection of such is a choice for the Board Chairperson(s).

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

- 6.1 The only feasible alternative to assuming accountable body status for the Pride in Place Programme would be to reject the responsibility and jeopardise the allocations for the Thorntree and Park End areas of Middlesbrough.
- 6.2 To dismiss the opportunity for £40m funding in East Middlesbrough areas would represent a major missed opportunity and critical investment which can unlock civic engagement and pride in deserving Middlesbrough communities.

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

Topic	Impact
Financial (including procurement and Social Value)	<p>Financial risk – whilst the Government has made a £20m commitment over the next 10 years, this will be delivered via three, conditional funding Memoranda of Understandings (MoUs). There is a theoretical risk of decommitment at the period that each new funding MoU is renewed. Systemic controls for spending and commitments will be applied to ensure that the Neighbourhood Boards cannot spend beyond the available means.</p> <p>Resources - Early stages will be extremely resource intense and require hybrid-capacity from a range of Council services, and this burden has not been compensated in the funding settlement. The support of Council staff is likely to be required throughout programme implementation. Where possible and appropriate, the Neighbourhood Boards will be asked to offer financial support to Council capacity, albeit this is a decision entirely for the Boards.</p>
Legal	<p>To support the Council in its role as the Accountable Body, Council Legal Services will be on hand to advise over constitutional matters as the Neighbourhood Boards develop. Legal services will advise on governance arrangements, conflicts of interest, decision making processes and compliance with legal duties, including duties under equalities acts, however, the extent of the role is still to be determined, Legal advice should be sought regarding any</p>

	<p>documentation including any memorandum of understanding, which should be reviewed by legal services prior to signing.</p> <p>The council is to provide secretariate support for the delivery and administration of Neighbourhood Boards, the council will have no formal decision making role, the role of legal services will be to protect the integrity of the process rather than the substance of the decisions, stepping in only if a proposed action would be unlawful, procedurally improper or expose the council to legal risk. The extent of the role secretariate support is to be determined.</p>
<p>Risk</p>	<p>Bureaucracy - Without proper communication and support for Neighbourhood Boards there is a risk that Council oversight and necessary procedures risk frustrating community ambitions and attracting criticism. This can be overcome by a comprehensive offer of support and advice to inform Board Members of the technical requirements which apply in terms of good governance, procurement timescales, transparency requirements, property ownerships and long-term adoption liabilities etc.</p> <p>Board recruitment – The 10 year duration of the programme may be off putting to some individuals as a personal and community commitment. This has been addressed in the Board recruitment process by inviting individuals to serve any length of membership without obligation to see the full 10 year period through.</p> <p>Project management - The Board has autonomy over how the schemes are delivered / commissioned i.e. it is not a given that Council teams will deliver the identified interventions. As such, for financial assurance and good governance, oversight will need to be retained on external contract delivery.</p> <p>Risks will be assessed on an ongoing basis as the Neighbourhood Boards develop the details of their Neighbourhood Plans.</p>
<p>Human Rights, Public Sector Equality Duty and Community Cohesion</p>	<p>There are no human rights implications. Intense, resident-led neighbourhood Working will aid community cohesion through working closely with residents and stakeholders.</p>
<p>Reducing Poverty</p>	

	Pride in Place Funding is targeted at some of Middlesbrough's most disadvantaged communities. The Neighbourhood Investment Plans which arise in these areas can include activities which reduce poverty. This will be for the Neighbourhood Board(s) to determine.
Climate Change / Environmental	Interventions designed to address Climate Change and Environmental issues, are permissible within the Pride in Place Programme, it will be for the Board(s) to determine whether this forms part of their Neighbourhood Investment Plans.
Children and Young People Cared for by the Authority and Care Leavers	The objectives of the Pride in Place programme have the scope to provide a better community, with lower levels of crime and antisocial behaviour in which young people can thrive but also have greater focus on resolving complex cases involving young people and children.
Data Protection	There are no data protection issues envisaged.

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

Action	Responsible Officer	Deadline
Secure MP(s) agreement to the Board / Chair recruitment process.	Sam Gilmore	February 2026
Open advert for Chairperson roles for each area.	Sam Gilmore	March 2026
Chairs Appointed	Sam Gilmore	April 2026
Chairs to identify recruitment method(s) for Board Members – advertised and processed	Sam Gilmore	May 2026
Draft and submit alternative geography and combination of boards case to MHCLG – with Board and MP consent	Sam Gilmore	May 2026

Board Members interviewed and appointed	Sam Gilmore	June 2026
Board induction and inaugural meeting – outline programme, parameters, draft constitution and engagement methods to seek ideas	Sam Gilmore	July 2026
Resident survey and engagement – Summer 2026	Neighbourhood Boards	September 2026

Appendices

1	N/A
---	-----

Background papers

Body	Report title	Date
N/A	N/A	N/A

Contact: Sam Gilmore – Head of Growth and Assets
Email: Sam_gilmore@middlesbrough.gov.uk

MIDDLESBROUGH COUNCIL



Report of:	Corporate Director of Environment, Community and Culture – Geoff Field
Relevant Executive Member:	Executive Member for Environment and Sustainability – Peter Gavigan
Submitted to:	Executive
Date:	8 April 2026
Title:	Transport and Infrastructure Capital Programme 2026/27
Report for:	Decision
Status:	Public
Council Plan priority:	Delivering Best Value
Key decision:	Yes
Why:	Decision(s) will incur expenditure or savings above £250,000
Subject to call in?	Yes
Why:	Non-urgent decision

Proposed decision(s)

That the Executive:

- approve the allocation of £3.403m 2026/2027 City Region Sustainable Transport Settlement (CRSTS) Highways Maintenance / Incentive grant funding to specific schemes as detailed in Appendix 2; and
- delegate authority for any programme amendments and virements to new or prioritised projects, up to a value of £0.250m, to the Director of Environment and Community Services. In exercising this authority, the Director will consult the Chief Finance Officer on all proposals with financial implications, including impacts on budgets, funding conditions, financial risk, or compliance with financial regulations. The Director will also consult the Executive Member for Environment where the amendment or virement has policy, service, or strategic implications within their portfolio.

Executive summary

The purpose of this report is to seek approval to allocate funding to develop and deliver transport and infrastructure improvements contained within the report.

A decision is required, as the proposals contained will impact upon the whole Borough and utilise different streams of funding allocations secured by the Council; to a value greater than £0.250m. Approval will ensure that the proposals are aligned with the Councils ambitions and objectives.

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 to allocate funding to develop and deliver transport and infrastructure improvements contained within the report.

Our ambitions	Summary of how this report will support delivery of these ambitions and the underpinning aims
A successful and ambitious town	<p><i>Aims within this ambition are to:</i></p> <ul style="list-style-type: none"> - <i>improving accessibility to key economic centres, the Council will be improving business opportunities for further inward investment by ensuring that transport does not act as a barrier to economic growth.</i>
A healthy Place	<p><i>Aims within this ambition are to:</i></p> <ul style="list-style-type: none"> - <i>improve accessibility to key services and facilities and assist the Borough in improving its reputation and aesthetics by improving the public realm, and reducing congestion and traffic noise, and improving air quality.</i>
Safe and resilient communities	<p><i>Aims within this ambition are to:</i></p> <ul style="list-style-type: none"> - <i>improve safety, accessibility and usability of the Councils Transport network; ensuring that people can access employment, education, retail and leisure opportunities.</i>
Delivering best value	<p><i>Aims within this ambition are to:</i></p> <ul style="list-style-type: none"> - <i>improving infrastructure, enabling growth, and supporting sustainable travel. It delivers best value through targeted investment, focusing on:</i> - <i>Supporting access to employment, education, and services.</i> - <i>Reducing future maintenance costs through asset renewal.</i> - <i>Encouraging modal shift and reducing carbon emissions.</i> - <i>Enhancing safety and accessibility across the network.</i> - <i>The programme aligns with corporate objectives and ensures resources are used efficiently to deliver long-term, measurable benefits for Middlesbrough.</i>

2. Recommendations

2.1 That the Executive:

- approve the allocation of £3.403m 2026/2027 City Region Sustainable Transport Settlement (CRSTS) Highways Maintenance / Incentive grant funding to specific schemes as detailed in Appendix 2; and
- delegate authority for any programme amendments and virements to new or prioritised projects, up to a value of £0.250m, to the Director of Environment and Community Services. In exercising this authority, the Director will consult the Chief Finance Officer on all proposals with financial implications, including impacts on budgets, funding conditions, financial risk, or compliance with financial regulations. The Director will also consult the Executive Member for Environment where the amendment or virement has policy, service, or strategic implications within their portfolio.

3 Rationale for the recommended decision(s)

- 3.1 This requires a decision as the proposals will impact upon the whole Borough and utilise different streams of funding allocations secured by the Council. Approval will ensure that the proposals are aligned with the Council's ambitions and objectives.
- 3.2 This is being recommended as it will allow prudent allocation of funding to ensure that the Council is not only working toward its ambitions and objectives but is allocating resources to ensure statutory requirements placed upon the Council as the Highway Authority, "to ensure the safe and expeditious movement of people and goods on its network".
- 3.3 The allocations that are being proposed are based on ensuring a balance between maintaining existing asset and making improvements to the accessibility of the current network/alternate modes of transport enhancements. This balance is crucial in order to ensure the safety of the infrastructure, and to assist in encouraging sustainability of the network.
- 3.4 In accordance with Section 6.38 of the Executive Scheme of Delegation, decisions that involve expenditure or savings above £250,000, or that have a significant impact across the Borough, are reserved to the Executive. The proposals outlined within this report meet these criteria and therefore require formal Executive approval in accordance with paragraph (g) of the Executive Scheme of Delegation, matters relating to bids for funding that do not have major financial or strategic significance — or which have already been approved in principle by the Executive, or as part of the Council's Budget and Policy Framework — fall within delegated authority. However, due to the value of the proposals and their strategic importance, formal Executive approval is sought in this instance. Details of the scope of each Executive Portfolio can be found in the Executive Scheme of Delegation.

4. Background and relevant information

- 4.1 Middlesbrough Council receives City Region Sustainable Transport Settlement funding from the Department for Transport, via Tees Valley Combined Authority; to undertake maintenance and improvement works on the Councils transport network.
- 4.2 The current Council approved CRSTS allocation for 2026/27 is £1.065m, specified against Incentive Funding (new works) and £2.338m for Highways Maintenance. Appendix 2 details the planned works totalling £3.403m.
- 4.3 It is proposed that the Council approves the expenditure of the City Region Sustainable Transport Settlement allocation for 2026/27, as outlined in appendix 2. This will provide the Council time to identify the most prudent method of delivering a longer-term programme; ensuring that best value for money is achieved.
- 4.4 The projects within the proposed programme have been identified from the Council's "Future Year scheme" list. This is a compiled table of all known requirements and suggestions received, which are matrix ranked for their suitability against a set criterion, forming a priority basis. However, this is also conditional upon external funding criteria, eligible uses, statutory obligations, and other implications.
- 4.5 The maintenance schemes are based on asset condition rating systems and allocation of resources work to address a "worst first" is used. This is rationalised based on public safety and asset longevity priorities (such as ensuring that structures are safe). This ensures that the Council is sequentially addressing the areas of the network in most need of resolving.
- 4.6 The Council also receives specific allocations through competitive grant programmes and awards that are to deliver prescribed pieces of work, depending upon national / regional criteria. Any awards for such projects by-pass the matrix scoring criteria (although this may be used to identify the most suitable candidates) and can be awarded / is accessible throughout the financial year. The proposals within this report include all known awarded allocations at time of approval but can be subject to change. If required, approvals will be sought through the formal decision-making process.
- 4.7 A map of the scheme locations can be found in appendix 1. The full funding allocations used to identify the projects / programmes can be found in appendix 2.

5. Ward Member Engagement if relevant and appropriate

- 5.1 Ward members will be consulted on individual schemes that impact constituents in their locality.

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

- 6.1 Re-assessing the project proposals – this is not recommended, as they have been identified using a robust scoring matrix and the prescribed funding criteria, to ensure best allocation of resources. Any changes would deviate from this process and add delays to the delivery of the programme.
- 6.2 ***Do nothing***

This is not recommended as it will not allow the Council to allocate funding and make the necessary arrangements in advance of receipt of the allocations. The delivery of infrastructure improvements requires prudent planning, and co-ordination, so approvals in a timely manner are pivotal to ensuring a successful delivery programme.

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

Topic	Impact
Financial (including procurement and Social Value)	<p>The Transport and Infrastructure Capital Programme is 100% grant funded from the Local Transport Plan provided by the Department of Transport via the Tees Valley Combined Authority. The proposals have been costed at a high level (including an element for contingencies), based on delivering similar schemes in previous years. Appendix 2 of this report details the planned expenditure.</p> <p>The project allocations are indicative and may require alteration to address unforeseen issues and service demand responsiveness. Should costs exceed the available budget, the programme can be re-prioritised, and projects removed to account for unforeseen additional expenditure. This can be completed via Officer Delegated Decision, as the approved Councils financial procedures permit resource re-allocation up to the value £0.250m to be delegated to the relevant Chief Officer in consultation with the Chief Finance Officer.</p> <p>Should additional funding become available during the financial year, this will be considered subject to the same rules and regulations, and Executive / financial approvals; and governed as such.</p>
Legal	<p>Any legal issues associated with the approved programme will be agreed through the Council's established procedures. The allocations within this report are indicative, are not committed and can alter. Should the figures vary beyond the delegation sought in this report, appropriate Executive approvals will be sought.</p> <p>The funding allocations and proposed expenditure is required to ensure the Council complies with Highways Act 1980.</p>
Risk	<p>The proposal does not require any change to the Council's existing policy framework.</p> <p>The funding allocations identified are indicative or are pending funding allocation within the programme. Should funding levels alter, there is an element of contingency within the proposed programme. Should this be exceeded, the programme will be re-addressed, and approval sought to allow re-prioritisation to fit with the available funding.</p>

	<p>By approving this allocation of funding, the Council is positively and actively managing risk to support the outcomes of the department(s), such as not having appropriate planning in place.</p> <p>The approval of the programme will allow targeted interventions, which will reduce the risk of Road Traffic Accidents. Without investment in mitigations, those killed and seriously injured because of road traffic accidents may increase, particularly in areas where the Council is aware of issues. Additional to increased injury to individuals, this also results in increased costs on other local stakeholders such as the Police, the Fire Authority, and the NHS, but also reputational damage to the Council as the Highway Authority.</p> <p>The proposed programme reduces financial risk. Highway network deterioration is greater than the available funding to maintain it. By approving the allocations, the Council will be able to minimise the number of claims made against it due to surface defects.</p>
Human Rights, Public Sector Equality Duty and Community Cohesion	<p>There will be no negative, differential impact on protected groups and communities.</p> <p>It is not anticipated that any other protected groups will be impacted upon negatively because of progressing with proposals. The Equality Impact Assessment in appendix 3 provides this assurance.</p>
Reducing Poverty	<p>The proposed decision will not contribute to an increase or reduction in poverty.</p>
Climate Change / Environmental	<p>The proposals will improve accessibility to key services and facilities and assist the Borough's impact on climate change and the environment by providing and updating our infrastructure to support alternative methods of travel therefore improving the public realm, and reducing congestion, traffic noise and improving air quality.</p>
Children and Young People Cared for by the Authority and Care Leavers	<p>The proposals outlined will not negatively impact children and young people cared for by the authority and care leavers as the highway schemes we have proposed will be accessible to all and will improve safety, accessibility and usability of the Councils Transport network; ensuring that people can access employment, education, retail and leisure opportunities.</p>
Data Protection	<p>The proposed decision does not involve the collation and use of personal data.</p>

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

Action	Responsible Officer	Deadline
• Produce project management	Infrastructure Programme Manager (Liyaqat Ud-Din)	March 2027

<p>documentation for all new projects, which will be monitored by the Transport and Infrastructure Capital Programme Board, and the Project Management Office, which will ensure prudent and active management of projects</p> <ul style="list-style-type: none"> • Subject to approval of the delegated authority, update the Environment and Community Services Scheme of Delegation to incorporate the new delegation, including scope, limits, consultation requirements, and conditions of use 		
--	--	--

Appendices

1	Ward map of locations for intervention
2	Indicative Funding allocations and proposed projects
3	Equality Impact Assessment

Background papers

Body	Report title	Date
n/a	Future years scheme document (internal document)	January 2026

Contact: Li Ud-Din – Infrastructure Programme Manager
Email: Liyaqat_Ud-din@middlesbrough.gov.uk

This page is intentionally left blank

General Notes

Rev	Date	Details

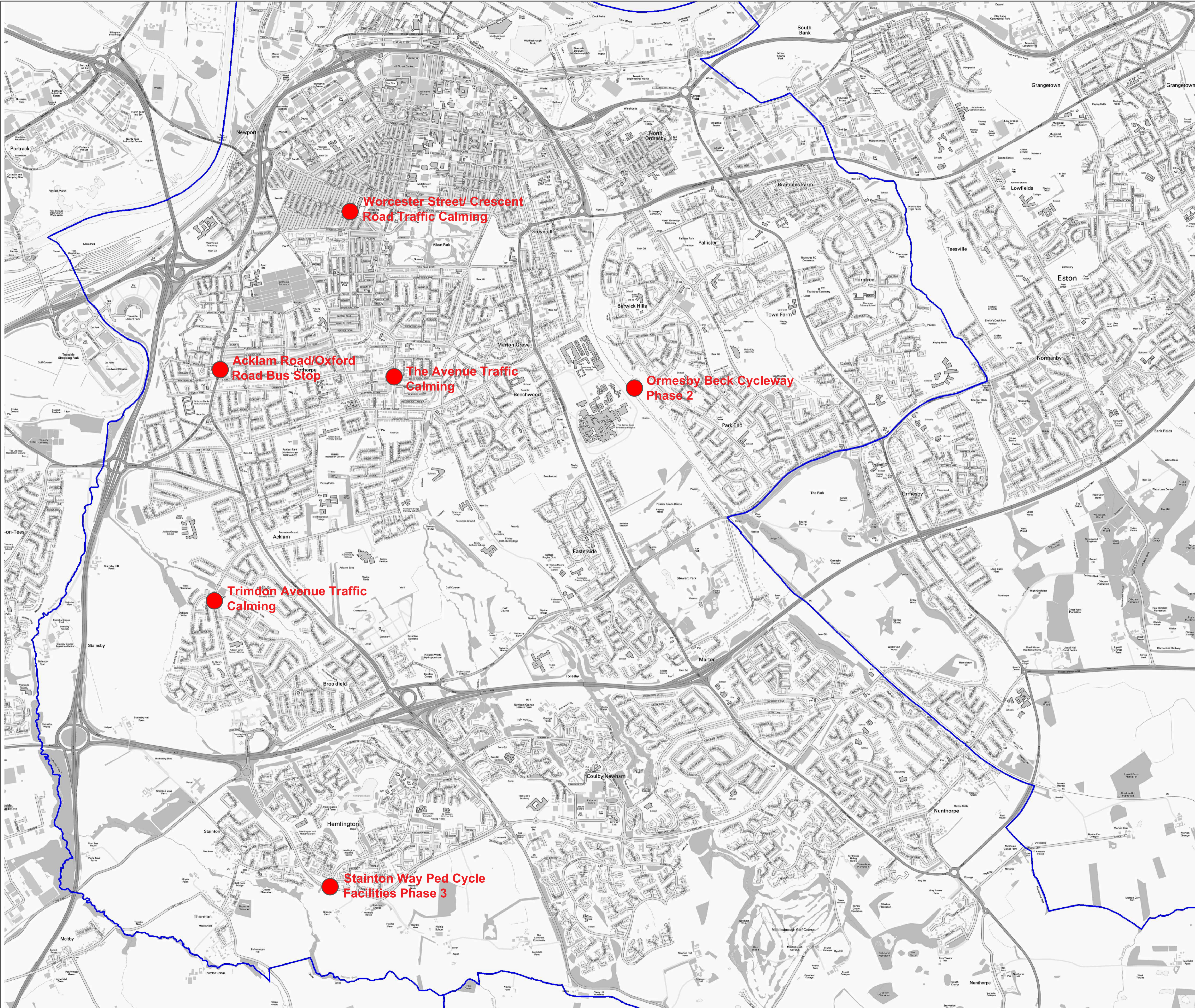
Project
2025/26 Capital Programme Map

Drawing
Scheme Location

Date 02/02/2025	Sheet A101
Drawn by DA	
Checked by	
Scale NTS	
Drg No	

Infrastructure Delivery Services
 Transport and Infrastructure | Middlesbrough Council
 Resolution House | Cargo Fleet Lane | Middlesbrough, TS3 8AL
www.middlesbrough.gov.uk

© COPYRIGHT: ALL RIGHTS RESERVED. This drawing must not be reproduced without permission. Do not scale. Contractor is responsible for checking dimensions which are in millimetres unless otherwise stated.



This page is intentionally left blank

Block	Programme	Projects	£m
Highway Maintenance	Carriageways	Carriageway maintenance to the allocation value taken from the asset management list	1.000
	Footways	Maintenance of the verge asset (schemes taken from asset list)	0.500
	Verges	Maintenance of the footway asset (schemes taken from asset list)	0.200
	Structures and Bridges	Maintenance of the bridge and structure asset (schemes taken from asset list following PI assessments)	0.200
	Flooding/drainage	Maintenance of the drainage asset (schemes taken from asset list)	0.100
	Street lighting	Maintenance of the lighting asset (schemes taken from asset list)	0.200
	Programme delivery	Management of the programme	0.050
	Contingency	Provision to cover any anomalies within the programme	0.088
		TOTAL HIGHWAYS MAINTENANCE	2.338
IT (new allocations)	Road Safety and Traffic Management	General Traffic Management - Routine measures to manage vehicle speeds and improve safety across multiple locations.	0.290
		The Avenue Traffic Calming - Design and installation of features to reduce speeds and enhance safety along The Avenue.	0.030
		Trimdon Ave Traffic Calming - Implementation of traffic-calming interventions to address speeding concerns on Trimdon Avenue.	0.050
		Worcester St/ Crescent Rd Traffic Calming - Safety improvements through speed-reduction measures at Worcester St & Crescent Rd.	0.050
	Ped/cycle crossing point	Stainton Way Ped Cycle Facilities Ph3 - Delivery of Phase 3 pedestrian and cycle infrastructure improvements along Stainton Way	0.200
		Ormesby Beck Cycleway Ph2 - Continuation of the off-road cycleway scheme improving active travel routes near Ormesby Beck.	0.200
	Bus Stop Improvements	Acklam Road/Oxford Rd Bus Stop -Upgrades to bus stop facilities to improve accessibility and passenger experience.	0.060
	Programme delivery, management and future development	Programme delivery - Overall management and coordination of scheme delivery across the programme year.	0.090
		Future years scheme development (TBC) - Feasibility, planning, and early design work for schemes proposed for future years.	0.045
Previous years scheme remediation/contingency - Addressing outstanding issues or defects on prior-year schemes and holding contingency.		0.050	
	TOTAL INTEGRATED TRANSPORT	1.065	
	TOTAL PROGRAMME	3.403	

All schemes outlined above are subject to statutory and public consultation, and the final scope may be refined following feedback.

Pothole Funding	Integrated Transport Block	Highways Maintenance Formula and Incentive	TOTAL
£1,067,795	£1,065,174	£1,270,627	£3,403,596

This page is intentionally left blank

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

Subject of assessment:	2026/27 Transport and Infrastructure Capital Programme			
Coverage:	To cover the proposed funding allocations and projects within the 2026/27 Capital programme for Transport and Infrastructure			
This is a decision relating to:	<input type="checkbox"/> Strategy	<input type="checkbox"/> Policy	<input type="checkbox"/> Service	<input type="checkbox"/> Function
	<input type="checkbox"/> Process/procedure	<input checked="" 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:	<input type="checkbox"/>	Revision of an existing approach:	<input checked="" type="checkbox"/>
It is driven by:	Legislation:	<input type="checkbox"/>	Local or corporate requirements:	<input checked="" type="checkbox"/>
Description:	<p><u>Key aims, objectives and activities</u></p> <p>The 2026/27 Capital Programme sets out the projects that will be delivered within the financial year based on the available funding. The projects are derived from the available funding, ensuring fit with Council aims, objectives and policies.</p> <p><u>Statutory drivers (set out exact reference)</u></p> <p>As a Highway Authority, the Council has statutory duties, as set out within the Traffic Management Act 2004. "It is the duty of a Local Traffic Authority to manage their road network with a view to achieving, so far as is reasonably practicable having regard to their other obligations, policies and objectives, the following objectives;</p> <p>(a) Securing the expeditious movement of traffic on the Authority's road network; and</p> <p>(b) Facilitating the expeditious movement of traffic on road networks for which another Authority is the Traffic Authority."</p> <p>The projects within this programme are aimed at ensuring compliance with this requirement.</p> <p><u>Differences from any previous approach</u></p> <p>No changes are anticipated from any previous approaches adopted.</p> <p><u>Key stakeholders and intended beneficiaries (internal and external as appropriate)</u></p> <p>Residents, Businesses, Politicians, Council Officers, Public Transport operators, and visitors to the area.</p> <p><u>Intended outcomes.</u></p> <ul style="list-style-type: none"> To ensure that the Council is delivering projects that meet with statutory requirements of the Traffic Management Act 2004, and to the benefit of the Council and its stakeholders. 			
Live date:	2026			
Lifespan:	This will be live throughout the duration of the 2026/27 programme			
Date of next review:	The EIA will be formally reviewed in February 2027 in line with the programme's annual review cycle.			

Screening questions	Response			Evidence
	No	Yes	Uncertain	
Human Rights Could the decision impact negatively on individual Human Rights as enshrined in UK legislation?*	☒	☐	☐	<p>The programme aims to improve access to transport for all residents. This will assist in improving accessibility to education, employment, training, retail and leisure facilities by making reasonable adjustments to services provided to new proposals, and retrofitting existing infrastructure, and therefore not impact negatively upon human rights.</p> <p>Evidence used to inform this assessment includes analysis of the Human Rights Act 1998. The proposed investments have been reviewed against the Act's protected rights, and no concerns have been identified that they would adversely impact any of these protections.</p>
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?*	☒	☐	☐	<p>The Public Sector Equality Duty (PSED) requires that when exercising its functions the Councils must have due regard to the need to:-</p> <ul style="list-style-type: none"> eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and foster good relations between persons who share a relevant protected characteristic and persons who do not share it. <p>In having due regard to the need to advance equality of opportunity, the Council must consider, as part of a single equality duty:</p> <ul style="list-style-type: none"> removing or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; taking steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of people who do not share it; and encouraging people who share a protected characteristic to participate in public life or in any other activity in which participation is low.

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

Screening questions	Response			Evidence
<p>Community cohesion Could the decision impact negatively on relationships between different groups, communities of interest or neighbourhoods within the town?*</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>Evidence</p> <p>The projects within this programme are designed to improve transport access and connectivity for all residents across the town. Their primary focus is to enhance safe, sustainable and inclusive travel routes between neighbourhoods, which is expected to support rather than undermine community cohesion.</p> <p>Although some individual schemes may generate differing opinions among residents, there is no evidence to suggest that the proposals would negatively affect relationships between community groups or contribute to tensions between neighbourhoods. The programme's emphasis on accessibility, improved connectivity and equitable transport access aligns with the Council's statutory duties to promote equality, reduce barriers and foster good relations between communities.</p> <p>The Council also has a clear duty to consult with stakeholders and the wider community on any significant transport or public-realm proposals. Engagement and consultation activities will be undertaken before the implementation of each project to ensure that local perspectives are understood and any emerging concerns can be mitigated at an early stage. This process is intended to help maintain trust, transparency and positive relationships between different groups.</p> <p>Based on the available evidence including statutory accessibility guidance, local transport policy objectives and previous community engagement the programme is not expected to have a detrimental impact on community cohesion. Instead, by supporting safer and more accessible movement throughout the town, it is anticipated that the programme will contribute positively to the connectivity and cohesion of local communities.</p> <p>There is no indication that the proposed decision will negatively impact relationships between different groups, communities of interest or neighbourhoods. Ongoing engagement and consultation will continue to ensure that any potential issues are identified and addressed prior to project delivery.</p>

Screening questions	Response			Evidence
<p>Armed Forces Could the decision impact negatively on those who are currently members of the armed forces of former members in the areas of Council delivered healthcare, compulsory education and housing policies?*</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>Evidence</p> <p>The Council is a signatory to the Armed Forces Covenant, which requires public bodies to ensure that members of the Armed Forces community are not disadvantaged when accessing local services or public infrastructure. In the context of transport and infrastructure, this includes ensuring that road networks, public transport access, walking and cycling routes, and public realm improvements do not create barriers for this group.</p> <p>Relevant national guidance, including duties arising from the Armed Forces Act 2021, has been reviewed to understand expectations relating to fair access and community inclusion. Evidence indicates that this group may rely on accessible transport links for work, training, medical appointments, social support and reintegration activities. There is no indication that the proposed transport or infrastructure decision would create obstacles to such access.</p> <p>Transport-related Council policies, including the Local Transport Plan, accessibility strategies and infrastructure maintenance programmes, have been reviewed. These confirm the Council's commitment to maintaining safe, reliable and equitable transport routes for all communities, including those with specific needs such as injured veterans or individuals with reduced mobility. No evidence suggests that the proposal conflicts with these commitments.</p> <p>Feedback from consultations on previous transport schemes has also been considered. No concerns have been raised historically indicating that transport decisions have disproportionately impacted members of the Armed Forces community or their ability to access key destinations.</p> <p>Based on the available transport and infrastructure evidence, there is no indication that the proposed decision would negatively impact serving personnel, veterans or their families. Ongoing monitoring and engagement will ensure that any emerging issues affecting the Armed Forces community are identified and addressed appropriately.</p>

Screening questions	Response			Evidence
<p>Care leavers Could the decision impact negatively on those who are care experienced?*</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>Evidence</p> <p>Evidence informing this assessment includes statutory duties relating to care-experienced young people, alongside local transport and infrastructure data that helps identify how changes to the built environment may affect this group's access to services, opportunities and support.</p> <p>The Council's statutory obligations under the Children and Social Work Act 2017 have been considered. These duties require the Council to act in the best interests of care-experienced young people and ensure they have equitable access to the services and opportunities they need to thrive. In the context of transport and infrastructure, this includes ensuring that routes to education, employment, health services and social support are accessible, safe and affordable.</p> <p>Relevant transport-related evidence has been reviewed, including the Local Transport Plan, active travel assessments, public transport accessibility data, and infrastructure condition reports. This evidence demonstrates that reliable and safe transport infrastructure plays a significant role in supporting care-experienced young people, who may rely more heavily on public transport, walking and cycling routes to access essential services or maintain independence.</p> <p>There is no evidence to suggest that the proposed decision will reduce transport accessibility for this group. Local insight from service engagement work has also been considered, including feedback from participation groups and consultations on previous transport schemes. Common themes raised by care-experienced young people relate to the importance of safe routes, well-lit public spaces, the availability of affordable public transport, and access to key destinations such as colleges, training providers, job centres, and health services. Nothing in the proposed decision indicates that these concerns would be worsened.</p> <p>Based on the available transport and infrastructure evidence, there is no indication that the proposed decision would negatively impact care-experienced young people or adults. Ongoing monitoring and engagement with relevant services will ensure that any emerging issues affecting this group are identified and addressed at an early stage.</p>

Screening questions	Response			Evidence
<p>Reducing Poverty Could the decision impact negatively on the Council's ambitions to reduce poverty in the town?</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>Evidence</p> <p>Evidence used to inform this assessment includes Middlesbrough Council's transport and infrastructure strategies, accessibility guidance, and local data on travel patterns and connectivity. This evidence base highlights the importance of affordable, reliable and safe transport networks in supporting residents particularly those on low incomes to access employment, education, healthcare and essential services.</p> <p>Relevant documents such as the Local Transport Plan (LTP), walking and cycling strategies, public transport accessibility assessments, and infrastructure condition data have been reviewed. These sources provide a clear understanding of how transport improvements can support economic participation and reduce barriers for residents living in more deprived neighbourhoods. No evidence suggests that the proposed decision would worsen transport access or increase travel costs for low-income households.</p> <p>Insight gathered through previous consultation and engagement on transport schemes has also been considered. Feedback from residents consistently highlights concerns around the affordability of public transport, safe walking and cycling routes, and connectivity to key destinations. The proposed decision does not indicate any risk of reducing access or creating new barriers for communities experiencing financial hardship.</p> <p>Based on the available transport and infrastructure evidence, there is no indication that the decision would negatively impact the Council's ambitions to reduce poverty in the town. Improvements to connectivity, safety and accessibility are expected to support inclusive access to services and economic opportunities. The programme will continue to be monitored to ensure that any unintended impacts on low-income households or deprived areas are identified and addressed promptly.</p>
<p>Next steps:</p> <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:	Liyaqat Ud-Din	Head of Service:	Craig Cowley 
Date:	23/02/2026	Date:	23/02/2026

MIDDLESBROUGH COUNCIL



Report of:	Geoff Field - Director of Environment, Communities and Culture
Relevant Executive Member:	Cllr Peter Gavigan - Executive Member for Environment
Submitted to:	Executive
Date:	08 April 2026
Title:	Residential Pest Control Service
Report for:	Decision
Status:	Public
Council Plan priority:	Safe and resilient communities
Key decision:	Yes
Why:	Decision(s) will have a significant impact in two or more wards
Subject to call in?	Yes
Why:	Non-urgent decision

Proposed decision(s)

That Executive approves the implementation of a new Residential Pest Control Service.

Executive summary

This report requests approval from Executive to implement a new Residential Pest Control Service.

The recommended decision to implement a new Residential Pest Control Service is the best option because it will improve public health and quality of life by preventing infestations, protecting vulnerable residents, reducing long-term environmental health risks and costs, and giving the council greater control, accountability, and value for money in managing pests across communities.

Another alternative is to consider appointing an external provider for residential pest control services. However, as the Council already has an established and experienced in-house team that successfully delivers a range of pest control functions, maintaining this capability internally supports continuity, quality oversight, and operational flexibility. In addition, the specific remit and likely level of demand for residential pest control are not yet fully understood, meaning that commissioning an external contract at this point

would risk reduced value for money and limited ability to adapt the service as requirements evolve. Retaining the function in-house therefore provides the most prudent and responsive approach.

The only other option that could be considered is to not implement the new Residential Pest Control Service which would not provide any benefits to the communities of Middlesbrough and therefore is not recommended.

The implications of the recommendation have been considered by the appropriate officers of the Council and are set out in the main body of the report.

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 request approval from Executive to implement a new Residential Pest Control Service.

Our ambitions	Summary of how this report will support delivery of these ambitions and the underpinning aims
A successful and ambitious town	Enhances the town’s attractiveness and liveability by responding quickly to pest issues that impact neighbourhood cleanliness, safety, and residents’ quality of life—key factors in retaining residents and attracting visitors and investment.
A healthy Place	It will help with preventing the spread of disease, improving housing and environmental conditions, reducing stress and health inequalities, and enabling a sustainable, preventative approach to protecting residents’ physical and mental wellbeing across the borough.
Safe and resilient communities	Will help to prevent environmental health risks from escalating, protecting vulnerable residents, improving housing stability, and enables the council to respond effectively to issues that affect neighbourhood safety and long-term resilience.
Delivering best value	Will help by providing a financially sustainable, preventative service that recovers costs, reduces longer-term public health and enforcement expenditure, and ensures residents receive a consistent, accountable, and high-quality service that makes efficient use of council resources.

2. Recommendations

That the Executive approves the implementation of a new Residential Pest Control Service.

3. Rationale for the recommended decision(s)

3.1 It was approved within the Council's budget setting report of 18th February 2026 to establish a new Residential Pest Control Service as this will enable the Council to extend the current pest control service beyond back alleys and open spaces. This growth will support an expanded pest control offer, focused on key public-health pests including rats, mice, bedbugs, and cockroaches.

3.2 The Council currently provides a commercial pest control service, and the recommended decision is to implement a domestic pest control service that is available to residents. Implementing a new Residential Pest Control Service is the recommended decision as it would deliver safe, effective, and legally compliant domestic pest control services. The service would address root causes through Integrated Pest Management (IPM) - hygiene, proofing, habitat modification, and provide targeted treatments. The service would specifically provide the following:

- **Pest Types:**
 - A free of charge pest control service for rats, mice, bed bugs and cockroaches.
 - A chargeable service for other pest types, in line with current costs displayed on the website.
- **Service Areas:** Internal and external domestic premises, including garden areas, outbuildings, lofts, basements, garages, bin stores, and shared access ways.
- **Client Groups:** Homeowners, residents in private rented accommodations. The service would not be provided to social housing tenants. Social landlords / Estates have their own arrangements in place for pests.

There are two alternative options:

- Not implement a new Residential Pest Control Service. This is not the recommended decision as it would not deliver the benefits outlined above.
- Another alternative is to consider appointing an external provider for new residential pest control services. However, as the Council already has an established and experienced in-house team that successfully delivers a range of pest control functions, maintaining this capability internally supports continuity, quality oversight, and operational flexibility. In addition, the specific remit and likely level of demand for residential pest control are not yet fully understood, meaning that commissioning an external contract at this point would risk reduced value for money and limited ability to adapt the service as requirements evolve. Retaining the function in-house therefore provides the most prudent and responsive approach.

3.3 The costs of implementing the new Residential Pest Control Service are as follows:

Capital costs:

No additional capital expenditure would be required.

Revenue costs:

£0.166m of ongoing revenue growth has been incorporated into the Medium Term Financial Plan from 2026/27. Details of this growth is provided in paragraph 7.

Income:

- Chargeable service for other types of pests – in line with prices currently on the Council website.

3.4 Feasibility – The modelling has been based on research undertaken on other Local Authorities who provide similar services.

4. Background and relevant information

4.1 The decision is required by Executive as it affects each Ward in Middlesbrough.

4.2 The recommended decision has been developed in order to provide residents of Middlesbrough with a safe and reliable domestic pest control service. Residents would be able to access the service via an online booking function on the Council's website and also by telephoning the service.

4.3 The service would be operated in line with the IPM approach as follows:

Integrated Pest Management (IPM) Approach

1. **Inspection & Identification:** Thorough site survey, species identification, infestation level, ingress points, harbourage, and conducive conditions.
2. **Non-chemical Controls:** Proofing (sealing holes/gaps), housekeeping advice, waste/bulk refuse management, habitat modification, traps/monitoring devices.
3. **Targeted Chemical Controls:** Only where necessary and proportionate, using the **least hazardous** option and complying with label directions.
4. **Resident Engagement:** Clear pre-treatment preparation guidance, aftercare instructions, and behaviour change advice.
5. **Monitoring & Follow-Up:** Scheduled re-visits, bait take checks, activity trend analysis, and sign-off once control is achieved.
6. **Prevention Plan:** Proofing recommendations, maintenance schedules, and seasonal alerts (e.g., wasp season).

4.4 Legal - The service would be operated under the following (non-exhaustive):

- **Health and Safety at Work etc. Act 1974**
- **Control of Substances Hazardous to Health (COSHH) Regulations 2002**

- **Biocidal Products Regulation (EU) 528/2012 as retained in GB law & UK authorisations**
- **Control of Pesticides Regulations (COPR) 1986 (as amended)**
- **Wildlife and Countryside Act 1981** (protected species, bird control considerations)
- **Food Safety & Hygiene (England) Regulations 2013** (as applicable in domestic food prep areas during inspections)
- **Waste (England and Wales) Regulations 2011** and duty of care for hazardous/special waste
- **RIDDOR 2013** (reporting work-related incidents where applicable)
- **PPE at Work Regulations 1992** and **Provision and Use of Work Equipment Regulations 1998**
- **Animal Welfare Act 2006** (humane control methods)
- **BBKA/Local byelaws** (wasps/bees - relocation vs destruction as appropriate; honey bees not treated).

4.5 All wards are affected by the proposal.

5. Ward Member Engagement if relevant and appropriate

5.1 Ward Members and Executive Members have held discussions prior to submission of this report.

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

6.1 A potential alternative is to do nothing, and this has not been recommended as it would not deliver the benefits outlined above.

6.2 Another alternative is to consider appointing an external provider for new residential pest control services. However, as the Council already has an established and experienced in-house team that successfully delivers a range of pest control functions, maintaining this capability internally supports continuity, quality oversight, and operational flexibility. In addition, the specific remit and likely level of demand for residential pest control are not yet fully understood, meaning that commissioning an external contract at this point would risk reduced value for money and limited ability to adapt the service as requirements evolve. Retaining the function in-house therefore provides the most prudent and responsive approach.

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

Topic	Impact
-------	--------

<p>Financial (including procurement and Social Value)</p>	<p>A total of £0.166m in permanent revenue growth has been included in the Medium-Term Financial Plan from 2026/27:</p> <table border="1" data-bbox="564 338 1310 600"> <thead> <tr> <th data-bbox="564 338 1082 376">Description</th> <th data-bbox="1082 338 1310 376">£m</th> </tr> </thead> <tbody> <tr> <td data-bbox="564 376 1082 414">1 Grade H Operative</td> <td data-bbox="1082 376 1310 414">0.041</td> </tr> <tr> <td data-bbox="564 414 1082 452">1 Grade F Operative</td> <td data-bbox="1082 414 1310 452">0.035</td> </tr> <tr> <td data-bbox="564 452 1082 524">1 Grade E Business Support Officer</td> <td data-bbox="1082 452 1310 524">0.034</td> </tr> <tr> <td data-bbox="564 524 1082 562">Materials, Training & Equipment</td> <td data-bbox="1082 524 1310 562">0.056</td> </tr> <tr> <td data-bbox="564 562 1082 600">Total</td> <td data-bbox="1082 562 1310 600">0.166</td> </tr> </tbody> </table>	Description	£m	1 Grade H Operative	0.041	1 Grade F Operative	0.035	1 Grade E Business Support Officer	0.034	Materials, Training & Equipment	0.056	Total	0.166
Description	£m												
1 Grade H Operative	0.041												
1 Grade F Operative	0.035												
1 Grade E Business Support Officer	0.034												
Materials, Training & Equipment	0.056												
Total	0.166												
<p>Legal</p>	<p>The service would operate in line with the non-exhaustive provisions set out in paragraph 4 above.</p> <p>This is a discretionary service and proper procedures and permissions should be followed or obtained in order to enter premises and carryout works with any relevant indemnities and insurances in place.</p> <p>The Council has other statutory powers to carry out works on verminous or infested properties which may be considered by Officers as a more appropriate alternative route on a case by case basis.</p>												
<p>Risk</p>	<p>Risks include potential for large demand at service go live and risk of higher operational costs to the Council than initially estimated.</p>												
<p>Human Rights, Public Sector Equality Duty and Community Cohesion</p>	<p>The proposal has no adverse impact on human rights.</p>												
<p>Reducing Poverty</p>	<p>A free of charge residential pest control service helps reduce poverty by removing a significant unavoidable cost while improving residents' health, housing stability, and overall wellbeing.</p>												
<p>Climate Change / Environmental</p>	<p>It supports the Council's Green Strategy by reducing chemical pesticide use and preventing wider environmental damage through early, targeted, and environmentally responsible pest management.</p>												
<p>Children and Young People Cared for by the Authority and Care Leavers</p>	<p>It supports Children and Young People Cared for by the Authority by ensuring their homes are safe, healthy, and free from conditions that can harm their wellbeing, stability, and development.</p>												
<p>Data Protection</p>	<p>The proposal to implement the new service takes into consideration Data Protection regulations and consultation with the Council's Data Protection team would be conducted throughout the implementation phase.</p>												

	<ul style="list-style-type: none"> • Lawful Basis: Public task/contract/legitimate interests (as applicable). • Retention: Treatment records retained for minimum 3 years (or per contract). • Confidentiality: Resident data stored in secure systems; access limited to authorised staff. • Photography: Only with resident consent; used solely for case documentation.
--	---

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

Action	Responsible Officer	Deadline
Procure electronic calendar booking system	Dale Metcalfe	May 2026
Recruit staff	Jamie Woods	May 2026
Purchase vehicle / equipment / materials	Dale Metcalfe	May 2026
Staff to undergo industry specific training	Jamie Woods	July 2026

Appendices

1	Impact Assessment
---	-------------------

Contact: Katie Bargewell – Head of Environment Services
Email: Katie_Bargewell@middlesbrough.gov.uk

This page is intentionally left blank

Template for Impact Assessment Level 1: Initial screening assessment

Subject of assessment:	Residential Pest Control Service			
Coverage:	Service-specific – Environment Services			
This is a decision relating to:	<input type="checkbox"/> Strategy	<input type="checkbox"/> Policy	<input checked="" 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:	<input type="checkbox"/>	Revision of an existing approach:	X <input type="checkbox"/>
It is driven by:	Strategic Priority	<input type="checkbox"/>	Local or corporate requirements:	<input type="checkbox"/>

<p>Description:</p>	<p>Description, key aims, objectives and activities:</p> <p>To implement a Residential Pest Control Service.</p> <p>Statutory driver:</p> <p>A Residential Pest Control Service will improve public health and quality of life by preventing infestations, protecting vulnerable residents, reducing long-term environmental health risks and costs, and giving the council greater control, accountability, and value for money in managing pests across communities.</p> <p>It was approved within the Council’s budget setting report of 18th February 2026 to establish a Residential Pest Control Service as this will enable the Council to extend the current pest control service beyond back alleys and open spaces. This growth will support an expanded pest control offer, focused on key public-health pests including rats, mice, bedbugs, and cockroaches.</p> <p>Difference from any previous approach:</p> <p>The Council currently provides a commercial pest control service, and the new service will implement a domestic pest control service that is available to residents. The Residential Pest Control Service will deliver safe, effective, and legally compliant domestic pest control services. The service would address root causes through Integrated Pest Management (IPM) - hygiene, proofing, habitat modification, and provide targeted treatments.</p> <p>Key stakeholders and intended beneficiaries:</p> <p>Residents in across the town.</p> <p>Intended outcomes:</p> <p>The service would specifically provide the following:</p> <ul style="list-style-type: none"> • Pest Types: <ul style="list-style-type: none"> ○ A free of charge pest control service for rats, mice, bed bugs and cockroaches. ○ A chargeable service for other pest types, in line with current costs displayed on the website. • Service Areas: Internal and external domestic premises, including garden areas, outbuildings, lofts, basements, garages, bin stores, and shared access ways. • Client Groups: Homeowners, residents in private rented accommodations. The service would not be provided to social housing tenants. Social landlords / Estates have their own arrangements in place for pests.
<p>Live date:</p>	<p>When will this be implemented? – estimated July 2026 go live.</p>
<p>Lifespan:</p>	<p>Between which dates will this apply? – July 2026 and ongoing.</p>
<p>Date of next review:</p>	<p>When will the next review be undertaken? State any triggers for early review. N/A</p>

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"/>	<input type="checkbox"/>	Not applicable.
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"/>	<input type="checkbox"/>	Not applicable.
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"/>	<input type="checkbox"/>	Not applicable.

Next steps:

- ➡ 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:	Alexis Saunders	Head of Service:	Katie Bargewell
Date:	09/03/2026	Date:	09/03/2026

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

This page is intentionally left blank

MIDDLESBROUGH COUNCIL

Report of:	Director of Public Health - South Tees - Mark Adams
Relevant Executive Member:	Executive Member for Public Health - Councillor Jan Ryles
Submitted to:	Executive
Date:	8 April 2026
Title:	Encouraging Healthier Advertising
Report for:	Decision
Status:	Public
Council Plan priority:	A healthy place
Key decision:	Yes
Why:	Decision(s) will have a significant impact in two or more wards
Subject to call in?	Yes
Why:	Non-urgent decision

Proposed decision(s)

That executive approves the implementation of a new advertising policy that restricts the promotion of health harming products on Council advertising assets.

Executive summary**Purpose of the Report**

This report seeks approval for the implementation of a new advertising policy that restricts the promotion of health harming products on Council advertising assets.

The policy aligns with the Council's strategic ambitions to create healthier environments, reduce health inequalities, and protect vulnerable communities.

Why This Decision Is Needed

Middlesbrough faces significant health challenges, including some of the highest rates of childhood obesity nationally (39.8% of Year 6 children) and adult overweight prevalence (71.4%). Unhealthy Commodity Industry (UCI) products are major contributors to preventable illnesses such as cardiovascular disease, cancer, and diabetes. Outdoor advertising is a powerful driver of consumption, disproportionately targeting deprived

communities and children. Without intervention, the new national restrictions on TV and online high fat, sugar and salt (HFSS) food advertising, implemented January 2026 will likely shift marketing spend to outdoor spaces, increasing local exposure.

Recommended Option and Rationale

The proposed policy provides a clear, consistent framework for acceptable advertising, ensuring compliance with legislation and safeguarding public health. It supports the Council's Healthy Weight Declaration and Public Health Strategy, contributing to ambitions for a healthier, more sustainable, and more equal Middlesbrough. Evidence from other local authorities and Transport for London shows minimal financial impact and significant health benefits, including reduced calorie intake and improved health outcomes.

Whilst restricting advertising from health harming industries represents a clear path to improving the advertising environment in Middlesbrough, it is also important to consider how positive messages can be utilised to maximise uptake of services and activities that improve wellbeing.

Key Features of the Policy

- Prohibits advertising of HFSS foods, alcohol, tobacco, gambling, payday loans, and other harmful commodities on Middlesbrough Council advertising assets including bus shelters, lampposts, roundabouts and social media channels.
- Allows limited exceptions for public health campaigns (e.g., stop smoking or responsible drinking).
- Applies content-based restrictions rather than brand-based, encouraging advertisers to promote compliant products.
- Protects local small, medium enterprises (SMEs) through exemptions and support for compliance.

Impacts and Benefits

- Health: Reduces exposure to harmful advertising, supporting healthier choices and reducing health inequalities.
- Financial: Expected to be cost-neutral; current advertising income (~£83k/year) unlikely to be significantly affected.
- Social: Protects vulnerable groups, including children and deprived communities.

Implementing an advertising policy with restrictions for health harming products would represent a bold and progressive step in advancing Middlesbrough's whole systems approach to addressing overweight and obesity across all age groups, while championing improved population health, healthier environments, and reducing inequalities.

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

- 1.1 Seek the approval of the implementation of a new advertising policy that restricts the promotion of Unhealthy Commodity Industry Products on Council advertising assets

Our ambitions	Summary of how this report will support delivery of these ambitions and the underpinning aims
A successful and ambitious town	<ul style="list-style-type: none"> - The policy protects local Small/Medium Enterprises by providing exemptions and additional support for compliance. This gives local SMEs greater flexibility and visibility compared to larger corporate competitors.
A healthy place	<ul style="list-style-type: none"> - The implementation of this policy would support residents to make informed choices with reduced influence from Unhealthy Commodity Industries - The policy supports our ambition to create healthier environments by limiting the proliferation of unhealthy commodity industry product advertising resulting in a shift towards a healthier advertising environment - The policy protects those living in the most deprived wards, and those most at risk of harm, where Unhealthy Commodity Industry product advertising is disproportionately targeted.
Safe and resilient communities	<ul style="list-style-type: none"> - The implementation of this policy supports a proactive systems approach to reduce crime and anti-social behaviour (ASB) by de-normalising a culture of high volume consumption. By limiting the visibility of alcohol and zero alcohol products the policy reduces environmental triggers that can lead to increased alcohol consumption resulting in public disturbances and ASB.
Delivering best value	<ul style="list-style-type: none"> - The proposed policy provides clauses to allow for high value one off events and contracts to be exempt from the restrictions via negotiated terms.

2. Recommendations

- 2.1 That the Executive:

- That Executive approves the implementation of a new advertising policy that restricts the promotion of health harming products on Council advertising assets.

3. Rationale for the recommended decision(s)

- 3.1 Middlesbrough Council does not currently have a formal policy outlining the terms under which advertising may be sought and accepted. Implementing such a policy will provide a clear, consistent, and controlled approach to advertising across the Council. Specifically, the policy will:

- Ensure consistency in decision-making and application.
- Establish clear standards for acceptable advertising content and practices.
- Provide a robust framework of controls to manage advertising activities.
- Ensure compliance with relevant legislation, industry codes, and Council policies, including brand guidelines.
- Safeguard the town's image, environment, and public health.
- Protect and uphold the Council's reputation and corporate identity.
- Support the Council's strategic vision and priorities by enabling effective communication.
- Maximise the use of Council assets to generate revenue opportunities.
- Foster positive relationships with businesses through responsible advertising partnerships.

3.2 Middlesbrough experiences poorer health outcomes and higher levels of health inequalities compared to national averages. Products from Unhealthy Commodity Industry (UCIs) – specifically alcohol, tobacco, vaping, gambling and high fat, sugar or salt (HFSS) foods – are established major contributors to the leading causes of preventable illness and premature death, including cardiovascular disease, cancer, type 2 diabetes, mental health and addiction.

3.3 The influence of UCIs extends beyond the health impacts creating a significant wider social and economic burden on the town. Specifically, the resulting harms, particularly from alcohol, increase levels of anti-social behaviour and incidents of domestic violence, placing additional strain on local police and support services.

3.4 Advertising is a powerful environmental driver of consumption. High levels of UCI product advertising in public spaces disproportionately affects vulnerable groups including children, young people and ethnic minority communities experiencing greater socio-economic disadvantage who may already be at a higher risk from UCI related harm. By limiting the exposure of the public to UCI product advertising, the council supports efforts to reduce health inequalities.

3.5 Food and drink advertising represents a substantial proportion of outdoor marketing in Middlesbrough. Between October and December 2024, 49.7% of all bus shelter advertisements across the borough were promoting food and drink products, of which 53.1% were classed as HFSS (26.4% of the overall total adverts).

3.6 The justification for prioritising the rationale for the restriction of HFSS advertising within the report's narrative reflects its status as the most prevalent category of UCI product advertising content within Middlesbrough, however the strategic importance of restricting other UCI product advertising is equally significant. The individual policy rationale for each industry is documented in appendix 1.

3.7 The advertising of HFSS products frequently carries a secondary concern regarding sustainability and high carbon emissions, often linked to the promotion of items like burgers and other carbon-intensive, non-plant-based food sources.

3.8 Due to national Government implementing the new TV and online advertising restrictions for unhealthy food advertising on January 2026, it is expected that the majority of advertising spend will shift to outdoor advertising. Government research

conducted by Kantar, shows that 26% of current expenditure on unhealthy food advertising will switch to outdoor advertising. It is therefore expected that unhealthy food advertising on Middlesbrough Council advertising assets will increase unless there is a policy to restrict it.

- 3.9 Middlesbrough has one of the highest rates of childhood obesity in the country. In 2023/24, the National Child Measurement programme (NCMP) reported 29.7% of reception aged children and 39.8% of Year 6 children are classified as living with overweight or obesity, both above the national average. Further to this 71.4% of adults in Middlesbrough are overweight (including obesity). This represents a significant challenge, not just for MBC or Public Health, but also for other key partners and organisations across Middlesbrough.
- 3.10 The Healthy Weight Declaration (HWD) was adopted by Middlesbrough Council in February 2024. The HWD provides a framework to support the implementation of a whole systems approach to obesity across four key themes, Advocacy and Leadership, Commercial Determinants, Health Promoting Infrastructure and Organisation Change and Culture Shift. Commitment Eight of the HWD refers specifically to the protection of children from advertising from the food and beverage Industry:
- Commitment 8 ‘Protect our children from inappropriate marketing by the food and drink industry such as advertising and marketing in close proximity to schools; ‘giveaways’ and promotions within schools; at events on local authority controlled sites.’*
- 3.11 The proposed advertising policy (appendix 2) and associated implementation plan are the result of comprehensive co-development effort across multiple key departments including public health, transport, marketing and communications and sustainability.
- 3.12 The proposed advertising policy builds on and broadens the scope of existing restrictions included in the roundabout advertising contract which includes restrictions on alcohol and tobacco products.
- 3.13 The proposed advertising policy outlines the type of companies, partnerships, organisations or individuals that are considered unsuitable for entering into advertising agreements with as detailed in the tables below, which also include current examples of other activity that is happening locally to improve health.

Category	Advertising
Tobacco and related products	Not permitted
E-cigarettes/ vaping	Permitted only if advert is part of a stop smoking campaign, featuring a product that is not owned or part-owned by the Tobacco Industry
What Other Activity is Happening	
The Smoke-Free South Tees Service is central to improving population health and reducing tobacco-related harm. It provides evidence-based behavioural support alongside comprehensive pharmacotherapy, including the full range of NRT products and Varenicline/Cytisinicline supplied through the regional pharmacy PGD commissioned by Middlesbrough Council. The service also gives balanced, evidence-	

informed advice on tobacco and vaping as harm-reduction tools, including support through the national Swap to Stop scheme.

To maximise accessibility and reduce inequalities, support is delivered across community settings such as schools, pharmacies, faith venues, NHS and primary care sites, and substance use services, with additional telephone, evening, and 24/7 digital support via the enhanced regional Smoke Free app. This multi-setting approach ensures residents can access flexible, high-quality stop smoking support.

The South Tees Smokefree Alliance provides a coordinated, whole-system approach across prevention, protection, and enforcement. Partners from public health, the NHS, Trading Standards, environmental health, housing, community safety and education work together to reduce smoking prevalence and tackle inequalities. Activity includes targeted campaigns, priority-population outreach, smokefree environment initiatives, and enforcement against illicit tobacco, illegal vapes and underage sales. Through strong local governance and regional collaboration with FRESH, the Alliance is driving progress towards achieving 5% smoking prevalence by 2030 and a smokefree generation.

Category	Advertising
Gambling or betting products, services or organisations	Not permitted
<p>What Other Activity is Happening?</p> <p>In 2023, ADPH North East received regulatory settlement funding from the Gambling Commission to develop a three-year regional programme addressing gambling-related harms. Hosted by Middlesbrough Council, the programme brings together 12 local authorities, OHID and Newcastle University to deliver a co-ordinated public health approach across the region.</p> <p>The work is structured around eight pillars that guide planning, delivery and evaluation: Support & Partnerships; Advocacy; Media, Communications & Education; Treatment; Data; Research & Evaluation; Licensing; Protecting Young People; Lived Experience.</p> <p><u>What is the programme delivering?</u></p> <ul style="list-style-type: none"> • MECC Gambling Harms Module • Screening Questions Pilot in South Tees • Gambling Harms Leaflets & Posters • Regional Survey • Regional Gambling Harms Health Needs Assessment (HNA) 	

Category	Advertising
Foods and drinks that are high in fat, salt and/or sugar (HFSS) as defined by the Department of Health and Social Care's nutrient profiling model.	Not permitted
HFSS food and drink brands or those synonymous with, including food ordering	Not permitted

services, where no food or drink product is featured directly	
Energy drinks containing stimulants such as caffeine (150mg of caffeine per litre)	Not permitted
<p>What Other Activity is Happening?</p> <p>Middlesbrough Council adopted the Healthy Weight Declaration in 2024 to provide a framework for action for the implementation of a whole system approach to obesity.</p> <p>This includes</p> <ul style="list-style-type: none"> • Improving access to good-quality, nutritious food through the Eat Well Schools and Early Years Award, which promotes a whole-setting approach and compliance with School Food Standards. • Exploring ways to increase healthy options at council sites and events. • Collaboration with Planning to embed health in the Local Plan, including measures to manage hot food takeaway and fast-food outlet density. 	

Category	Advertising
Breast milk substitutes such as infant milk formulas, baby foods and juices for infants under 6 months, bottles and teats not permitted by the International Code of Marketing of Breast-milk Substitutes	Not permitted
<p>What Other Activity is Happening</p> <p>Stage 1 UNICEF Baby Friendly accreditation for Middlesbrough Family Hubs. Harrogate and District NHS Foundation Trust (0-19 team) Gold accredited (service operates within the Middlesbrough Family Hubs.) Achieving the UNICEF BFI accreditation includes embedding policies and guidelines to support the standards, education programme for all staff (including senior managers/leaders) to implement the standards according to their role, processes for implementing, auditing, and evaluating the standards and ensuring there is no promotion of breastmilk substitutes, bottles, teats or dummies in the family hub facilities. The standards protect and support breastfeeding in all aspects of the services and enables mothers to continue breastfeeding for as long as they wish.</p> <p>South Tees Infant Feeding Steering Group leads on a collaborative whole system approach to infant feeding, which also includes the Mamazing breastfeeding media campaign, Welcome to Breastfeed Scheme (breastfeeding friendly venues), breastfeeding boroughs commitments, data intelligence and proactive interventions to reduce drop off rates, and workforce development. This work aligns with the UNICEF BFI, ensuring that women and families receive evidence-based information and support to make informed choices about feeding their baby.</p>	

Category	Advertising
Alcoholic drinks	Permitted only if advert is part of a public health campaign, featuring a product that is not owned or part-owned by the Alcohol Industry
<p>What Other Activity is Happening</p> <p>The Recovery Solutions Young Person & Family Team is Middlesbrough Council's dedicated support service for drug and alcohol issues sitting within Public Health South Tees. Recognising the vital role schools play in early intervention and prevention, we offer a comprehensive range of services tailored to the needs of each setting.</p> <p>Our aim is to equip young people, parents, and staff with the knowledge and resources to understand and respond to current and emerging drug and alcohol trends. The recent surge in "spice" use has prompted a focused response to minimise harm. We remain committed to staying ahead of these trends to deliver timely and relevant support.</p> <p>Our school offer:</p> <ul style="list-style-type: none"> • Discreet 1:1 support • Informative assemblies • Targeted group sessions • Empowering staff training • Accessible parent/guardian support • Letters to parents • Real Time Reporting Mechanism • Onward Nicotine Vaping pathway referral 	

Category	Advertising
Loan advancers which meet the Financial Standards Authority's definition of 'High Cost Short Term (HCST)'	Not permitted
<p>What Other Activity is Happening</p> <p>Any interaction with Resident and Business Support, generally results in a financial review which would be undertaken and in line with the Councils Corporate Welfare Strategy - and involve the following:</p> <ul style="list-style-type: none"> • Review of benefits and other entitlements to maximise income ensuring residents are receiving all the benefit they are entitled to, which may include support with Housing Costs. The idea being to put more money the pocket - so aid with meeting debt obligations. • If the debt is Council tax / Council debt a review of the debt is undertaken to ensure that any relevant support such as discounts and exemptions are on the account and an affordable repayment plan put in place. • Crisis awards where required 	

- Referrals to debt support workers – CHAC, Step change or Citizens Advice
- MBC have two staff that have money guiders certification to support discussions and recommendations
- Referrals to the Community Bank who can support with low interest loans / financial reviews
- Help with Debt Prioritisation, referring into other policies such as the Corporate Debt Write Off, Section 13A etc to reduce levels of Council debt where possible

Under the Crisis Resilience Fund we are looking at how we can provide further support around debt management and money management either internally with advisors or working partners/other external organisations.

- 3.14 The restrictions in relation to HFSS do not apply to specific companies or brands. Instead focusing on the content of the advertisements, with limitations placed on the promotion of products that do not align with public health objectives. Subsequently this results in advertisers swapping out non-compliant products for products that would be compliant. For example swapping a HFSS product such as a whipped caramel frappe for a compliant product such as an iced latte.
- 3.15 HFSS is identified using the UK Nutrient Profiling Model (NPM) - a widely utilised measure which has been subject to rigorous scientific scrutiny, extensive stakeholder consultation, and review.
- 3.16 UCI products from categories that are not permitted represent a small percentage of overall advertising content, under 10%, minimising the impact of a total restriction whilst establishing a future proof policy framework that protects against an increase or change in advertising content in the future.
- 3.17 By implementing this policy, the local authority will reduce exposure to UCI product advertising, contributing to sustained improvements in population health and advancing long-term objectives for a healthier, more equitable and sustainable environment.
- 3.18 The cost of implementing the recommendations of this report is expected to be met from existing budgets.
- 3.19 The Council receives approximately £83k per annum from advertising income. While concerns around potential revenue loss are understandable, evidence from other local authorities and Transport for London (TFL) suggest the risk is low, with reports that the financial impact has been minimal whilst there has been a visible reduction in UCI product advertising.
- 3.20 Bauer Media (formerly known as Clear Channel Europe North) the current provider for Middlesbrough's bus shelter contract (including management of advertising), already works with several local authorities that have adopted similar advertising policies and is well-positioned to supply advertising content that meets healthier advertising standards.

- 3.21 Whilst restricting advertising from health harming industries represents a clear path to improving the advertising environment in Middlesbrough, it is also important to consider how positive messages can be utilised to maximise uptake of services and activities that improve wellbeing.
- 3.22 The Council benefits from an allocated proportion of advertising time on digital and static advertising boards throughout the town centre. This existing entitlement provides a valuable platform to amplify positive health and social messages as part of the proposed healthier advertising policy. By utilising this space more strategically and learning from local success such as the 'Mamazing' infant feeding campaign, the council can increase the visibility of campaigns to promote local support services and activities - helping to create a more supportive and health enhancing environment for residents and visitors.

4. Background and relevant information

- 4.1 The commercial determinants of health (CDoH) are the conditions, actions and omissions by corporate bodies that affect our health. (World Health Organisation Definition). They are the activities of private sector industries that impact us both positively and negatively by shaping the environments in which we are born, grow, live and work.
- 4.2 Unhealthy Commodity Industries (UCI) are for-profit and commercial enterprises/businesses delivering commercial products that lead to significant associated negative health consequences. Examples include tobacco, food and beverage, gambling and alcohol industries.
- 4.3 The products of these industries are linked to many chronic, non-contagious diseases (non-communicable diseases – NCDs), including cancer, heart disease, stroke, overweight and obesity, mental health. In 2019, NCDs accounted for 88.8% of all deaths in England and they make a significant contribution to disabilities and worsening health-related quality of life alongside driving inequality.
- 4.4 An obesogenic environment refers to surroundings that encourage unhealthy eating and physical inactivity, increasing the risk of obesity. One of the many factors that contribute to the obesogenic environment is the outdoor advertisement and the advertising of unhealthy food high in fat, salt and/or sugar (HFSS).
- 4.5 Research suggests that there is a relationship between the percentage of outdoor food advertising and overweight (Lesser et al, 2013). This research found that the greater the percentage of outdoor advertisements promoting products that are HFSS, the greater the likelihood of residents living with obesity.
- 4.6 Considering the current childhood obesity rates both nationally and locally, it is important that children and young people are not exposed to such advertising. Evidence in a Cancer Research UK report published in 2018, found that young people who recalled seeing junk food adverts every day were more than twice as likely to have overweight. It also reported that when exposed to HFSS product adverts, that 87% of

young people find them appealing and three in four are tempted to eat the food advertised in them.

- 4.7 Further to this evidence shows a disproportionate concentration of outdoor advertising in areas of higher deprivation. Nationally, 82% of outdoor advertisements are located in the poorest half of England and Wales, with six times more ads in the most deprived areas compared to the least deprived.
- 4.8 In Middlesbrough, where levels of deprivation are among the highest in the country, this pattern is particularly concerning. These communities are not only exposed to a higher volume of advertising but are also disproportionately targeted with promotions for unhealthy food and drink, contributing to widening health inequalities.
- 4.9 One way in which the impact of advertising can be reduced is through the implementation of an Advertising Policy that restricts the promotion of health-harming commodities on Council assets such as bus shelters, lampposts and in publications such as resident magazines.
- 4.10 The Government's Pride in Place 2025 programme clearly signals national support for local authorities to adopt advertising restrictions. By highlighting the success of Transport for London's 2019 ban and the implementation of advertising policies in Barnsley, York, and Knowsley, the programme commits to empowering councils to take stronger action against unhealthy out-of-home advertising. Working with DHSC and DCMS, a best-practice toolkit will be developed to guide implementation, demonstrating a clear expectation that local authorities lead the way in creating healthier advertising environments.
- 4.11 First introduced by the Mayor of London on the TfL network in 2019, healthier advertising policies have now been formally adopted by over 25 local authorities across the United Kingdom.
- 4.12 TfL introduced its Healthier Food Advertising Policy in February 2019 which restricted advertising of unhealthy food across their whole network. Research indicated that the new policy contributed 1000 calorie decrease in energy from unhealthy purchases in a Londoners' weekly shop (Yau et al 2022). A study led by researchers from the University of Sheffield's School of Health and Related Research, in collaboration with the London School of Hygiene and Tropical Medicine, found that the restrictions of unhealthy food advertising across the TfL network to have brought wide-ranging health benefits for Londoners.
- 4.13 The policy is likely to have had the biggest health impacts on people from more deprived areas leading to reductions in London's health inequalities. The researchers estimated that the reduced calorie intake associated with the policy could lead to 94,867 fewer cases of obesity, 2,857 cases of diabetes prevented or delayed and 1,915 fewer cases of cardiovascular disease. In turn, the lower incidence of these diet-related illnesses could then save the NHS £218 million over the lifetime of the current population (Sustain, 2022).
- 4.14 Following the successful implementation of the policy over 25 local authorities, including County Durham, Sheffield and Barnsley have now adopted their own

Advertising Policies. The inclusion of restrictions varies widely across local authorities however it is now becoming common practice to restrict the following:

- HFSS
- Alcohol and 0% alcohol alternatives
- Gambling
- Vaping products – unless as part of a stop smoking campaign
- Breast milk substitutes
- Commercial Baby Foods
- Payday loan companies

4.15 A common concern regarding the implementation of advertising policies is the potential for reduced revenue for local authorities. However, research led by the University of Bristol found that councils that have adopted such policies report that the financial impact has been minimal whilst there has been a visible reduction in harmful commodity advertising (Daly et al)

4.16 TfL announced that its advertising revenues have been unaffected by the restrictions since implementation in 2019. In the first year of the policy, revenues went up by £2.3 million, and in the second year (2020-21), despite financial losses due to Covid lockdowns at the time, the advertising revenues were maintained. Most companies have continued to market via the TfL estate by switching to advertising the healthier products in their portfolios.

5. Ward Member Engagement if relevant and appropriate

5.1 Not relevant.

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

6.1 Option 1 - 'Do Nothing' - This policy is an important component of our Whole Systems Approach to Obesity and contributes to the Public Health Strategy, most notably the commitment to Create Healthier Environments. It also supports a healthier, greener, and more equal Middlesbrough. The alternative option, 'do nothing', is not considered appropriate given the cost to the Council of preventable ill health and in the interests of the health of our residents.

6.2 Option 2 – Implement advertising policy without restrictions on UCI products – This option would miss a vital opportunity to embed a health in all policies approach as outlined in the Public Health Strategy and deliver proven public health benefits. As highlighted in the report evidence from local authorities that have implemented these restrictions show no negative impact on council revenue and a clear improvement on the advertising environment, including reduced exposure to harmful products and increased space for positive messaging.

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

Topic	Impact
-------	--------

<p>Financial (including procurement and Social Value)</p>	<p>Currently in contract with Bauer Media until 2027 therefore no changes could be implemented until the start of the new contract. Based on a study of bus shelters in Middlesbrough between October and December 2024 there is currently around 26.4% of advertisements that would no longer be allowed under the new advertising policy.</p> <p>The impact on current advertising income of £83k and the potential for maintenance costs falling to the council due to lack of bidders is likely to be very low based on research undertaken with 15 Local Authorities that have already adopted new advertising policies. At least three of those Local Authorities have seen their bus shelter contracts renew after their advertising policy was adopted, with Bauer remaining the provider in both Swindon (policy adopted April 2024, contract renewal January 2025) and Bristol (policy adopted May 2021, contract renewal February 2022) and the contract switching from JC Decaux to Bauer in York (policy adopted April 2024, contract renewal January 2025). Other advertising income across the borough is negligible.</p>
<p>Legal</p>	<p>The policy complies with relevant advertising, consumer protection, and competition laws and will be applied consistently and transparently to mitigate risks of judicial review on grounds of irrationality or procedural unfairness. Additionally, contractual obligations with advertisers will be reviewed to prevent breach of existing agreements.</p>
<p>Risk</p>	<p>The policy will serve as a positive driver for the Council Plan, particularly CP-01 – <i>A successful and ambitious town</i>, by promoting positive messaging that fosters a healthier advertising environment for both internal and external stakeholders. Additionally, the policy will support CP-04 – <i>Delivering best value</i> by ensuring that advertising is appropriate and by encouraging the promotion of healthier products within stakeholders’ portfolios.</p>
<p>Human Rights, Public Sector Equality Duty and Community Cohesion</p>	<p>There are no disproportionate adverse impacts on any group or individuals with characteristics protected in UK equity law. An impact assessment has been carried out and is attached (Appendix 3).</p>
<p>Reducing Poverty</p>	<p>Whilst the policy won’t directly impact or reduce poverty the implementation of the advertising policy will create a healthier advertising environment for those living in communities who are not only exposed to a higher volume of advertising but also disproportionately targeted with promotions for unhealthy food and drink, contributing to widening health inequalities.</p> <p>The policy includes clauses to protect local SMEs ensuring local businesses are still able to promote their products.</p>
<p>Climate Change / Environmental</p>	<p>No adverse impact</p>
<p>Children and Young People Cared for by</p>	<p>No adverse impact</p>

the Authority and Care Leavers	
Data Protection	No impact

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

Action	Responsible Officer	Deadline
Make all staff aware of new advertising policy through internal communication channels	Head of Marketing and Communications	30 June 2026
Engagement with procurement department to raise awareness and ensure policy is embedded into relevant procurement exercises	Health Improvement Specialist and Head of Marketing and Communications	30 June 2026
Engagement with legal department to raise awareness and ensure policy is embedded into relevant contracts	Health Improvement Specialist and Head of Marketing and Communications	30 June 2026

Appendices

1	Rationale for the inclusion of unhealthy commodity industry products
2	Draft advertising policy
3	Level one impact assessment

Background papers

Body	Report title	Date
Lesser, L.I., Zimmerman, F.J. & Cohen, D.A	Outdoor advertising, obesity, and soda consumption: a cross-sectional study	2013
Christopher Thomas, Lucie Hooper, Gillian Rosenberg, Fiona Thomas, Jyotsna Vohra	Under Pressure: New evidence on young people's broadcast marketing exposure in the UK	2018
Emma Boyland, Rosa Whalen, Paul Christiansen, Lauren McGale, Jay Duckworth, Jason Halford, Malcolm Clark, Gillian Rosenberg, Jyotsna Vohra	See it, want it, buy it, eat it: How food advertising is associated with unhealthy eating behaviours in 7 – 11 year old children	2018
Yau A, Berger N, Law C, Cornelsen L, Greener R, Adams J, et al.	Changes in household food and drink purchases following restrictions on the advertisement of high fat, salt, and sugar products across the Transport for London network: A controlled interrupted time series analysis	2023
Department of Housing, Communities and Local Government	Pride in Place Strategy	2025

Contact: Laura More, Health Improvement Specialist
Email: Laura_More@middlesbrough.gov.uk

Appendix Two - Rationale for the inclusion of unhealthy commodity industry products

Rational for the Inclusion of Breast Milk Substitutes Anne Rose - Health Improvement Specialist

In 2023, Middlesbrough Council approved the adoption of the Breastfeeding Boroughs Declaration, with a promise to implement the ten commitments and promote themselves as a Breastfeeding Borough. This work is ongoing and is delivered via the South Tees Infant Feeding Steering Group. This work has been the best option to increase breastfeeding rates, reduce bottle (formula) fed culture and normalise breastfeeding across the civic, community and services levels to support the Best Start in Life for children. The World Health Organisation (WHO) and UNICEF recommend, as best practice, exclusive breastfeeding take place until six months and continued breastfeeding alongside solid foods until the child is at least two years old.

Through the work of Breastfeeding Boroughs and the recent Mamazing breastfeeding campaign, breastfeeding rates in Middlesbrough have increased and are near to the England average for breastfeeding initiation. In 2024/25, breastfeeding initiation in Middlesbrough was 69.9% (the national average for 2022/23 was 71.9%). However, there are still areas of Middlesbrough with higher levels of mothers who feed with breastmilk substitutes rather than breastfeeding. To support with reducing the number of babies fed by breastmilk substitutes and increase the number of babies fed by breastmilk, more work needs to be done to restrict the advertising of these products to families in Middlesbrough.

The Family Hubs, South Tees NHS Foundation Trust and the 0-19 Healthy Child Teams are accredited by UNICEF Baby Friendly Initiative. This means they must adhere to the International Code of Marketing of Breastmilk Substitutes (the Code). The Code aims to protect infant health by restricting the marketing practices that undermine breastfeeding, such as advertising, promotions, and gifts to mothers and healthcare workers. While UNICEF and the WHO strongly advocate for countries to adopt the Code into law, implementation is often incomplete, allowing for continued commercial influence that can negatively impact infant feeding practices. The Code specifically restricts the marketing of breastmilk substitutes like infant formula, follow on formula and related products. Furthermore, the Code restricts the use of images that idealise formula feeding i.e. images of bottles.

UNICEF and WHO urge the need for stricter advertising restrictions that allow for continued harmful marketing, of which the UK's implementation is considered inadequate by UNICEF. Weak regulations are directly linked to increased formula sales and can damage infant health by undermining breastfeeding and misleading parents.

To align with the work of Breastfeeding Boroughs and the Infant Feeding Strategy (which is currently being reviewed and a new one developed) it is proposed that the council restricts advertising of all breastmilk substitutes to increase breastfeeding rates, reduce health inequalities and ensure children are getting the best start in life.

Rationale for the Inclusion of Vaping Products **John Stephenson - Tobacco Control Lead/Commissioner**

Middlesbrough faces significant health challenges, including high smoking prevalence and persistent health inequalities. While vaping can play a role in tobacco harm reduction, unrestricted advertising poses risks to public health, particularly for young people and non-smokers. This document outlines the rationale for implementing a targeted advertising policy that prioritizes smoking cessation while minimizing unintended harm.

Vaping products are not risk-free. Although they may be less harmful than tobacco, they can still cause health issues, especially among young people and non-smokers. Unrestricted advertising normalizes vaping and increases the likelihood of dual use—where individuals both smoke and vape—undermining efforts to reduce tobacco-related harm.

Research consistently shows that exposure to vape advertising significantly increases experimentation among adolescents. Marketing strategies often feature appealing flavours, vibrant imagery, and social trends that resonate with young audiences, creating a gateway to nicotine addiction and long-term dependency.

Vaping can be an effective tool for smoking cessation when used as a substitute for tobacco. However, advertising should reflect this purpose exclusively. Promoting vaping as a lifestyle choice or recreational activity contradicts harm reduction principles and risks expanding nicotine use rather than reducing it.

Many vape advertisements imply that vaping is completely safe, which is misleading and unsupported by evidence. Restricting advertising to cessation-focused messaging ensures that communication remains accurate, evidence-based, and aligned with public health guidance.

Given Middlesbrough's high smoking rates and health inequalities, policies must reinforce local strategies to improve population health. Limiting vape advertising to cessation support directly contributes to reducing smoking prevalence and addressing health disparities.

Allowing broad vape advertising risks creating a new generation of nicotine users. A targeted approach—restricting advertising to approved cessation campaigns—balances harm reduction with the protection of vulnerable groups, particularly young people.

The inclusion of vape products within this policy, except where the message explicitly promotes vaping as an aid to quit tobacco as part of an approved campaign, ensures:

- Protection of vulnerable populations.
- Support for smokers seeking to quit.
- Alignment with public health objectives and ethical standards

Rationale for the Inclusion of Tobacco

John Stephenson - Tobacco Control Lead/Commissioner

Tobacco use remains one of the leading causes of preventable illness and death worldwide. Advertising tobacco products perpetuates addiction, targets vulnerable populations, and undermines public health efforts. This summary outlines the key reasons for prohibiting tobacco advertising and the benefits of taking decisive action.

Tobacco related product advertising glamorizes harmful products, encouraging consumption and increasing initiation rates, particularly among young people. Smoking-related diseases impose a significant burden on both health systems and the economy, contributing to avoidable illness and premature death.

Research demonstrates that advertising strongly influences young people to start smoking. Restricting tobacco related product advertising is a proven measure to prevent early addiction and protect future generations from the harmful effects of nicotine dependence.

Tobacco-related illnesses cost billions in healthcare expenditure and lost productivity. The long-term societal costs far outweigh any short-term economic gains derived from advertising. Reducing tobacco use through advertising restrictions will alleviate these financial pressures and improve overall wellbeing.

The World Health Organization's Framework Convention on Tobacco Control recommends comprehensive bans on tobacco advertising. Aligning with these international best practices strengthens compliance, enhances credibility, and demonstrates leadership in global health initiatives.

Permitting tobacco related product advertising contradicts health improvement goals and undermines corporate social responsibility. Stakeholders expect organisations and authorities to lead in promoting health, not enabling harm. A complete ban reflects a commitment to ethical and evidence-based policy.

It is recommended that a complete ban on advertising of tobacco related products is implemented across all council advertising estate be implemented and enforced. This action will reduce smoking rates, protect future generations, lower healthcare costs, and improve population health. It will also demonstrate a clear commitment to ethical standards and public health priorities.

Rationale for the Inclusion of Gambling

Laura Sheridan Public Health Officer - Gambling Related Harms

Gambling is staking money, or something of value, on the outcome of something involving chance (Lostutter, et al., 2019). Betting, slot machines, casino games, lotteries and bingo are all forms of gambling. Gambling can be highly addictive and may contribute to worsened health outcomes and inequalities in the population.

Gambling harms are any negative consequence or side effect experienced as a result of gambling (Greater Manchester Combined Authority, 2022). Harm can occur at any level of gambling activity. These harms are complex and can include financial stress, relationship breakdown, family violence, mental illness and suicide. (World Health Organization [WHO], 2024). Gambling harms may be experienced by the person who gambles and by their families, those in their social network, and those in their community. Evidence shows for every person who gambles at high-risk levels, an average of six others are affected (WHO, 2024).

Anyone can gamble, but research suggests that some people are more likely to experience gambling harms than others. Social stressors such as poverty, discrimination or other disadvantage increase risk of gambling harm. Evidence shows opportunities to gamble are often disproportionately located in areas of higher disadvantage, increasing the risk of gambling behaviour (WHO, 2024). In 2025, Middlesbrough is included among the Local Authority Districts with the highest proportion of neighbourhoods among the most deprived in England (GOV.UK), placing the community at higher risk of gambling harm.

The advertising and marketing of gambling products in the UK can be a stimulus to increase gambling behaviour (Griffiths, 2005). Marketing tactics used by the gambling industry work to normalise harmful gambling products as embedded in everyday life, including in sport (Pitt, et al., 2023). In the UK, gambling companies spend around £1.5bn annually on gambling advertising (Fenton & Prochaske, 2025). Gambling advertising is highly visible across a wide range of media including television, radio, newspapers, outdoor and point of sale advertising, and online in social media and targeted advertisements. Research conducted by the Gambling Commission in 2020 found 6 in 10 respondents reported seeing gambling adverts or sponsorships at least once a week.

Academic studies consistently support the existence of a causal relationship between exposure to advertising of gambling products/brands and more positive attitudes to gambling, greater intentions to gamble, and increased gambling activity at both individual and population level (McGrane et al., 2023; Wardle et al., 2022). In 2020, over a third of past 12-month gamblers claimed to have been prompted to spend money on a gambling activity by advertising they had seen (Gambling Commission, 2020). Gambling marketing promotes high-risk gambling behaviour in those not yet experiencing gambling harm, and those experiencing gambling difficulties at all levels of severity. This means gambling marketing plays a role in initiating, sustaining and intensifying gambling difficulties (Wyllie & Kallman, 2024).

In addition to the effect this has on adults, studies have shown that marketing influences children and shapes their gambling attitudes, behaviours and

consumption intentions (Pitt, et al., 2017). Four in five young people (79 percent) have at some point seen or heard adverts or promotion about gambling through either an online or offline source (Gambling Commission, 2025). Academic studies have observed gambling advertising to have a priming effect on young people, teaching them how to place a bet (McGrane et al., 2023).

National Lottery Advertising

The National Lottery funds many community activities in Middlesbrough and may be an essential source of funding for many local groups. Following examples from other local authority policies, the following clause is suggested to exclude National Lottery advertising from the proposed policy.

* Except for the National Lottery or for small or large society lotteries and local authority lotteries, as defined in the Gambling Act 2005

The suggested wording is taken from the City of Bristol 'Advertising and Sponsorship Policy'.

This page is intentionally left blank



Policy Template

Creator	Author(s)	Laura More – Health Improvement Specialist Andrew Glover – Head of Marketing and Communications		
	Approved by			
	Department	Adult Social Care and Health		
	Service area	Public Health		
	Head of Service	Rebecca Scott – Public Health Principal		
	Director	Director of Public Health, South Tees - Mark Adams		
Date	Created	02/12/2025		
	Submitted			
	Approved			
	Updating Frequency	Every two years		
Status	Version: 1			
Contributor(s)	Laura More – Health Improvement Specialist Andrew Glover – Head of Marketing and Communications Scott Lloyd – Advanced Public Health Practitioner and NIHR Doctoral Fellow Anne Rose – Health Improvement Specialist Laura Sheridan – Public Health Officer John Stephenson - Tobacco Control Lead / Commissioner Chris Orr - Principal Transport Planning Officer			
Subject	Healthier Advertising			
Type	Policy			
	Vital Record		EIR	
Coverage	Middlesbrough Council and third-party contractors			
Language	English			
Document Control				
Version	Date	Revision History		Reviser
0.1		First Draft		
0.2				
0.3				
1.0		First agreed version		
Distribution List				
Version	Date	Name/Service area		Action

1.0			
1.1			
1.2			
1.3			

Contact:	Andrew_Glover@middlesbrough.gov.uk Laura_More@middlesbrough.gov.uk
-----------------	--

Summary

- 1.1 The Middlesbrough Council Advertising Policy establishes clear principles and procedures for all advertising agreements involving Council-owned assets or platforms. Its purpose is to ensure consistency, transparency, and compliance with legislation, while safeguarding public health, the environment, and the Council’s reputation.
- 1.2 The policy applies to the Council as an advertiser, as an owner of advertising platforms, and to third-party contractors managing Council assets. It aligns with the Council Plan, Public Health Strategy, and Healthy Weight Declaration, supporting a healthier and more sustainable borough.
- 1.3 The policy prohibits advertising that promotes harmful or inappropriate products and services, including tobacco related products, alcohol, gambling, fossil fuels, HFSS foods, and discriminatory or sexually explicit content.
- 1.4 It also sets standards for accessibility, accountability, and ethical practice, requiring all agreements to uphold the Council’s values and strategic priorities. Exemptions may apply for small local businesses under strict criteria to support the local economy.
- 1.5 Oversight is provided by the Head of Marketing and Communications and the Advertising Advisory Group, with compliance monitored through audits and contract management.

Context

2. The council has a number of assets that carry (or could carry) advertisements to promote its own services, market third party campaigns that aim to improve the lives of local residents, or provide the opportunity for businesses and organisations to raise awareness of their products and services.

Purpose

3.1 The purpose of this policy is to set out the terms upon which advertising may be sought and accepted by Middlesbrough Council (the Council).

3.2 It provides guidance on the principles and procedures relating to any advertising agreement.

3.3 The Policy:

- a) outlines the rules and guidelines that the Council and its potential advertisers must follow;
- b) assesses risk and managing potential conflicts of interest;
- c) clarifies public accountability and transparency of decision making.

3.4 By applying this policy the Council will:

- a) be consistent;
- b) establish a set of standards;
- c) provide a framework of controls;
- d) ensure compliance with legislation, advertising industry codes and other council policies, including our brand guidelines;
- e) safeguard and steward the image, environment and health of the town;
- f) uphold and protect the council's reputation and corporate identity;
- g) further our strategic vision and support our priorities by facilitating communication;
- h) maximise the use of our assets to generate revenue;
- i) build positive relationships with businesses through advertising

Definitions

4.1 Advertising, for the purposes of this policy, is defined as a transaction between the Council and an external organisation in which the organisation can display informative and/or persuasive content about its products, services, causes or ideas in/on Council assets in exchange for a previously agreed financial sum.

4.2 Advertising opportunities fall into two categories:

- a) those channels which are most clearly associated with the Council, including, but not exhaustively, its main and associated websites; intranet, social media accounts; corporate and service publications; buildings and vehicles.
- b) those channels where the Council acts as landlord or operator, but which may be managed for the Council under transparent and tendered agreements

Scope

5.1 This policy is three-fold, covering:

- a) The Council as an advertiser
- b) The Council as an owner of an advertising platform which an external individual, group or organisation may wish to utilise
- c) The Council's sub-contracted and commissioned services (where council funds are the predominant income) and council leases where the council is a majority owner or shareholder.

5.2 Any existing advertising or contractual agreements must be reviewed at the next contractually available juncture.

5.3 Advertising agreements concerning Council assets that are managed by a third party should adhere to this policy, or in the case of 5.2, adopt the policy terms at the earliest opportunity.

5.4 Advertising that forms part of a wider agreement for
 a) third-party organised events
 b) third-party long term commercial leases should adhere to the terms of this policy, unless specific terms are/have been negotiated as part of a separate formal contract agreement between a third-party and the Council.

5.5 When working in formal partnership or collaboration with another body, the Council will adhere to this policy. Contributing partner organisations not governed by the terms of this policy are encouraged to adopt these terms as best practice.

Legislative and regulatory framework

6.1 All advertising and sponsorship agreements must fall within the guidelines and rules laid out by:

- a) [Recommended code of practice for local authority publicity - GOV.UK](#)
- b) [Marketing and advertising the law: Regulations that affect advertising - GOV.UK](#)

6.2 The policy supports the Council Plan ambition for a healthy place.

6.3 The policy aligns to the Public Health Strategy 2023-2026 and supports the implementation of the Healthy Weight Declaration adopted in February 2024.

Policy detail

7.1 Without any limitation on the Council’s ability to exercise its discretion, the Council does not consider the following companies, partnerships, organisations or individuals as suitable for entering into advertising agreements with

Category	Advertising
Tobacco and related products	Not permitted
E-cigarettes/ vaping	Permitted only if advert is part of a stop smoking campaign, featuring a product that is not owned or part-owned by the Tobacco Industry
Gambling or betting products, services or organisations ^{1, 2}	Not permitted
Foods and drinks that are high in fat, salt and/or sugar (HFSS) as defined by the Department of Health and Social Care’s nutrient profiling model ³	Not permitted
HFSS food and drink brands or those synonymous with such products, including food ordering services, where no food or drink product is featured directly ⁴	Not permitted

Energy drinks containing stimulants such as caffeine (150mg of caffeine per litre)	Not permitted
Breast milk substitutes such as infant milk formulas, baby foods and juices for infants under 6 months, bottles and teats not permitted by the International Code of Marketing of Breast-milk Substitutes	Not permitted
Alcoholic drinks	Permitted only if advert is part of a public health campaign, featuring a product that is not owned or part-owned by the Alcohol Industry
Loan advancers which meet the Financial Standards Authority's definition of 'High Cost Short Term (HCST)'	Not permitted

1 Including "in-game currencies" used for gambling-like activity

2 Except for the National Lottery or for small or large society lotteries and local authority lotteries, as defined in the Gambling Act 2005

3 Middlesbrough Council or its representatives may request evidence of nutrition information of food and drink products advertised, and in line with the Food Standards Agency recommendations, Middlesbrough Council expects any laboratory used for nutrition analysis to have ISO 17025 accreditation and this should be by the United Kingdom Accreditation Service (UKAS).

4 Examples may include: advertisements where the brand's logo is included but no products, such as a brand values campaign, directional signage to a store, app or website, promotional advertising which is price-led but features no products such as '50% off everything' or similar, advertising about a business or its performance.

DRAFT

7.2 The Council will not accept advertising:

- a) that infringes on any trademark, copyright or patent rights of another company
- b) in all scenarios where it is legally permissible, from companies who are in dispute with the Council or where there is pending/active legal action.
- c) when companies are in contract negotiation with the Council and the arrangements may be viewed as an endorsement of a bid.
- d) that supports advocacy of, or opposition to, any political party or any socially inflammatory or controversial subjects or issues
- e) where there are claims or representations in violation of advertising or consumer protection laws; those that have been found, or are suspected, to have failed to comply with the guidelines laid out by the Advertising Standards Authority
- f) from those whose advertising may result in the Council being subject to prosecution or bring the Council into disrepute

7.3 Council reserves the right to decline or remove advertising deemed to be objectionable on the grounds that it:

- a) does not comply with current advertising law or incites, provokes or condones someone to break the law (particularly crime, violence and antisocial behaviour)
- b) could reasonably be seen as likely to cause pressure to conform to an unhealthy body shape, or as likely to create body confidence issues, particularly among young people.
- c) will or is likely to leave the Council in breach of the Equality Act or its Public Sector Equality Duty
- d) does not meet the minimum requirements of WCAG 2.1 accessibility standards
- e) poses a health and safety risk. For example, as a result of flickering or other visual imagery in the case of digital media
- f) is inappropriate or out of line with organisational values, policies or strategic goals as set out in the Council's Corporate Plan
- g) conflicts with services already provided by the organisation

7.4 The Council reserves the right to remove non-compliant advertising at any time without reference to the advertiser.

7.5 The restrictions above apply both to the explicit promotion of goods and services, and implicit promotion as part of advertising of other types of goods, products, or services.

7.6 Advertising required during an event, including the Council's owned venues, should be within the boundaries of the event space and form part of the hire agreement. Any potential deviation from the restrictions listed above for a specific event should be considered separately and made explicit in the hire agreement.

7.7 As mentioned in 7.9 specific terms outside of the rules of this policy may be applied in certain circumstances. Subject to agreed terms a third-party may be able to advertise a product or organisation that the Council will not.

7.8 Any terms outside of this policy must always be agreed in accordance with advice from the Advertising Advisory Group and with approval from the **TBC**

7.9 These provisions apply only to one-off events or specific circumstances and do not form part of standard arrangements:

- a) In the case of third-party major, national or international events, specific terms may be negotiated as part of a separate contractual hire agreement.
- b) In the case of third-party long term leases specific terms may be negotiated as part of a separate contractual lease agreement.

7.10 In the case of small local businesses and their related events, exemptions to this policy may apply. The Council may accept advertising, if deemed appropriate, from the list of unsuitable partners or content (7.1) if it meets specific 'small local business' criteria as set out in appendix 1. Any terms outside of this policy must always be agreed in accordance with advice from the Head of Marketing and Communications.

Principles

8.1 Any consideration given to advertising agreements shall have regard to the following principles:

- a) must be compatible with the values and priorities in the Council's Corporate Plan and its wider strategy and policy frameworks;
- b) the commercial and/or social value of any arrangement must be clear for both parties;
- c) an arrangement cannot be perceived to influence or hinder how the Council operates or makes decisions;
- d) arrangements must not impose or imply conditions that would limit or appear to limit the Council's ability to carry out its functions fully or impartially;
- e) the reputation and credibility of the Council is not damaged;
- f) agreements are formed with regard to public accountability and transparency with clear statements of objectives and benefits achieved;

8.2 In addition the council will uphold the national Code of Recommended Practice on Local Authority Publicity. This means that the Council is not able to enter into an advertising agreement which connects the Council with, or could be perceived as, lending support to any political party.

8.3 The Council may advertise its own services as appropriate using its own platforms. This may include adverts relating to traded services which generate an income.

8.4 Promotional materials and designs should adhere to WCAG 2.1 standards for accessibility. The Council's Marketing and Communications Team encourage best practice in accessibility to ensure all barriers to engagement are removed and can provide support to ensure that minimum requirements have been met.

Roles and Responsibilities

9.1 All Council services, employees and elected members (when acting in an official capacity for or on behalf of the council) must comply with this policy.

9.2 The Council holds personal data of service users and compliance with UK GDPR will be adhered to in all cases.

9.3 All decisions are made in accordance with the Council's Constitution.

9.4 The Head of Marketing and Communications is authorised to make day to day decisions in line with the terms of this Policy.

9.5 The Advertising Advisory Group is responsible for the implementation of the Advertising Policy as well as the Council's terms and conditions for advertisers.

9.6 The Head of Marketing and Communications can provide expertise on advertising matters and advise on all enquiries. The Head of Marketing and Communications may refer to the Advertising Advisory Group for guidance.

9.7 The Advertising Advisory Group will advise as required, on a case-by-case basis to support decision making on Advertising agreements. The Group includes representatives from across the Council's services to provide expertise and guidance where an advertising request requires further consideration.

9.8 Where advertising is discharged by a third party under a formally procured contract or concession arrangement, the third party must apply this policy and this should be reflected in contractual arrangements. Existing third-party agreements must adopt this policy on renewal, unless specific exemptions have been negotiated, as per 7.9. Terms must be negotiated with referral to The Head of Marketing and Communications and the Advertising Advisory Group.

9.9 The Council's Legal Service will approve the terms and wording of contractual agreements in relation to advertising.

9.10 Where advertising is generated by the Council, the content will be commissioned via the Council's Marketing and Communications team.

9.11 Media relations or publicity for all agreements are undertaken by the Council's Marketing and Communications team.

Supporting policies, procedures, and standards

10.1 Relevant codes of practice and policies have informed this policy:

- a) The Advertising Standards Authority (ASA). www.asa.org.uk
- b) Code of Recommended Practice on Local Authority publicity <https://www.gov.uk/government/publications/recommended-code-of-practice-for-local-authority-publicity>
- c) Department of Health and Social Care nutrient profiling model <https://www.gov.uk/government/publications/the-nutrient-profiling-model>
- d) World Health Organisation International Code of Marketing of Breastmilk Substitutes [The International Code of Marketing of Breast-milk Substitutes](#)

- e) Equality Act 2010 <https://www.gov.uk/guidance/equality-act-2010-guidance>
- f) Data Protection Act
<http://www.legislation.gov.uk/ukpga/2018/12/contents/enacted>

Monitoring and review arrangements

- 11.1 Compliance with this policy will be monitored in the following ways
 - a) Content generated or managed by the council will be subject to an annual audit and spot checks carried out by the Advertising Advisory Group
 - b) Content managed by a third party will be monitored as part of standard contract management protocols
- 11.2 This policy will be reviewed every two years.

Evaluation

- 12.1 Annual audits and spot checks of advertising assets will be used to monitor compliance and capture any changes in the advertising environment which will be compared to baseline data from 2024 to assess the effectiveness of the policy.

DRAFT

Appendix 1- Advertising - Supporting Local Business

It is acknowledged that small local businesses do not present the same level of buying power, brand manipulation and potential harm than large corporations.

Advertising with local businesses can be very beneficial to both parties – building strong relationships, supporting the local economy, helping independent businesses to thrive and creating a vast range of commercial opportunities.

To support a business-friendly approach to the introduction of the council's advertising policy, and the borough's vibrant leisure, events and hospitality scene the following criteria can be applied when assessing whether we can go into agreements with certain business types that would be listed as 'not permitted'.

Middlesbrough Council's communications campaigns reflect the key priorities of the Authority. In all cases, the business or product type must not be in direct contradiction to a Middlesbrough Council communications campaign. Before assessing the below criteria, the product or business type should be checked against all live communications campaigns to determine whether it is suitable.

Local independent business – acceptable criteria

Local food and drink, events and leisure businesses that sit within the 'not permitted' list would be considered for advertising only if they are:

- Categorised as an SME (small to medium enterprise)
- Registered as a Middlesbrough based business
- An independent business

On meeting these criteria, the business/product type will be assessed by the Head of Marketing and Communications to ensure it is appropriate.

For example:

- a small local brewery may be accepted to advertise at a food festival but would not be accepted to advertise near a school.
- a local takeaway or pizza restaurant might advertise on a roundabout but would not be accepted for an advertising banner featuring HFSS foods on a local park railing.

Assessment of suitability will be carried out by the Head of Marketing and Communications, with support from the Advertising Advisory Group if required.

Where it is deemed inappropriate the Head of Marketing and Communications can support the business to look for alternative options across the council's advertising estate.

Promoting local businesses

The same rationale can be applied to the council in relation to promoting events and venues in the borough. For example:

- We Are Middlesbrough could promote the opening of new independent food & drink venues, providing imagery is compliant with the NPM.
- The Council could promote a leisure venue but could not advertise details of its bingo night

Advice should be sought from the Head of Marketing and Communications before promoting a business or product that falls within the not permitted list

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

Subject of assessment:	Advertising Policy			
Coverage:	Overarching			
This is a decision relating to:	<input type="checkbox"/> Strategy	<input checked="" 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:	<input checked="" type="checkbox"/>	Revision of an existing approach:	<input type="checkbox"/>
It is driven by:	Legislation:	<input type="checkbox"/>	Local or corporate requirements:	<input type="checkbox"/>

Description:

Key aims, objectives and activities

The proposed advertising policy aims to provide a clear, consistent framework for acceptable advertising, ensuring compliance with legislation and safeguarding public health. It supports the Council's Healthy Weight Declaration and Public Health Strategy, contributing to ambitions for a healthier, more sustainable, and more equal Middlesbrough.

Key Features of the Policy

- Prohibits advertising of HFSS foods, alcohol, tobacco, gambling, payday loans, fossil fuels, and other harmful commodities on Middlesbrough Council advertising assets including bus shelters, lampposts, roundabouts and social media channels.
- Allows limited exceptions for public health campaigns (e.g., stop smoking or responsible drinking).
- Applies content-based restrictions rather than brand-based, encouraging advertisers to promote compliant products.
- Protects local SMEs through exemptions and support for compliance.

Statutory drivers (set out exact reference)

- Middlesbrough Council - Council Plan – Priority 2 A Healthy Place
- Public Health South Tees - Public Health Strategy –
- Department of Housing, Communities and Local Government - Pride in Place Strategy 2025
- Recommended code of practice for local authority publicity - GOV.UK
- Marketing and advertising the law: Regulations that affect advertising - GOV.UK

Differences from any previous approach

Middlesbrough Council do not currently have an advertising policy in place to determine acceptable advertising, the implementation of such a policy will provide clarity on acceptable advertising

Key stakeholders and intended beneficiaries (internal and external as appropriate)**Stake Holders:**

- Environmental and Commercial Services – particularly Transport and Sustainability Teams
- Marketing and Communications Team
- Public Health Team
- Regeneration Team
- Procurement Team
- Advertising Companies

Intended beneficiaries

- General public

Live date:	February 2026
Lifespan:	Until further notice
Date of next review:	March 2028

Screening questions	Response			Evidence
	No	Yes	Uncertain	
Human Rights Could the decision impact negatively on individual Human Rights as enshrined in UK legislation?*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No evidence to suggest that the policy will have an adverse impact on individuals in terms of human rights.
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?*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	There are no concerns that the policy could have a disproportionate adverse impact because individuals hold one or more protected characteristics. The body of the covering report sets out the evidence base for the policy and identifies that the policy would have a positive impact on the health outcomes of vulnerable residents including on exposure of children to unhealthy advertising. Evidence used to inform this assessment includes Public Health England research on the impact of advertising and sugar, British Medical Journal analysis of the interaction between advertising and exposure of unhealthy food advertising and analysis of the town's indices of multiple deprivation.
Community cohesion Could the decision impact negatively on relationships between different groups, communities of interest or neighbourhoods within the town?*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No evidence to suggest that the policy will have an adverse impact on individuals in terms of community cohesion.
Armed Forces Could the decision impact negatively on those who are currently members of the armed forces of former members in the areas of Council delivered healthcare, compulsory education and housing policies?*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No evidence to suggest that the policy will have an adverse impact on individuals who are current or former armed forces personnel
Care leavers Could the decision impact negatively on those who are care experienced?*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No evidence to suggest that the policy will have an adverse impact on care experienced individuals

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

Screening questions	Response			Evidence
<p>Reducing Poverty Could the decision impact negatively on the Council's ambitions to reduce poverty in the town?</p>	☒	☐	☐	<p>Evidence Application of the policy should reduce the exposure to unhealthy food and drinks. Evidence from the British Medical Journal has identified that those from lower socio-economic backgrounds have increased exposure to unhealthy advertising, compared to those in higher socio-economic groups. It should therefore have a positive impact on the Council's wider ambitions to reduce poverty.</p>
<p>Next steps:</p> <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:	Laura More	Head of Service:	Rebecca Scott
Date:	11/12/2025	Date:	11/12/2025

This page is intentionally left blank