

EXECUTIVE

Date: Wednesday 20th December, 2023
Time: 12.30 pm
Venue: Mandela Room

AGENDA

1. Apologies for Absence
 2. Declarations of Interest
 3. Minutes - Executive - 15 November 2023 5 - 14
- MAYOR AND EXECUTIVE MEMBER FOR ADULT SOCIAL CARE AND PUBLIC HEALTH**
4. 2023 Resident's Survey 15 - 36
 5. Public Health Strategy and Grant Allocation 37 - 180
 6. South Tees Changing Futures Programme - Extended Funding 181 - 218
 7. Council Plan 2024 Onwards 219 - 236
 8. Selective Landlord Licensing: Evaluation of Newport 1 scheme and approval to consult on the proposal for designation for a further five years. 237 - 356
- EXECUTIVE MEMBER FOR CHILDREN'S SERVICES**
9. Shift Partnership Proposal 357 - 370
- EXECUTIVE MEMBER FOR FINANCE AND GOVERNANCE**
10. 2024/25 Budget and MTFP Refresh 371 - 434
 11. Council Tax Base Report 2023-2024 435 - 446
- EXECUTIVE MEMBER FOR REGENERATION**
12. Houses in Multiple Occupation Article 4 Direction 447 - 458

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| 13. | Middlesbrough Development Company Update | 459 - 468 |
| 14. | The Disposal of Land at Nunthorpe Grange for Housing - PART A | 469 - 488 |
| 15. | Any other urgent items which in the opinion of the Chair, may be considered. | |
| 16. | Exclusion of Press and Public | |

To consider passing a Resolution Pursuant to Section 100A (4) Part 1 of the Local Government Act 1972 excluding the press and public from the meeting during consideration of the following items on the grounds that if present there would be disclosure to them of exempt information falling within paragraph 3 of Part 1 of Schedule 12A of the Act and the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

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|-----|------------------------------------------------------------------------------------|-----------|
| 17. | EXEMPT - The Disposal of Land at Nunthorpe Grange for Housing - PART B
3 | 489 - 496 |
| 18. | EXEMPT - Captain Cook Square - Business Case
3 | 497 - 634 |

Charlotte Benjamin
Director of Legal and Governance Services

Town Hall
Middlesbrough
Tuesday 12 December 2023

MEMBERSHIP

Mayor C Cooke - (Chair) Councillors P Gavigan, T Furness, P Storey, J Thompson, Z Uddin and N Walker

Assistance in accessing information

Should you have any queries on accessing the Agenda and associated information please contact Chris Lunn / Scott Bonner, 01642 729742 / 01642 729708, chris_lunn@middlesbrough.gov.uk / scott_bonner@middlesbrough.gov.uk

EXECUTIVE

A meeting of the Executive was held on Tuesday 21 November 2023.

PRESENT: Mayor C Cooke (Chair), Councillors P Gavigan, T Furness, P Storey, J Thompson, Z Uddin and N Walker

ALSO IN ATTENDANCE: Councillor J Walker, Naomi Corrigan (Local Democracy Reporting Service)

OFFICERS: D Alaszewski, C Benjamin, S Bonner, G Field, A. Glover, C Heaphy, R Horniman, A Humble, D Middleton and E Scollay

APOLOGIES FOR ABSENCE: None.

23/28 **DECLARATIONS OF INTEREST**

Name of Member	Type of Interest	Item/ Nature of Interest
Cllr N Walker	Pecuniary	Agenda Item 8 – Asset Review. Tenant of Viewley Centre

23/29 **MINUTES - EXECUTIVE - 4 OCTOBER 2023**

The minutes of the Executive meeting held on 4 October 2023 were submitted and approved as a correct record.

23/30 **ON STREET RESIDENTIAL ELECTRIC VEHICLE CHARGING POINTS**

The Executive Member for Environment submitted a report for Executive’s consideration.

The aim of the report was to approve the acceptance of funding granted from the On-street Residential Charge point Scheme (ORCS) for the value of £209,582 (£125,750 from ORCS, and £83,333 from Ubitricity). It was also to provide up to 160 electric vehicle charging points, utilising existing lamp columns, in partnership with supplier Ubitricity.

Executive was advised that as part of National policy, the sale of Internal Combustion Engine (ICE) vehicles would be banned from 2030. Electric vehicles were increasing in popularity/accessibility, however supporting infrastructure (such as charging facilities) was not yet in a position to fully support this transition.

Many residential properties had off-street parking opportunities; allowing a vehicle to be charged on privately owned land through dedicated charging facilities. However, access to private driveways was limited across some areas of the Borough, such as terraced house streets.

Middlesbrough Council had successfully applied for ORCS funding for 60% (£125,750.00) of the value of the proposal. Ubitricity would provide the remaining 40% (£83,333) contribution which made it nil cost to the council. The Funding Agreement letter was contained in appendix 2 for Funding Agreement Letter.

A fixed term agreement of 15 years would be in place to ensure that both Middlesbrough Council and Ubitricity were aware of the requirements/terms and conditions for the delivery of the project. The Charge points would be placed in Middlesbrough Council owned assets with the service being managed by Ubitricity. As part of the agreement, the Council would earn an income of 5% of fees generated.

ORDERED that Executive:

1. **Approve the receipt of grant funding from ORCS and the match funding from Ubitricity;**
2. **Agree to enter into a 15-year contract; and**
3. **Approve the methodology outlined to deliver the On-street electric vehicle charging points.**

OPTIONS

Not accept the funding; this was not recommended as it would not allow the Council and residents to realise the benefits associated with the delivery of on-street residential electric vehicle charging points.

Fund the project using Council resources; a successful application had been made to provide grant funding (working in partnership with Ubitricity) which removed the requirement for any Council funding requirements.

Use an alternate delivery partner; Ubitricity (part of Shell) were a well-established provider of infrastructure and offered a competitive offer to Middlesbrough Council. Other operators could not offer the same level of support, expertise and financial incentives.

REASONS

The report aimed to provide availability of on street charge points in residential streets where off-street parking was not available. The proposal therefore ensured that living in locations without off-street parking capability was not a barrier to owning an electric vehicle.

The proposals also ensured that the Council was supporting the green agenda.

23/31

CORPORATE PERFORMANCE REVIEW: QUARTER TWO 2023/2024

The Executive Member for Finance and Governance submitted a report for Executive's consideration.

The report advised Executive of corporate performance at the end of Quarter Two 2023/2024 and where appropriate sought approval of any changes, where those were within the authority of the Executive.

The Council's Scheme of Delegation gave Executive collective responsibility for corporate strategic performance, together with associated action.

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

The projected financial outturn at the end of Quarter Two 2023/2024 was presented separately to this meeting of Executive and was not repeated as part of this agenda item. Where performance had a significant impact on finances, this was highlighted within the body of the report.

Overall, the Council's performance at the end of Quarter Two saw a slight dip from the position reported at Quarter One, with progress towards expected performance standards, as set out in the Council's risk appetite, achieved in one of the four active performance disciplines in 2023/24.

ORDERED that Executive:

1. **Approve the proposed amendments to Executive actions at Quarter Two 2023/24 detailed in Appendix 1 of the report;**
2. **Notes progress of delivery of the Strategic Plan 2022-24 at Quarter Two 2023/24 detailed in Appendix 2 of the report; and**

3. **Approve the proposed amendments to Strategic Plan workplan at Quarter Two 2023/24 as detailed in Appendix 3 of the report.**

OPTIONS

No other options were put forward as part of the report.

REASONS

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

23/32

REVENUE AND CAPITAL BUDGET - FORECAST OUTTURN POSITION AT QUARTER TWO 2023/24

The Executive Member for Finance and Governance submitted a report for Executive's consideration.

The report set out the Council's forecast 2023/24 financial position at Quarter Two and highlighted the areas of particular financial challenge. The report also set out the management actions taken to control expenditure within the General Fund budget approved by Council in February 2023.

The report also sought Executive endorsement of the management actions that were planned in the form of Financial Recovery Plans in order to control expenditure within the approved budget and to develop more financially sustainable solutions for future years. Finally, the report sought approval of the Executive in relation to revenue budget virements and revisions to the Capital programme.

The Council's Scheme of Delegation gave the Executive collective responsibility for corporate strategic performance and financial management / monitoring, together with associated actions. Standing Orders and Financial Procedures required Executive's approval for major virements between revenue budgets, and in-year changes to the Council's Capital Programme within approved Council resources.

The report would enable the Executive to discharge its financial management responsibilities which included setting out the General Fund Revenue Budget forecast outturn at Quarter Two as well as the statement of the Council's projected reserves and provisions at Quarter Two.

ORDERED that Executive:

In respect of the General Fund Revenue Budget:

1. **Note the forecast 2023/24 net revenue budget outturn as at Quarter Two of £134.910m against an approved budget of £126.354m, a forecast overspend of £8.556m (6.8%). This represented an improvement of £3.007m from that forecast at Quarter One.**
2. **Note that the forecast overspend of £8.556m related primarily to a combination of forecast demand and inflationary pressures as outlined in the table at paragraph 79 of the report.**
3. **Note and endorse the management actions taken in consultation with Executive Portfolio Holders over the year to date to control expenditure within the approved budget and to develop more financially sustainable solutions for future years as was set out in paragraphs 7 to 14 of the report.**
4. **Note that further work was continuing with a view to fully mitigate the forecast overspend and that further reports would be submitted to Executive for noting and approval of management actions when appropriate.**
5. **Approve the proposed revenue budget virements over £250,000 as detailed in Appendix 4 of the report.**

In respect of the Council's Reserves and Provisions:

1. **Note that the interim s151 Officer had undertaken a review of the balance sheet which had resulted in the release of £0.758m from the Revenue Grants Received**

Unapplied account that would be transferred to the Change Fund for which the balance would be re-stated as at 31 March 2023.

2. Note the interim s151 Officer had determined that the uncommitted 2023/24 Change Fund Reserve of £1.488m would be available to fund expenditure on transformation and efficiency as part of an agreed financial recovery plan.
3. Note that as a result of the balance sheet review, the interim s151 Officer was in discussion with the External Auditor in relation to the audit review of the Council's methodology to calculate the Collection Fund Bad Debt provision in the 2021/22 financial statements. This may result in favourable adjustments affecting the 2022/23 and 2023/24 accounts and impact upon 2024/25 budget setting. This would be reported upon conclusion of that work.

In relation to the Council's financial recovery and resilience:

1. Note the Quarter Two forecast of usable revenue reserves of £6.273m available at 1 April 2024 based on the Quarter Two forecast outturn position of £8.556m, a reduction from the already critically low level of £14.829m at 31 March 2023 reported in the Quarter One report. Those would comprise of the General Fund Reserve of £6.273m and the Council's unrestricted usable earmarked reserves of £NIL.
2. Note that the risk of a s114 Notice under the provisions of the Local Government Finance Act 1988 in relation to setting a legally balanced budget for 2024/25 remained. A further report setting out the proposed 2024/25 draft budget and MTFP for the period 2024/25 to 2026/27 for consultation would be presented for consideration at Executive's meeting of 20 December 2023.
3. Note that Statutory Officers remained in dialogue which the Department for Levelling Up Housing and Communities (DLUHC), the External Auditor and the Middlesbrough Independent Improvement Advisory Board (MIIAB) in relation to the development and delivery of the Council's Financial Recovery and Resilience plans.

In respect of the Capital Programme and Treasury Management:

1. Note that a full review of the Capital Programme had been undertaken since Quarter One including a review of profiling and alignment of funding sources in order to optimise the use of grants and external funding and mitigate the revenue impact of debt financing as far as possible.
2. Approve the inclusion of additions to the Capital Programme for 2023/24 totalling £4.330m, as detailed in paragraph 60 of the report, which were externally funded or funded from within existing Council resources for the 2023/24 Capital Programme, as approved by Council in February 2023. These have increased the 2023/24 Capital Programme budget to £67.334m from the £63.004m revised Capital Programme budget for 2023/24 approved at Quarter One.
3. Note the 2023/24 Capital Programme forecast outturn of £54.595m at Quarter Two, which was a reduction of £12.739m (19%) from the revised £67.334m budget for 2023/24. The forecast outturn against the revised capital programme was a favourable variance comprising, an underspend of £0.076m and slippage of £12.663m into 2024/2.
4. Note the Treasury Management forecast outturn position with respect to the Council's prudential indicators as set out in paragraphs 69 to 79 of the report.

In respect of the Dedicated Schools Grant (DSG), the Executive is requested to:

1. Note the current forecast in-year deficit of £3.231m for 2023/24 relating to the High Needs Block, which was an increase of £1.451m from the £1.780m reported at Quarter One.
2. Note the forecast total cumulative deficit of £9.795m at 31 March 2024, including £10.252m relating to the High Needs Block, as was set out in Table 7 and paragraphs 51 to 57 of the report.
3. Note that under existing government regulations this deficit could not be funded from the General Fund, and the Council was required to deliver a recovery plan to the Department for Education (DfE).
4. Note that the Council was part of the DfE Delivering Better Value (DBV) scheme which aimed to support financial recovery of the DSG position.

OPTIONS

No other options were put forward as part of the report.

REASONS

To enable the effective management of finances, in line with the Council's Local Code of Corporate Governance, the Scheme of Delegation and agreed corporate financial regulations.

23/33

FEES AND CHARGES REVIEW

The Executive Member for Finance and Governance submitted a report for Executive's consideration.

The purpose of the report was for Executive to approve the proposed fees and charges increases from 1 December 2023. The changes were outlined in the report following a review of fees for a range of services. The report also noted the impact on each Directorate's forecast position. The review resulted in an uplift for inflation incurred since the last increase in November 2022. A full fees and charges review was being undertaken as part of the 2024/25 budget setting process.

The Council's scheme of delegation gave the Executive collective responsibility for financial management and budget monitoring with budgets delegated to Directors for operational and strategic decision making.

It was proposed that going forward from the 2024/25 budget setting, that Fees and Charges would be increased annually as part of the budget setting process and incorporated into the Council's decisions in February each year in line with the prevailing inflation rate determined by the s151 Officer.

A full review of fees and charges for discretionary services was being progressed as part of the 2024/25 budget setting process and this would consider the potential effect of increases in fees and charges upon demand for services. The review would feed into the 2024/25 budget setting with the effects of the review being included as part of the budget report to Executive and Council in February 2024. The review would also be undertaken in conjunction with external consultants as detailed in the *Governance Improvement: Next steps – Resourcing the Financial Recovery and Resilience and Cultural Transformation Programmes* report to Executive on 19 July 2023.

Details of the areas of Fees and Charges proposed to be increased from 1 December 2023 were summarised in Appendix 1 of the report, with the detail of the increases for each area contained in Appendix 2. A cautious approach had been taken to estimate the potential additional income that could be achieved in the remainder of 2023/24 considering the achievability of each increase, the consultation required, any statutory constraints and any adverse effect on demand. It was estimated that £0.116m of additional income would be achieved by the end of 2023/24. Table 1 in the report showed by Directorate the estimated additional income from the fees and charges implementation and showed a revised forecast position for 2023/24 if the additional income is realised.

ORDERED that Executive:

1. **Approve the proposed fees and charges increases for a number of services from 1 December 2023 as summarised in Appendix 1 and detailed in Appendix 2 of the report;**
2. **Approve the proposed increases in fees for land charges services from 1 December 2023 as detailed in Appendix 3 in the report; and**
3. **Note that a full detailed fees and charges review for all discretionary services was being undertaken as part of the 2024/25 budget setting process and future increases would fall in line with the annual budget process thereafter.**

OPTIONS

To not propose the increase in fees and charges from 1 December 2023 would have resulted in the Council not covering the cost of service provision for those discretionary services which would adversely impact its financial position. A range of measures were being taken to mitigate the in-year overspend in order to protect the Council's level of revenue reserves which were at a critically low level.

REASONS

To enable the effective management of finances, in line with the Council's Local Code of Corporate Governance, the Scheme of Delegation and agreed corporate financial regulations.

To contribute to the significant additional costs the Council is incurring during 2023/24 as a result of the high levels of inflation that persist in the economy. This would contribute to meeting the cost of provision and support the reduction of the forecast overspend reported in the Revenue and Capital Budget – Forecast Outturn position at Quarter Two 2023/24 report to Executive.

At this point the Executive Member for Finance and Governance withdrew from the meeting for the duration of Agenda Item 8 – Asset Review.

23/34

ASSET REVIEW

The Executive Member for Regeneration submitted a report for Executive's consideration.

This report set out the details of a review of land and property assets held by the Council, with a view to generating additional income and/or disposals resulting in a pipeline of capital receipts being realised to support the financial recovery and return to financial sustainability over the period of the Medium-Term Financial Plan.

An asset review had been undertaken to identify land and property owned by the Council that could be utilised differently (including disposal) to assist in supporting the Council's financial recovery and to achieve financial sustainability.

Disposal of capital assets generated capital receipts that could be used to support the Council's financial position in several ways including to fund investment in projects that will either deliver ongoing revenue savings or deliver transformation in public service delivery through cost and/or demand reduction in accordance with Government regulations governing the Flexible Use of Capital Receipts.

The Council held significant amounts of land and buildings on its balance sheet which presented opportunity for review and optimisation to support the Council's delivery of services in the future.

A review had been undertaken for all land and property assets, and recommendations made as to the future strategy for each. These recommendations were summarised in the report and included the investment of £1.5m in existing Council buildings to accommodate additional staff and the development of a public sector hub within the Cleveland Centre

The financial impact of the proposed sales would be an estimated net capital receipt of over £33m, with a reduction in the Council's longer-term income of £1m pa, with a one off revenue cost of £0.6m in relation to TeesAMP 1.

The Ward Member for Hemlington stated the Viewley Centre was included on the list of Assets that could be disposed of. As the site held value for the local community, the Member raised several queries. They asked if assurance could be provided that there was no intention to close the Viewley Hill Shopping Centre, but that if it was to be sold it would be as a going concern as a shopping centre with leases protected. They also queried if the Viewley Centre would be considered at the end of the three-year period for disposals rather than in the near future and sought confirmation that the Viewley centre had no interested parties to buy it. The Member also asked, were the Viewley Centre were to be earmarked for disposal, that a report be brought to Executive for agreement before that happened.

The Executive Member for Regeneration stated that any intentions to dispose of assets, including the Viewley Centre, would follow proper processes and that consultation would be carried out with interested parties including Ward Members.

ORDERED the Executive

- a) **Close and sell Middlesbrough House, relocating staff to Fountain Court and other Council buildings;**
- b) **Invest £1.5m from the Council's Capital Programme in expanding the capacity of Fountain Court and other Council buildings;**
- c) **Relocate the Live Well Centre from Dundas House to the Cleveland Centre, subject to confirmation of external funding;**
- d) **Relocate Middlesbrough Community Learning from the Multi Media Exchange to the Cleveland Centre, subject to confirmation of external funding;**
- e) **Close and sell Multi Media Exchange;**
- f) **Relocate Children's Services staff from 6-14 Viewley Centre to other Council buildings**
- g) **Close and sell 3 Park Road North;**
- h) **Close and sell Lloyd Street Depot;**
- i) **Seek specialist external management arrangements for the premium assets within the commercial portfolio;**
- j) **Sell the following commercial properties:**
 - i. **Tees AMP 1 & 2;**
 - ii. **Viewley Centre;**
 - iii. **Lorne Street Industrial Estate;**
 - iv. **Howard Street Industrial Estate;**
 - v. **Letitia Industrial Estate;**
 - vi. **Gilkes Street Industrial Estate;**
 - vii. **Carcut Road Industrial Estate;**
 - viii. **Florence/Italy Street Units;**
- k) **Sell the Middlesbrough Municipal Golf Centre with the appropriate covenants in place to protect members and secure its permanent use as a golf club;**
- l) **Sell the Zetland Street Car Park with the appropriate covenants in place to secure its permanent use as a car park;**
- m) **Sell the following sites for housing development:**
 - i. **Land East of Middlesbrough Municipal Golf Centre Driving Range;**
 - ii. **Acklam [Stainsby Road];**
 - iii. **Hemlington Grange [West];**
 - iv. **Coulby Farm Way East / West;**
 - v. **Muirfield, Nunthorpe;**
 - vi. **Land West of Toby Carvery;**
- n) **Sell the following sites for commercial development:**
 - i. **Cannon Park Car Park 1;**
 - ii. **Cannon Park Car Park 2;**
 - iii. **Corporation Quay;**
- o) **Delegate the approval of individual Asset Disposal Business Case forms for the assets listed above to the Director of Regeneration, in consultation with the Director of Finance; and,**
- p) **Delegate the packaging and timing of disposals identified in this report to the Director of Regeneration, in consultation with the Director of Finance.**
- q)

OPTIONS

Several options were submitted as part of the report including:

The disposal of all non-operational assets.

Although the Council's short term financial situation was challenging and would be supported by the complete disposal of all non-operational assets, there was a need to balance this with the longer-term view as well. If the Council sold all commercial assets and invested the receipts in reducing capital borrowing and funding transformation, there was inevitably going to be less long-term reliance upon the revenue income generated by a commercial portfolio. That reliance was, however, unlikely to be eased to

the extent that none of the commercial income was required in future. The optimum balance could be found by taking a more incremental approach that was recommended in the report, and if the financial position improved and the long-term reliance on commercial income reduced over time then there was a case to be made for further asset disposals.

Sale and leaseback of operational assets

Similar to the argument regarding the disposal of all non-operational assets, the Council needed to balance taking short term capital benefits at the expense of the longer-term revenue position. A sale and leaseback arrangement may ultimately be determined to be necessary if the financial position did not improve, but this exchange of long-term revenue for short term capital was viewed as being an unnecessary step at this stage, with such saleable commercial assets to utilise first.

Categorisation of community based properties for disposal or retention

The long list of community based assets identified in the report represented an opportunity to reduce running costs, rather than to raise capital receipts. The future use of community assets was as likely to be driven by Council need and the appetite for community asset transfers than it was by commercial considerations, as the properties had only a limited financial value. Determining the disposal or retention of these individually ahead of the Council determining its preferred model for locality working would potentially weaken the chances of success and create a confused local picture.

REASONS

Reducing the number of assets held by the Council would enable revenue costs to be reduced, capital receipts to be secured, and the alternative strategies proposed for others should enable the Council to reduce its revenue costs and increase commercial income. The additional income, reduced expenditure and secured capital receipts would all be essential to addressing the budget challenges the Council faced but came at the cost of reducing longer term income potential.

23/35

REVIEW OF FLEXIBLE USE OF CAPITAL RECEIPTS STRATEGY 2023/24

At this point the Executive Member for Finance and Governance returned to the meeting.

The Executive Member for Finance and Governance submitted a report for Executive's consideration.

The report proposed a revision of the Flexible Use of Capital Receipts Strategy for the Council for 2023/24 that was subject to approval by Full Council. The report set out the required revisions to the Strategy to enable a range of transformation and efficiency plans to be progressed within the 2023/24 financial year. Those plans would be funded from Usable Capital Receipts which were the primary source of funding given the Council's usable revenue reserves which were critically low.

The report set out the approach that would be taken to optimise the Flexible Use of Capital Receipts during 2023/24 in accordance with Statutory Guidance. It would do so within the context of the Council realising a pipeline of cash receipts from the disposal of capital assets, subject to Executive approval of Asset Review report.

ORDERED that Executive:

- 1. Endorse the proposed revisions to the Flexible Use of Capital Receipts Strategy increasing the planned expenditure in 2023/24 from £3m to £4.299m and refer to Council for consideration and approval.**
- 2. Note the interim revenue financing arrangements from the Change Fund pending receipt of cash from asset disposals enabling the application of capital receipts in line with the regulations.**

OPTIONS

If the revised Flexible Use of Capital Receipts Strategy was not approved, then projects and initiatives to deliver cost reduction and income growth would either not be able to progress at all or will be constrained by limited revenue resources in the Change Fund.

REASONS

The revised Flexible Use of Capital Receipts Strategy would enable the progression of Financial Recovery Plans to deliver cost reduction, income generation, and/or income generation that would contribute to reducing the in-year overspend and the Council's ability to balance the 2024/25 budget and MTFP to 2026/27.

23/36

ANY OTHER URGENT ITEMS WHICH IN THE OPINION OF THE CHAIR, MAY BE CONSIDERED.

None.

All decisions will come into force after five working days following the day the decision(s) was published unless the decision becomes subject to the call in procedures.

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MIDDLESBROUGH COUNCIL	
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Report of:	Director of Legal and Governance Services
Relevant Executive Member:	Executive Member for Finance and Governance
Submitted to:	Executive
Date:	20 December 2023
Title:	2023 Middlesbrough Resident survey – key findings and next steps
Report for:	Information
Status:	Public
Strategic priority:	All
Key decision:	No
Why:	Not applicable
Subject to call in?:	Not applicable
Why:	The report is for information only.

Proposed decision(s)
That Executive notes the information set out within this report and the planned next steps.

Executive summary
<p>The report sets out the findings from the 2023 Resident Survey, highlights movement since the survey was last completed in 2017 and sets out the planned next steps.</p> <p>Findings of the survey show a fall in satisfaction levels since the survey was last undertaken in 2017 when compared to that data return.</p> <p>It also shows Middlesbrough performance is lower than available comparison data through LG Inform which enables performance to be compared to statistical neighbours (those councils with similar population profiles to Middlesbrough) and North East averages for almost all of the measures.</p> <p>The findings in this report will be reflected within the priorities of the Council Plan considered at this same meeting.</p>

Purpose

1. To summarise the findings from the 2023 Middlesbrough Community Survey, compare to the 2017 Survey and set out for the consideration of the Executive proposed actions in response.

Recommendations

2. That Executive notes the information set out within this report and the planned next steps.

Rationale for the recommended decision(s)

3. Not applicable. This report is for information. The planned response to the findings from the survey will be delivered by the Council Plan, considered as part of this meeting's agenda.

Background and relevant information

4. The Council's strategies and plans must be evidence based, if they are to effectively address the challenges facing Middlesbrough and maximising the opportunities.
5. As well as using data, they should also be informed by, and responsive to, the views of local residents if they are to be fully inclusive and fully effective. This report advises Executive of the main findings from the 2023 Middlesbrough Community Survey, so that these can be taken into account within the Council Plan and the supporting policy and strategy framework.

Methodology

6. The LG's standard question bank for such surveys was used, with 18 broad question areas capturing views on the local area (within 15-20 minutes walking distance from home), community safety, and the Council and its services.
7. A total of 1,200 questionnaires were completed by telephone, supported by street interviews where required, providing a demographically representative sample of Middlesbrough's population. The sample was also balanced across town so that an indication of variation in responses by area could be provided, as set out below:

Area	Wards Included
North	Central, Linthorpe, Longlands and Beechwood, Newport, Park
South	Coulby Newham, Hemlington, Marton East, Marton West, Nunthorpe, Stainton and Thornton
East	Berwick Hills and Pallister, Brambles and Thorntree, North Ormesby, Park End and Beckfield
West	Acklam, Ayresome, Kader, Ladgate, Trimdon

8. Where responses have a strong leaning one way or the other, we can be more confident that these responses are more likely to be representative of the wider communities from which respondent live. The greater the number of people surveyed, the more confidence can be applied. In this case, where 1,200 of our 143,900 residents were surveyed, the following margins of error should be used when reading the results (confidence intervals) at the 95% confidence level for the survey are set out below.

Responses are split equally across two main groups – 50/50 split in responses	There is a stronger leaning towards one of two answers – 30/70 split in responses	There is a very strong preference for one answer – 10/90 split in responses
Anticipate that a survey of the whole population in the area could result in a variation in this result of +/- 2.8%	Anticipate that a survey of the whole population in the area could result in a variation in this result of +/- 2.6%	Anticipate that a survey of the whole population in the area could result in a variation in this result of +/- 1.7%

The 95% confidence intervals for the total sample and key sub-groups for the study at a variety of response levels are detailed below:

			Confidence interval		
			50/50	30/70	10/90
			±%	±%	±%
		Sample			
Gender	Male	553	4.2	3.8	2.5
	Female	647	3.9	3.5	2.3
Age	16-24	169	7.5	6.9	4.5
	25-34	206	6.8	6.3	4.1
	35-44	167	7.6	7.0	4.6
	45-54	163	7.7	7.0	4.6
	55-64	185	7.2	6.6	4.3
	65-74	159	7.8	7.1	4.7
	75 and over	146	8.1	7.4	4.9
Disability	Yes	262	6.1	5.5	3.6
	No	915	3.2	3.0	1.9
Ethnicity	White British	1012	3.1	2.8	1.8
	Ethnic minorities	166	7.6	7.0	4.6
Area	East	274	5.9	5.4	3.6
	North	486	4.4	4.1	2.7
	South	242	6.3	5.8	3.8
	West	198	7.0	6.4	4.2
Total		1200	2.8	2.6	1.7

The data was weighted to make it representative of the population both geographically and demographically. Two stages of weighting were applied: · Gender and age (at local authority area level). · Ward overall population figures. Full details of the weightings can be found in Appendix 1. There are a number of charts and summarised data tables throughout the body of this report. All of these are based on weighted data.

Findings

9. The overall responses to the survey to all questions in the survey is shown in chart format attached to this report at Appendix 2.

10. The charts in the appendices compare these with responses for the four areas of the town and findings compared to the LG average for the period 2018 – 2022, where available and North East average for the period 2021-22 (also where available) and the 2017 survey results.
11. Benchmarking must also take into account local circumstances. Work undertaken by Ipsos MORI on the former national Place Surveys identified a range of factors for which high prevalence negatively affects perceptions of local areas and of councils, including:
- Deprivation
 - Young people
 - Over-occupancy
 - Ethnic diversity
 - Population churn
 - Urbanity
12. Middlesbrough has a high prevalence of the majority of the above factors. For example Middlesbrough is currently ranked the 6th most deprived area nationally and the second most ethnically diverse in the North east.
13. The overall findings of the survey shows that satisfaction levels have dropped since the 2017 survey and are below the national bench mark but more closely aligned to the North East average with a smaller gap.
14. The following sections of this report present the findings from the survey, grouped by the following themes:
- Your Local area and Council services
 - Community cohesion
 - Community safety
 - Communication preferences.
15. Analysis in the next section of this report, sets out the 2023 Resident Survey overall performance, comparison information from the national LG Inform survey platform and the North East average for the LG Inform survey. The report also breaks down the 2023 Resident Survey results by North, East, South and West areas of the town, where there is a significant difference in opinion.

Your Local area and Council services

16. Satisfaction with the local area as a place to live (66%) falls beneath the LG Inform (81%) and the North East (74%) averages. It has also dropped when comparing to the Middlesbrough 2017 Resident survey. Variation is seen between the areas of the town with most satisfaction in the South (75%) closely followed by the West (74%), with satisfaction much lower in the East (56%) and North (62%). Satisfaction levels were higher among respondents classified as belonging to an ethnic minority (72%), higher than Middlesbrough overall.
17. Satisfaction with the way the Council runs things was significantly lower in Middlesbrough (45%) than the National (64%) and NE average (61%) and satisfaction has dropped since 2017. Though the North have higher satisfaction levels (48%) than the Middlesbrough overall, in 2017 this was the lowest area of

satisfaction. Again, satisfaction levels were higher among respondents classified as belonging to an ethnic minority (55%) than Middlesbrough overall.

18. Fewer people in Middlesbrough thought the Council provided value for money (37%) when compared to the LG Inform average (48%), the North East average (50%) and the return from the 2017 survey. Variation between areas was not significant. People with a disability were most positive about the Council (41%). Agreement levels differed notably between age groups, ranging between 29% (aged 35-44) to 44% (aged 25 – 34) agreeing compared to between 23% (aged 16-24) to 29% (aged 25-34) in disagreement.
19. Again, less than the LG Inform (58%) and North East (55%) averages considered that the Council acts on the concerns of local residents (43%). There was little variation between the areas. Individuals from ethnic minority backgrounds expressed a stronger support for the statement that Middlesbrough Council addresses the concerns of residents with 51% agreeing or strongly agreeing that it did.
20. Respondents were asked about the satisfaction levels with various services. The highest satisfaction levels were Waste Collection (79%) (on par with the LG average). The second highest level of satisfaction being Parks & Green spaces (62%). This was unchanged from 2017 survey. That being said, the percentage of people who were satisfied with these services has dropped by 8% and 17% respectively.
21. The lowest levels of satisfaction were observed in services and support for older people (31%) which is below the LG Inform (43%) and North East averages (42%). The highest levels of satisfaction were seen in the North area (36%) and the lowest in the South (25%).
22. Less than the LG Inform average (60%) and North East average (63%) considered the Council keeps residents informed about services and benefits it provides (49%), with the North (53%) observing the highest level of being considered informed. There was little difference between age bands but the 25-34 the highest level of being considered informed.
23. Trust in the Council (57%) was only slightly lower than the LG Inform average (61%) and North East averages (60%) compared to that of other local councils. The highest amount of trust being observed in the East (61%). Variations were observed across the age groups, it was highest amongst those aged 35-44 (65%) dropping to 52% in those aged 55-64. Individuals from ethnic minority backgrounds showed significantly higher levels of trust in Middlesbrough Council (65%).
24. Trust in the Council to make decisions about services are provided in the local area (53%) was far greater compared the trust of central government (9%). The LG Inform (72%) and North East average (73%) displayed a greater about of trust per local council than Middlesbrough. Trust in Middlesbrough Council in comparison to central government displayed a similar pattern across the four areas. Older residents displaying a stronger inclination to trust Middlesbrough Council over central government, from 47% among 16 to 24 year olds to approximately 60% for those aged 65 and over.

25. Trust in individuals to make decision about how services are provided in the local area (62%) was greater for Local councillors than that of members of parliament (5%) or Government ministers (4%). 19% didn't trust any of the individuals to make the decisions.
26. Marginally more people locally indicated it was important to treat local politicians with respect and courtesy when disagreeing or debating with them (87%) than the LG Inform average (84%). The highest agreement was observed in the South (93%).
27. More residents were unaware of what the local councillor does in the local area, which was consistent across all age groups. The LG Inform average showed a higher average (46%) than that observed locally (39%). The highest level of awareness was observed in the South (47%).
28. More Residents agreed locally that the media view the Government (57%), Local councils across the country (39%) and Middlesbrough council (40%) in a negative way. The same trend was observed with the LG Inform average regarding the Government (59%) and each Local Council, except for councils across the country where most agreed that they were viewed as either positive or negatively. Across the four areas all again more residents indicated the same three organisations were negatively viewed.

Community Cohesion

29. The 2021 census return showed we have a more diverse population than 10 years ago - those from an ethnic background have increased from 11.7% to 17.6%.
30. More residents agree (67%) that people from different backgrounds get on well together than in 2017 (64%). Those in the East of the town are least likely to agree (55%), compared to the West that is most likely to agree (72%). Those aged 35-44 years old are least likely to agree that people from different backgrounds get on well together (62%).
31. 50% overall felt people pull together to improve an area (previously 49%), rising to 59% in the South and reducing to 39% in the East.

Community Safety

32. 83% of respondents reported feeling safe during the day which is lower than the LG Inform (93%) and North East (92%) average, and is also lower than the 2017 survey. The same was true of the feeling safe after dark but less respondents reported feeling safe after dark (46%) compared the LG Inform (76%) and North East average (66%).
33. Gender differences were observed with 12% of females feeling unsafe during the day compares to 8% of males. After dark the gap widened from 45% of females and 30% of males feeling unsafe. Respondents in the East felt most unsafe after dark at 54% compared to 30% in the South.

34. Residents were given a list of anti-social behaviour and crime topics and asked to say whether their area had a problem with them. The top three problems identified by respondents were 'rubbish or litter lying around' (44%), and 'people using or dealing drugs' (40%) and 'groups hanging around the streets' (39%). Concern in relation to all these areas had increased since 2017.

Communication preferences

35. Respondents were asked to identify their current method of finding out about the Council and its services. The top five responses were as follows which shows a change to the methods observed in 2017:

Middlesbrough 2023 Responses	LG Inform average	2017 Survey
1 Council website	1 Word of mouth	1 Printed Information provided by the Council
2 Printed Information provided by the Council	2 Council website	2 Council website
3 Word of Mouth	3 Printed information provided by the council	3 Council magazine / newsletter
4 Social media sites and blogs	4 Local media	4 Word of mouth
5 Local media	5 Social media sites and blogs	5 Local media

36. Notably there has been a shift in reliance from printed to digital methods since 2017. Nearly half (48%) of the respondents reported that they currently access information about the Council and its services through the Council website, with higher engagement observed among individuals aged 25 to 44 and 55 to 64.

37. However the LG Inform average showed word of mouth as being the most relied upon source of information regarding the Local council (however this is only based upon a 6 month average period).

38. 6% stated they not to have the need to find out any information about services provided by Middlesbrough Council, the LG Inform average was 2.5%

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

39. Not applicable - this report is for information only.

Impact(s) of the recommended decision(s)

Financial (including procurement and Social Value)

40. The cost of the 2023 Community Survey was £17,900

Legal

41. There are no legal implications arising from this information only report.

Risk

42. This report does not have a direct impact on risks within the Strategic Risk Register, however it does provide an evidence base to understand whether there are public concerns in relation to specific services.

Human Rights, Public Sector Equality Duty and Community Cohesion

43. Not applicable, this report is for information only.

Climate Change / Environmental

44. Not applicable, this report is for information only.

Children and Young People Cared for by the Authority and Care Leavers

45. Not applicable, this report is for information only.

Data Protection / GDPR

46. Not applicable, this report is for information only.

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

Action	Responsible Officer	Deadline

Appendices

1	Data Weightings
2	Your Local area and Council services
3	Community Cohesion
4	Community Safety
5	Communication preferences

Background papers

No background papers were used in the preparation of this report.

Contact: Victoria Holmes, Data and Analytics Manager

Email: Victoria_holmes@middlesbrough.gov.uk

Appendix 1: Data Weightings

The resident sample was quota controlled on gender and age as well as ward populations from the Census 2021 figures. Therefore, the following two stage weighting process was applied.

Stage 1 The ages for each gender were weighted to that from the Census data for the Middlesbrough Council area, detailed below:

Census 2021				
	Age	Population	Survey Data	Weighting1
Male	16-24	8,841	90	1.0303
	25-34	10,213	88	1.2173
	35-44	8,531	58	1.5424
	45-54	8,118	82	1.0383
	55-59	4,592	42	1.1465
	60-64	4,247	38	1.1720
	65-74	6,599	80	0.8651
	74+	4,400	73	0.6322
Female	16-24	8,101	79	1.0755
	25-34	10,429	118	0.9270
	35-44	8,887	109	0.8552
	45-54	8,548	81	1.1068
	55-59	4,775	50	1.0017
	60-64	4,473	55	0.8529
	65-74	7,071	79	0.9387
	74+	6,113	73	0.8782
Total		113,938	1,195	

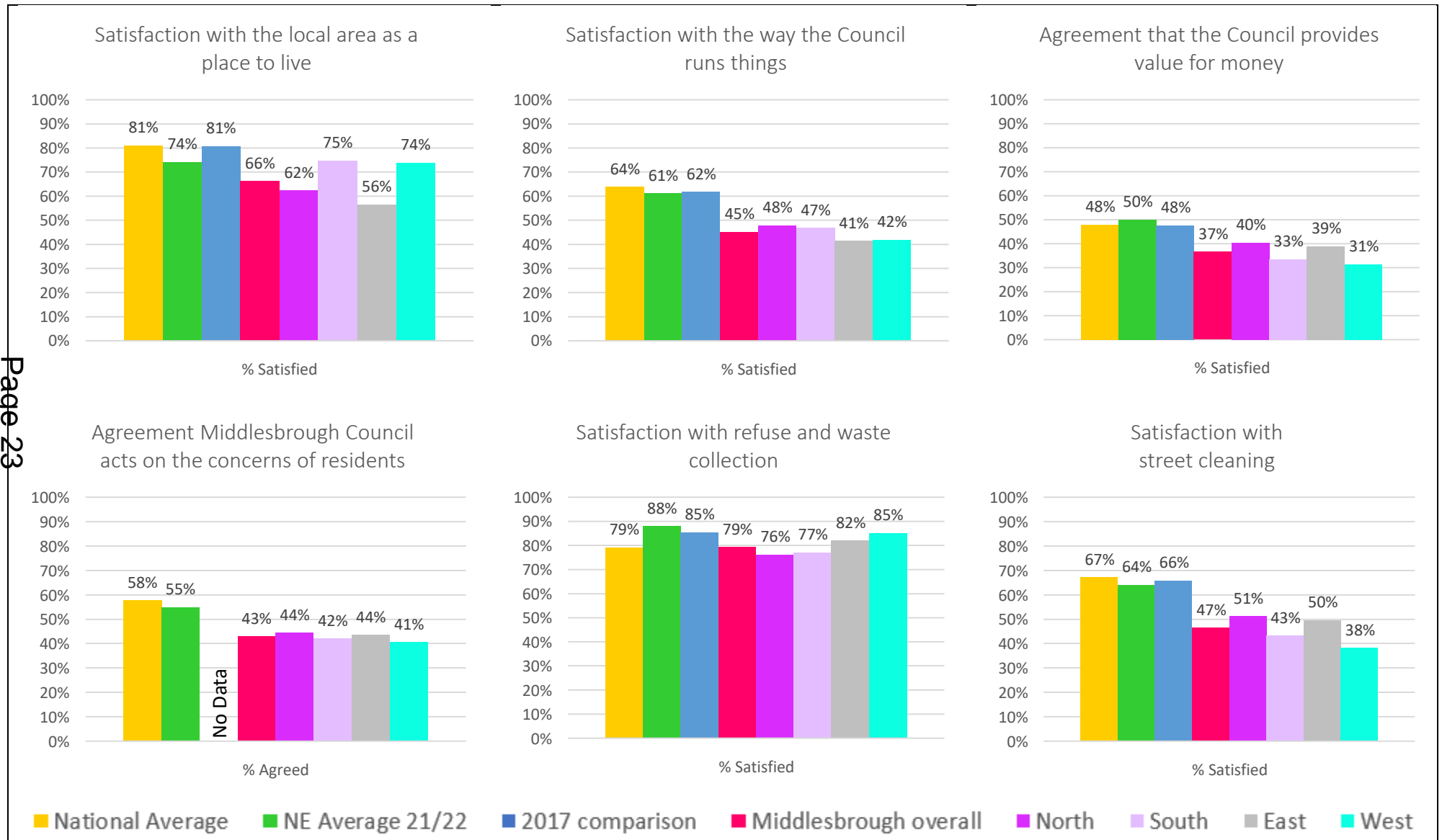
Five respondents refused to provide their age, therefore these were given a weighting of 1.0000

Stage 2 Using weighted data from Stage 1, the data was then weighted to be representative of the overall ward populations (see below):

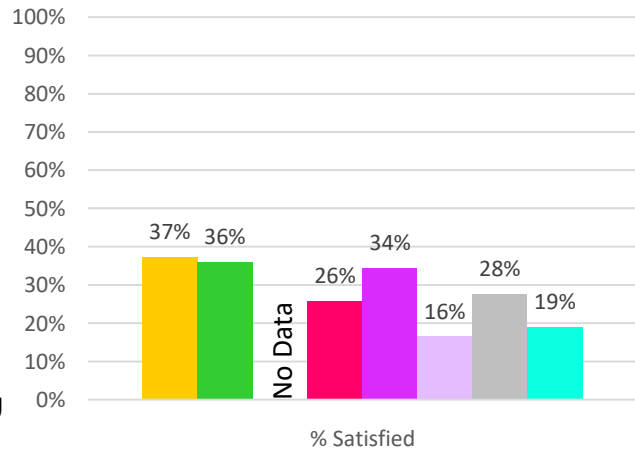
Census 2021			Weighted	
Ward Name	Ward code	Population	Survey Data	Weighting2
Acklam	E05009853	5,898	43	1.1317
Ayresome	E05009854	6,309	55	0.9639
Berwick Hills & Pallister	E05009855	9,065	75	1.0030
Brambles & Thorntree	E05009856	9,314	68	1.1410
Central	E05009857	11,490	133	0.7179
Coulby Newham	E05009858	8,340	57	1.2246
Hemlington	E05009859	6,568	41	1.3244
Kader	E05009860	4,809	28	1.4339
Ladgate	E05009861	5,513	41	1.1172
Linthorpe	E05009862	6,708	53	1.0637
Longlands & Beechwood	E05009863	11,232	81	1.1603
Marion East	E05015468	6,070	42	1.2166
Marion West	E05009865	5,337	38	1.1753
Newport	E05009866	10,776	117	0.7652
North Ormesby	E05009867	3,264	45	0.6034
Nunthorpe	E05015469	5,339	31	1.4397
Park	E05009869	9,587	109	0.7345
Park End & Beckfield	E05009870	8,328	79	0.8819
Stainton & Thornton	E05009871	3,668	22	1.3831
Trimdon	E05009872	6,305	42	1.2539
Total		143,920	1,200	

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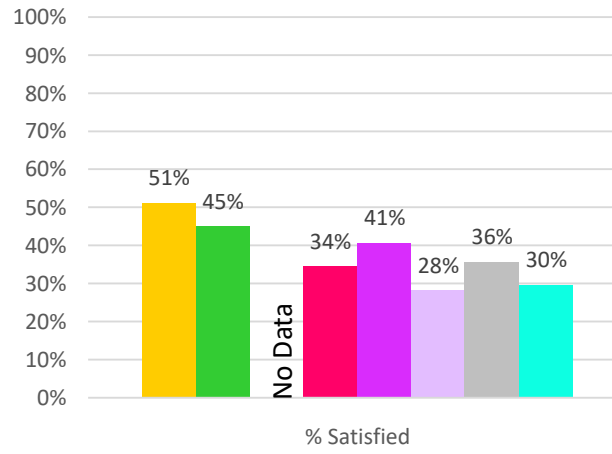
Appendix 2: Your Local area and Council services



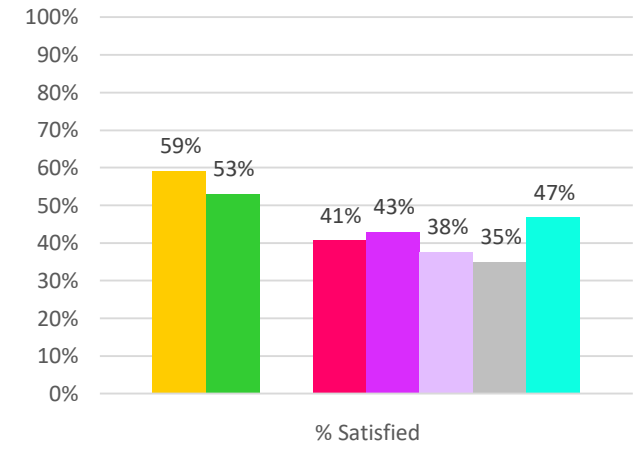
Satisfaction with road maintenance



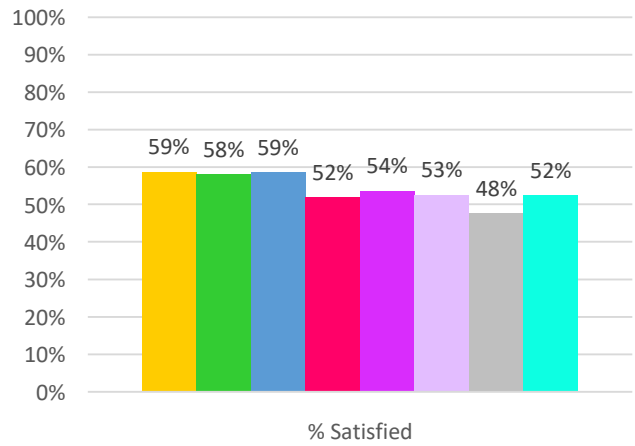
Satisfaction with pavement maintenance



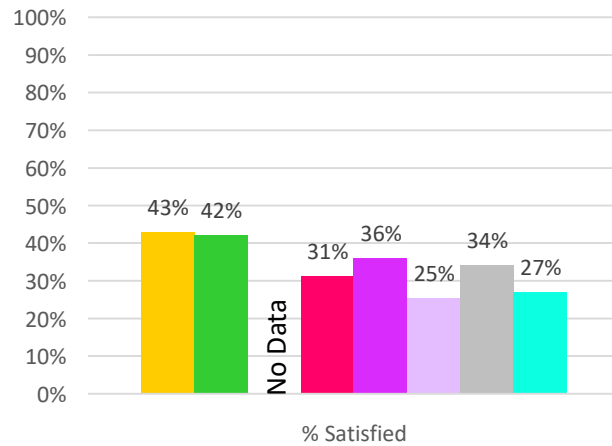
Satisfaction with library services



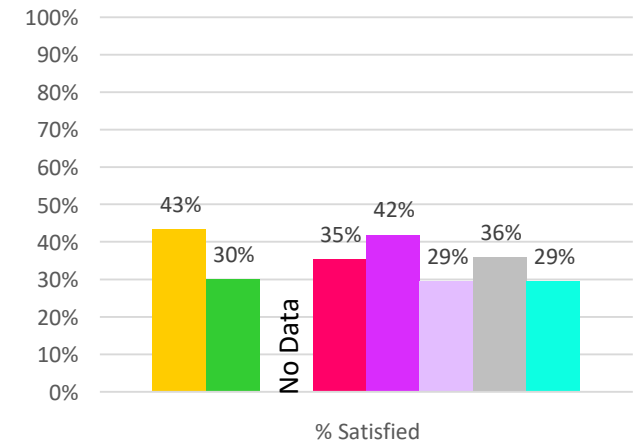
Satisfaction with sport and leisure services



Satisfaction with services and support for older people

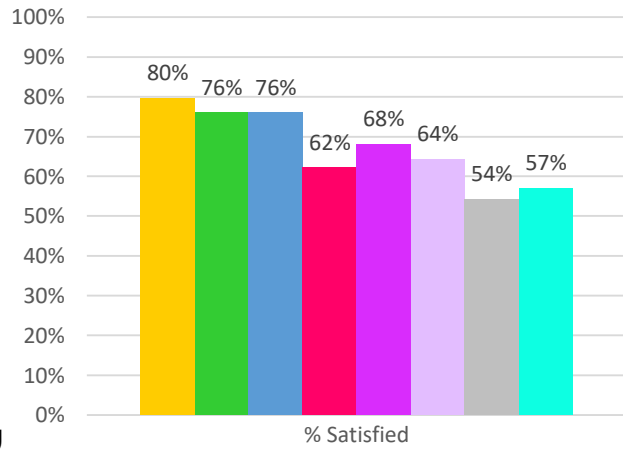


Satisfaction with services and support for children and young people

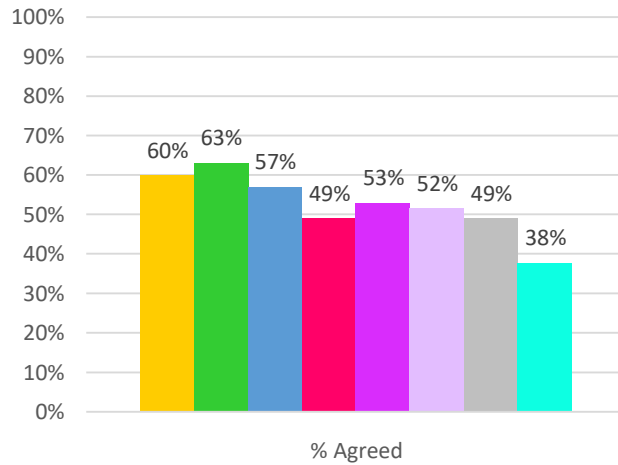


■ National Average
 ■ NE Average 21/22
 ■ 2017 comparison
 ■ Middlesbrough overall
 ■ North
 ■ South
 ■ East
 ■ West

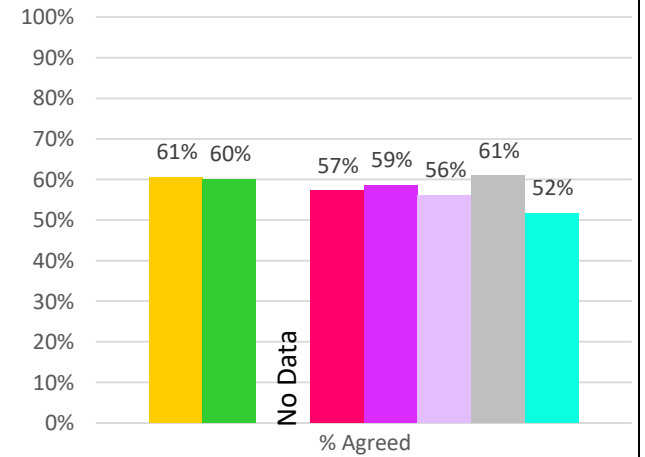
Satisfaction with parks and green spaces



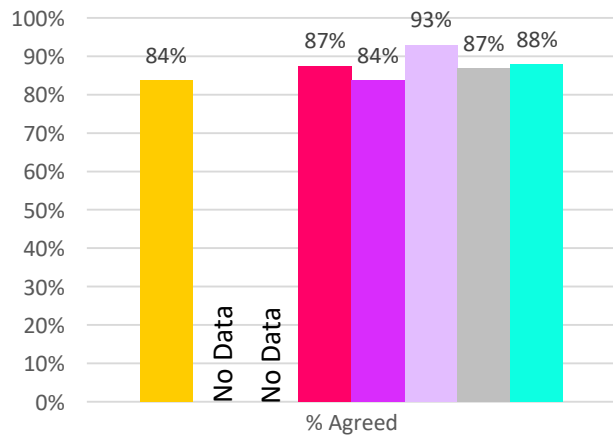
Agreement the council keep residents well-informed about its services



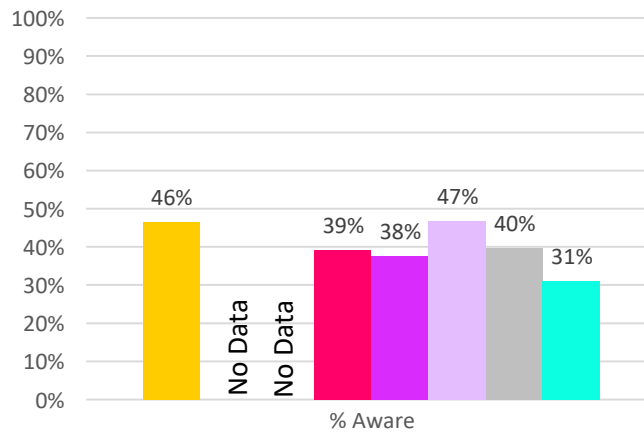
Agreement they trust Middlesbrough Council



Agreement it is important to treat local politicians with respect

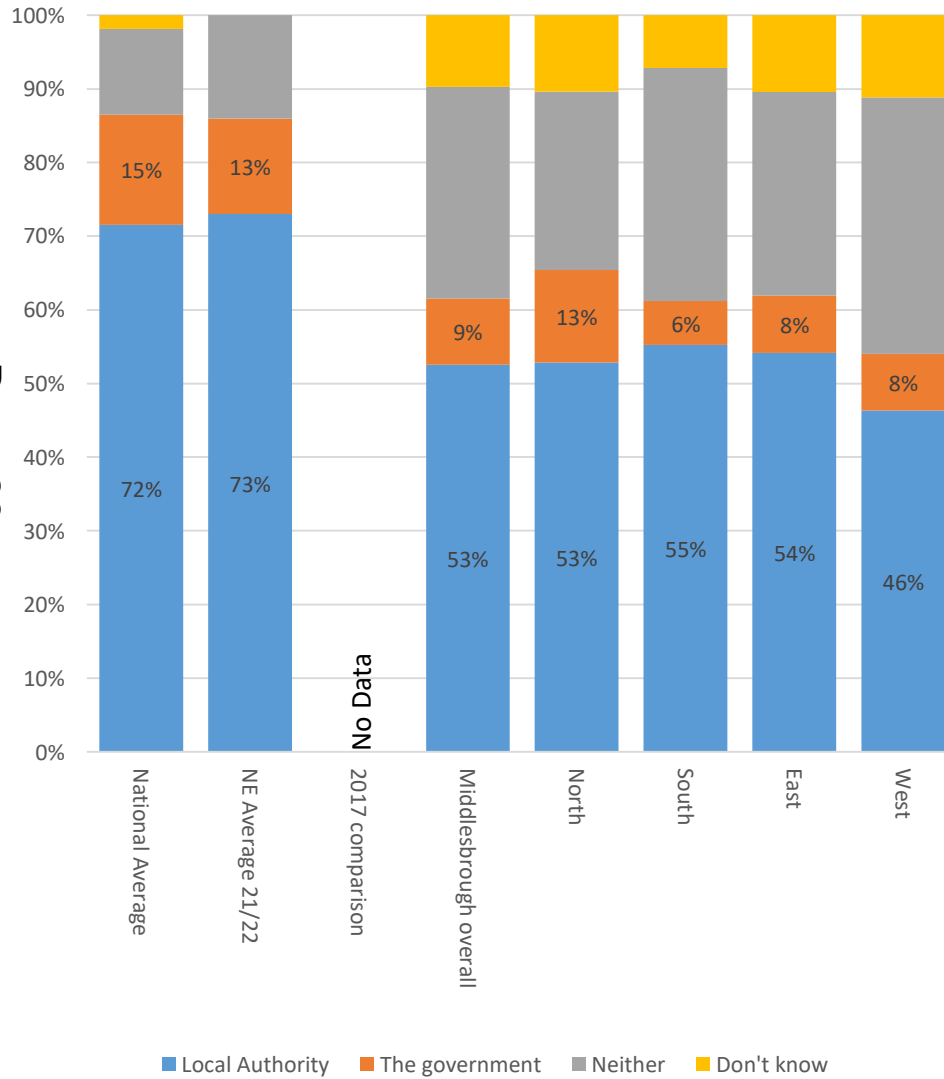


Are aware of what local councillor does in the local area

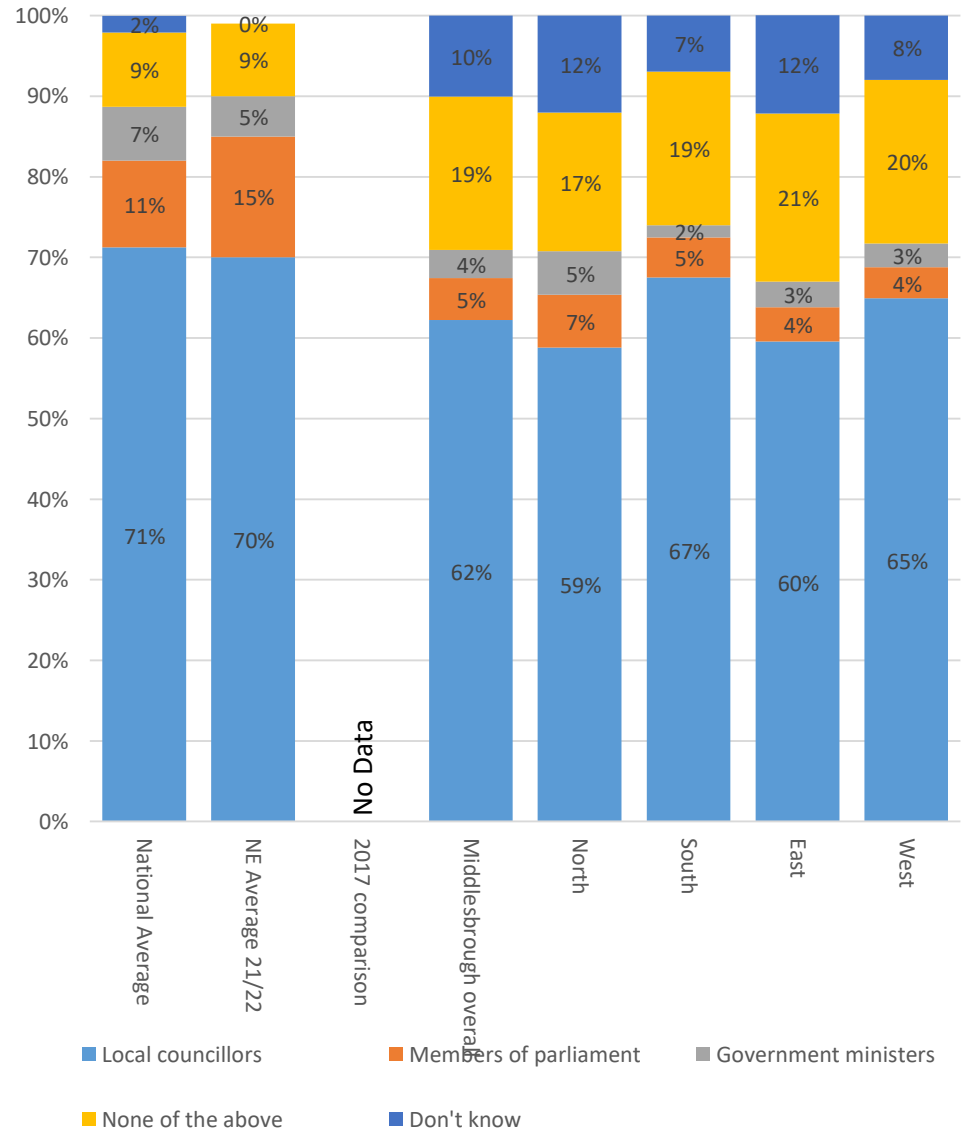


■ National Average
 ■ NE Average 21/22
 ■ 2017 comparison
 ■ Middlesbrough overall
 ■ North
 ■ South
 ■ East
 ■ West

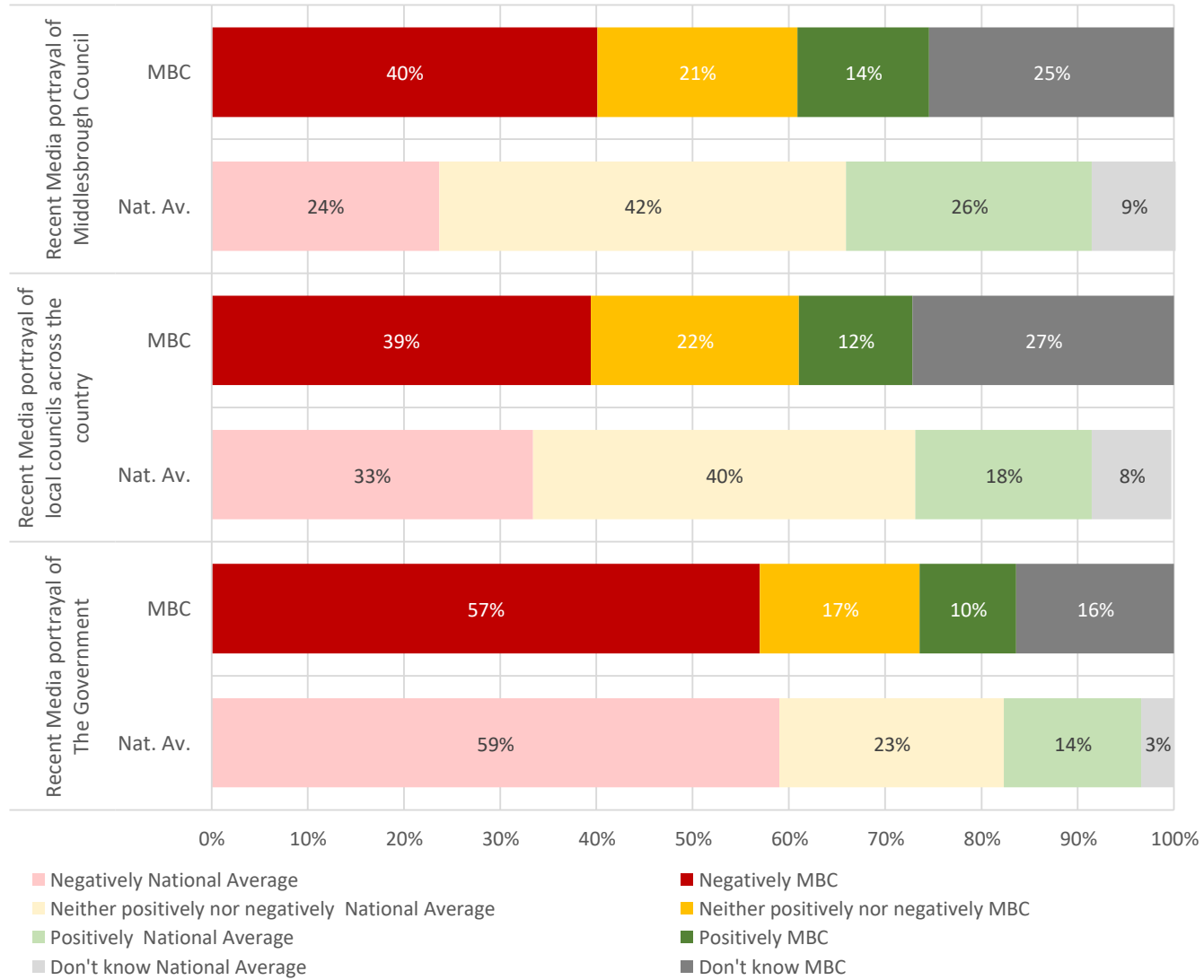
Most trusted to make decisions about how services are provided in the local area



Individuals most trusted to make decisions about how services in the local area

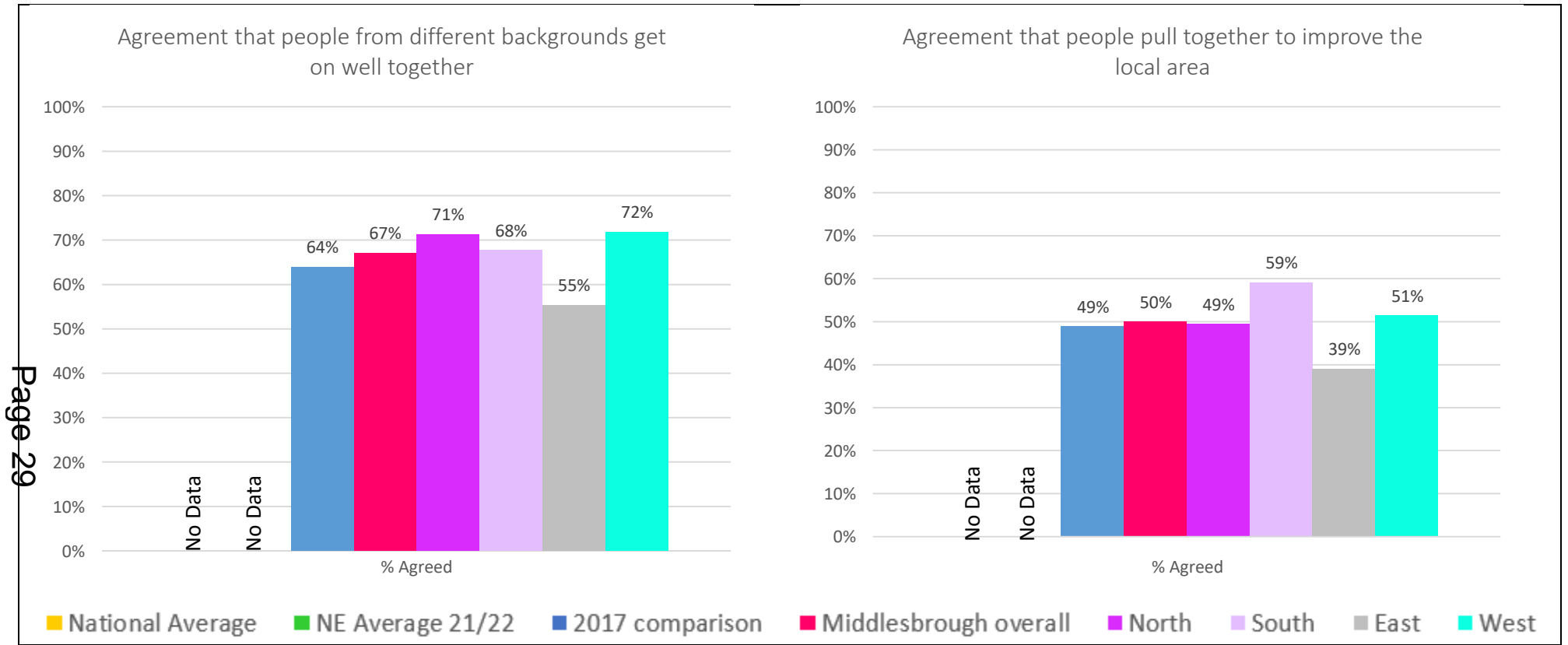


Recent media portrayal of Government, local councils and Middlesbrough Council



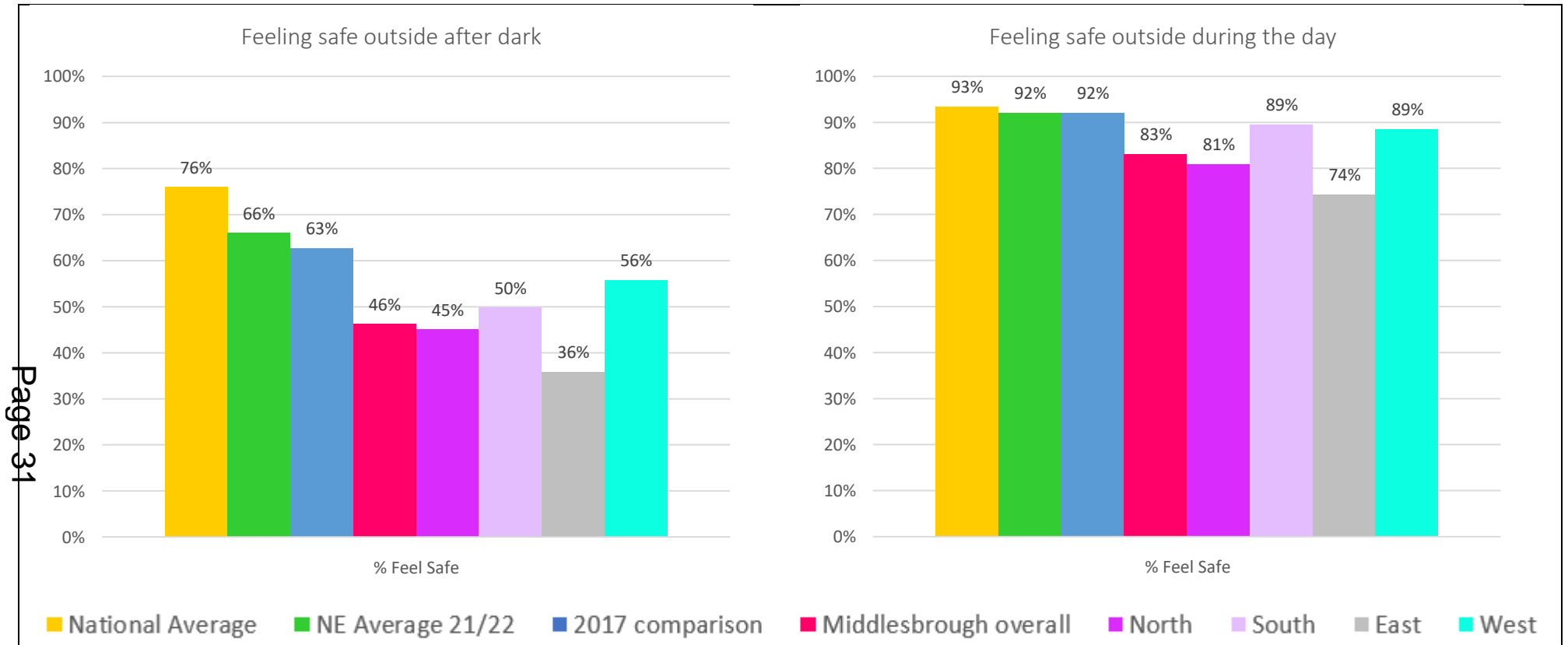
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Appendix 3: Community Cohesion

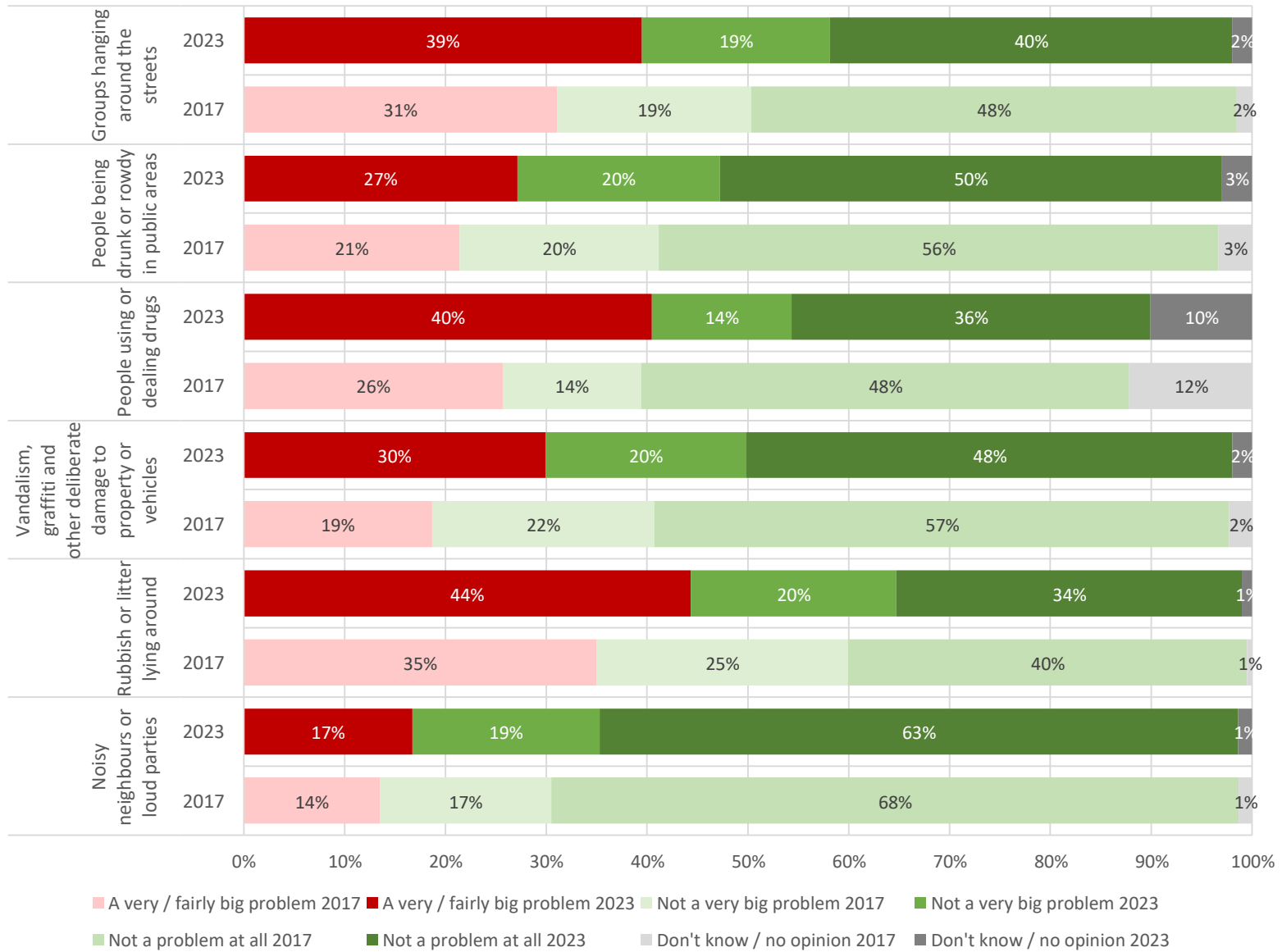


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Appendix 4: Community Safety



Problems in the local area



Appendix 5: Communication preferences

Middlesbrough Responses		LGA Inform average		2017 Survey	
Council website	48%	Word of mouth	63%	Printed Information provided by the Council	39%
Printed Information provided by the Council	38%	Council website	58%	Council website	34%
Word of Mouth	35%	Printed information provided by the council	53%	Council magazine / newsletter	29%
Social media sites and blogs	30%	Local media	44%	Word of mouth	27%
Local media	25%	Social media sites and blogs	33%	Local media	23%

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MIDDLESBROUGH COUNCIL	
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Report of:	Director of Public Health South Tees
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Relevant Executive Member:	The Mayor and Executive Member for Adult Social Care and Public Health
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Submitted to:	Executive
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Date:	20 December 2023
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Title:	Public Health Strategy and Grant Allocation
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Report for:	Decision
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Status:	Public
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Strategic priority:	All
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Key decision:	Yes
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Why:	Decision(s) will incur expenditure or savings above £250,000 and have a significant impact in two or more wards
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Subject to call in?:	Yes
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Why:	Not Urgent
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Proposed decision(s)
<p>That the Executive:</p> <ul style="list-style-type: none"> • Endorses the Public Health Strategy. • Approves the proposed allocation (as set out in table 1, paragraph 13) of the public health grant to wider council services and the implementation of the governance arrangements (including directorate Service Level Agreements) to provide assurance that the grant allocations deliver public health outcomes. • Approves the ongoing financial rigour of the allocation of the public health grant to wider council services, reviewed on an annual basis.

Executive summary

This report seeks an Executive decision for Middlesbrough Council to endorse the Public Health Strategy for the next three years, approve the proposed allocation of the public health grant to wider council service areas and the implementation of the governance arrangements (including directorate Service Level Agreements) to provide assurance that the grant allocations deliver public health outcomes, and approve the ongoing financial rigour in the allocation of the public health grant to wider council services on an annual basis.

In common with all other local authorities, Middlesbrough Council receives an annual public health grant allocation from the Department of Health and Social Care (DHSC). The public health allocation for 2023/4 is £18.309m. The public health grant is ringfenced, meaning that it can only be applied where the main and primary purpose is the delivery of public health outcomes. The public health grant conditions set out a combination of prescribed and non-prescribed public health activity against which the use of the public health grant must be reported.

On average, people in Middlesbrough are less healthy than those in other parts of the North East and compared to the England average. Middlesbrough's communities have wide ranging health and wellbeing needs which varies significantly between different groups of the population and geographically across the town.

In addition to being allocated to only eligible activity, the public health grant must be expended efficiently and effectively to address evidence-based health and well-being needs. It must also be allocated to ensure the greatest positive impact on health inequalities and health and wellbeing outcomes for Middlesbrough residents.

The Public Health Strategy details the key priorities for Public Health over the next three years giving clarity to the public health outcomes that will be delivered both by Public Health and the investment of the public health grant in wider council services. The public health grant will contribute to the achievement of these outcomes and as such must be allocated appropriately.

Purpose

1. The Public Health Strategy details the key programmes for Public Health over the next three years clarifying the public health outcomes that will be delivered directly by Public Health and through whole council action. The Strategy outlines the principles and processes for the allocation of the public health grant and how each directorate will support the achievement of the public health outcomes. For each Council area, this allocation and support is underpinned by a Service Level Agreement and governance arrangements to provide assurance spend is in line with grant conditions and public health outcomes.

- Approval is sought to endorse the Public Health Strategy and approve the approach for the allocation of the Public Health Grant to the wider council ensuring spend is in line with the grant conditions.

Background and relevant information

- Public Health South Tees have developed a Programme Framework that aims to describe the key areas of action and how we will operate as a team with partners and communities. The Framework articulates five programmes, four core approaches, and three levels of intervention across the life-course. This is shown in Figure 1 below.

Figure 1. Public Health South Tees Programme Framework

Five Programmes	Four Core Approaches	Three Levels of Intervention
<ul style="list-style-type: none"> • Creating environments for healthy food choices and physical activity • Protecting health • Preventing ill-health • Reducing vulnerability at a population level • Promoting positive mental health and emotional resilience 	<ul style="list-style-type: none"> • Address health inequalities with a determined focus on the best start in life • Better use of intelligence to inform decision-making • Building purposeful relationships with key Partners • Improved financial efficiencies 	<ul style="list-style-type: none"> • Civic-level: healthy public policy • Service-level: evidence-based, effective, efficient and accessible services • Community-level: family of community centred approaches & place-based working for population-level impact

- This framework will ensure that we establish clear perspectives and contexts through which we consider the development of our programmes. The aim of the framework is to build these perspectives and critical areas of consideration into all working practices. In many ways we already work in this way, but it is not systematic – this is an attempt to codify and ensure best practice in how we work.

- All programmes need to consider and build into their plans and ways of working:

- **Core Approaches** - each programme will be developed with a clear consideration of how we can better reduce health inequalities and a focus on best start in life; informed by intelligence and consideration of available resources and the development of purposeful relationships with partners with shared interests;
- **Three levels of intervention across the life course;** using the population intervention triangle and considering interventions at:
 - Civic level, in particular health in all policies, incorporating population health considerations into decision-making across sectors and policy areas; based on the recognition that the greatest health challenges are complex and often linked through the social determinants of health;
 - Community, acknowledging that wellbeing is built through the assets, relationships and solutions that lie in communities; also considering that how we behave and operate can build wealth and capacity in our communities;
 - Services, ensuring all services are evidence-based, effective, efficient, and accessible and connected to lived experience and communities.

6. Local authorities, via the Director of Public Health, are statutorily responsible for improving the health of their local population and reducing health inequalities, under the Health and Social Care Act 2012.
7. To support this duty, a ring-fenced public health grant is provided for expenditure where 'the main and primary purpose is in support of the delivery of the strategic public health outcomes.' The public health grant allocation for 2023/4 for Middlesbrough is £18.309m.
8. The public health duty is expected to be executed through the delivery of mandated and non-mandated functions that best meet the needs of the local population (appendix 1). These needs are informed by the Joint Strategic Needs Assessment and the Joint Health and Wellbeing Strategy.
9. Middlesbrough Council is required to produce an annual Statement of Assurance, which demonstrates that the public health grant has only been applied to eligible expenditure in line with the legislative requirements of its intended purposes and as set out in the grant determination letter. The returns must be certified via the Director of Public Health and Chief Executive (or the authority's s151 Officer).
10. Health inequalities exist in Middlesbrough. The population of Middlesbrough has a lower life expectancy when compared to regional and national averages. Our residents can also expect to live a shorter proportion of their lives in good health. People experiencing the greatest deprivation have the shortest life expectancy, living on average 13 years less than those in the most affluent wards. The trends of other key outcomes, such as proportion of children living with overweight or obesity and ill-health attributed to smoking and substance addiction, are worsening. This demonstrates the importance of focused investment based on detailed insight and evidence, and cross council working, to ensure that health impacts are considered in all decision making to contribute towards reducing this significant inequality gap.
11. The Public Health South Tees Strategy sets out five priority areas for collaborative action to improve health and reduce inequalities in Middlesbrough as outlined in figure 1. The public health grant is being invested to support the outcomes considered in the Strategy. The planned use of the public health grant allocation must be assessed as being an effective and efficient use of the resource available to ensure:
 - The effective delivery of all prescribed/mandated public health services;
 - The delivery of activity identified as being required to address the five priority programmes set out within the Public Health Strategy;
 - The delivery of relevant Public Health activity identified as being required to address the Mayor's Strategic priorities; and
 - All grant expenditure is eligible, as per public health grant conditions.
12. Improvement to the health and wellbeing of the population is delivered through a combination of approaches: understanding the needs of the population through insight gathering and intelligence; influencing system policy; and nurturing collaborative and integrated approaches that build a common purpose around tackling our health inequalities. The public health grant will be used to support a breadth of services against strategic outcomes to ensure equity of access, cover different levels of prevention and reduce inequalities.

13. Discussions between Public Health and wider council services have determined service areas that are eligible to be funded from the public health grant, and which will contribute to the delivery of priority Public Health outcomes established through the Public Health Strategy.

Table 1. Public health grant allocated to wider Council services (2023/4)

Directorate	Public Health Grant allocated 2023/4* (£m)	Contribution to PH outcomes (examples)
Adult Social Care and Health Integration	£1.004	<ul style="list-style-type: none"> - Increasing referrals into stop smoking services for at risk groups (e.g., people living with a learning disability, long-term condition, or diagnosed mental health condition; older people; carers; homeless). - Working collaboratively to develop in reach interventions to address health needs of inclusion health groups within substance and homeless provision. - Increasing physical activity levels of older residents in care homes reducing falls and hospital admissions.
Children's Care	£2.879	<ul style="list-style-type: none"> - Increasing referrals into sexual health services and substance services.
Education and Partnerships	£0.566	<ul style="list-style-type: none"> - Increasing awareness and knowledge in educational settings to support outbreak management and increase vaccines uptake in CYP. - Robust preventative health offer delivered from Family Hubs (e.g., stop smoking clinics, LARC clinics, screening and immunisations). - Family Hubs and Children's Centre's to be UNICEF Baby Friendly Initiative accredited. - Parenting programmes to embed emotional health and wellbeing of parent/child. - Collaborative partnership delivery model for the 0-19 Healthy Child Programme.
Regeneration	£0.457	<ul style="list-style-type: none"> - Maximising health gains and creating health-promoting environments using Health Inequality Impact Assessments as part of planning process, policy and decision making. - Supporting the implementation of the Healthy Weight Declaration through ensuring food and drinks provided at public events include healthy provisions and support local food retailers. - Reducing access to the means of suicide in the built environment. - Housing needs assessment to include needs of vulnerable client groups including accessing recovery support. - Supporting an increase in breastfeeding through promotion of breastfeeding welcome in museums, parks, and town centre buildings.
Environment and	£0.920	<ul style="list-style-type: none"> - Increasing access to healthy food and physical activity opportunities through referral to Holiday Activities and Food Programme and delivery from community hubs.

Directorate	Public Health Grant allocated 2023/4* (£m)	Contribution to PH outcomes (examples)
Community Services		<ul style="list-style-type: none"> - Reduce social isolation and loneliness through engagement with Age Friendly and Dementia Friendly programmes. - Maximising health gains and creating health-promoting environments using Health Inequality Impact Assessments as part of transport planning process, policy and decision making. - Reduce communicable disease outbreak and increase vaccine uptake in communities through use of community health champions and screening and immunisations offer in community venues.
Finance	£1.006	<ul style="list-style-type: none"> - Support reduction in poverty through increasing access to financial support and benefit advice. - Support access to appropriate housing and support services for inclusion health groups (as part of Housing Needs Assessment)
Legal and Governance Services	£0.458	<ul style="list-style-type: none"> - Support health and wellbeing, specifically, mental health in the workplace - Supporting vaccine uptake in adults - Health in all policies approach to ensure impact on health and health inequalities considered in all decision making - Development of Community Wealth Building Charter
Total	£7.290	

14. For any internal investment, Service Level Agreements establish the purpose of the Public Health Grant allocation and the arrangements for joint working and whole council action. The SLA's demonstrate the contribution of each directorate to achieving outcomes aligned to the five priority programmes and the broader framework. The internal investment's will be subject to regular monitoring as part of governance arrangements including quarterly monitoring meetings and biannual review at a Public Health Grant Oversight Board. Any future Public Health Grant allocation will be agreed during budget setting and in response to future Public Health priorities.
15. Table 2 below summarises the use of the Public Health Grant split by direct Public Health element and whole council action as described in this paper. Additional external income generated in support of programme delivery is included and described in more detail in the Strategy.

Table 2. Public health grant and external funding allocated to the Programme Framework (2023/4)

	PH element (£m)	Whole Council Action (£m)	External Funding (£m)	Notes (External Funding)
Five Programmes				

	PH element (£m)	Whole Council Action (£m)	External Funding (£m)	Notes (External Funding)
Creating environments for healthy food choices and physical activity	£0.262	£0.321	£0.932	YGT funding to 03/2025
			£0.117	BCF MUSTeam (reviewed and renewed annually)
Protecting health	£1.165	£0.130		
Preventing ill-health	£1.364	£0.094		
Reducing vulnerability at a population level	£3.938	£1.103	£0.550	CF funding to 03/2025;
			£0.288	ICB funding to 03/2026
Promoting positive mental health and emotional resilience	£0.137	£0.394	£0.195	Headstart funding to 08/2024
Overheads/Staffing	£0.876	£1.459		
Four Core Approaches				
Better use of intelligence to inform decision-making	Included in overheads/ staffing		£0.499	HDRC (50%) - funding to 03/2029
Address health inequalities with a determined focus on the best start in life	£3.278	£3.384	£1.067	Holiday Activities Fund to 03/2025
Building purposeful relationships with key Partners	Included in overheads/ staffing			
Improved financial efficiencies	Included in overheads/ staffing			
Three Levels of Intervention across the life-course				
Civic-level – healthy public policy	Included in overheads/ staffing			

	PH element (£m)	Whole Council Action (£m)	External Funding (£m)	Notes (External Funding)
Service-level – evidence-based, effective, efficient, and accessible services	Included in Five Programmes			
Community-level – place-based working for population-level impact		£0.465		
Total:	£11.020	£7.289	£3.648	

What decision(s) are being recommended?

That the Executive:

- Endorses the Public Health Strategy.
- Approves the proposed allocation (as set out in table 1, paragraph 13) of the public health grant to wider council services and the implementation of the governance arrangements (including directorate Service Level Agreements) to provide assurance that the grant allocations deliver public health outcomes.
- Approves the ongoing financial rigour of the allocation of the public health grant to wider council services, reviewed on an annual basis.

Rationale for the recommended decision(s)

16. The Public Health Strategy outlines the key priorities for public health over the next three years giving clarity to the public health outcomes that will be delivered through the programme approach and through whole council action.
17. To support delivery of the Public Health Strategy, the Council receives a ring-fenced public health grant which must only be used where the main and primary purpose is public health.
18. Middlesbrough Council is required to produce an annual Statement of Assurance, which demonstrates that the public health grant has only been applied to eligible expenditure in line with the legislative requirements of its intended purposes and as set out in the grant determination letter.
19. Without robust arrangements in place as outlined in the report, there is a significant risk to non-compliant use of the public health grant. Failure to comply with the grant conditions or provision of the requisite level of assurance to the Secretary of State could result in the grant payments being reduced, suspended, or withheld. Repayment of whole or part of the grant monies paid may also be required, which would have a significant impact on the overall financial position and reputation of the Council.

Other potential decision(s) and why these have not been recommended

20. There are no other potential decisions to be considered. Failure to comply puts Middlesbrough Council at significant financial and reputational risk.

Impact(s) of the recommended decision(s)

Legal

21. The public health grant is paid in accordance with Section 31 of the Local Government Act 2003. The grant can be used for both revenue and capital purposes.

22. The grant can be used to contribute to other sources of funding so long as it is used for the purposes outlined in the report and the authority must be satisfied that the functions have a significant impact on public health outcomes (as outlined in the Public Health Strategy).

23. It is the responsibility of the Director of Public Health and Chief Executive or S151 Officer to certify that the amounts shown on the Return Outturn report, which must be submitted to the Secretary of State on an annual basis, have been spent in accordance with the grant terms and conditions. As stated in paragraph 20., failure to comply with the grant conditions will have significant financial and reputational implications for the local authority.

Strategic priorities and risks

24. The Public Health Strategy does not require any change to the Council's existing policy framework at this stage. However, as part of the public health grant allocation to wider council services, a key element will be the development and implementation of Health Inequality Impact Assessments as part of wider council decision making processes. This will require further considerations, collaborative working and in time an additional paper to be brought back to the Executive for approval.

25. The Public Health Strategy contributes positively towards the vision for Middlesbrough as outlined in the Mayor's Plan.

26. There are some significant risks with regards to the public health grant allocation that need to be considered. Ineligible spend can be recovered by DHSC and in some cases backdated, this would create an additional pressure on the General Fund. The use of the public health grant allocation as set out in this report is considered an eligible use of the public health grant and fully in line with public health grant conditions. Forecasted and actual public health grant expenditure will be submitted to the Department for Levelling Up, Housing and Communities, and shared onwards with DHSC. This return must be accompanied by a statement signed by the Director of Public Health and the Chief Executive/S151 Officer confirming that the grant has been spent in accordance with the grant conditions.

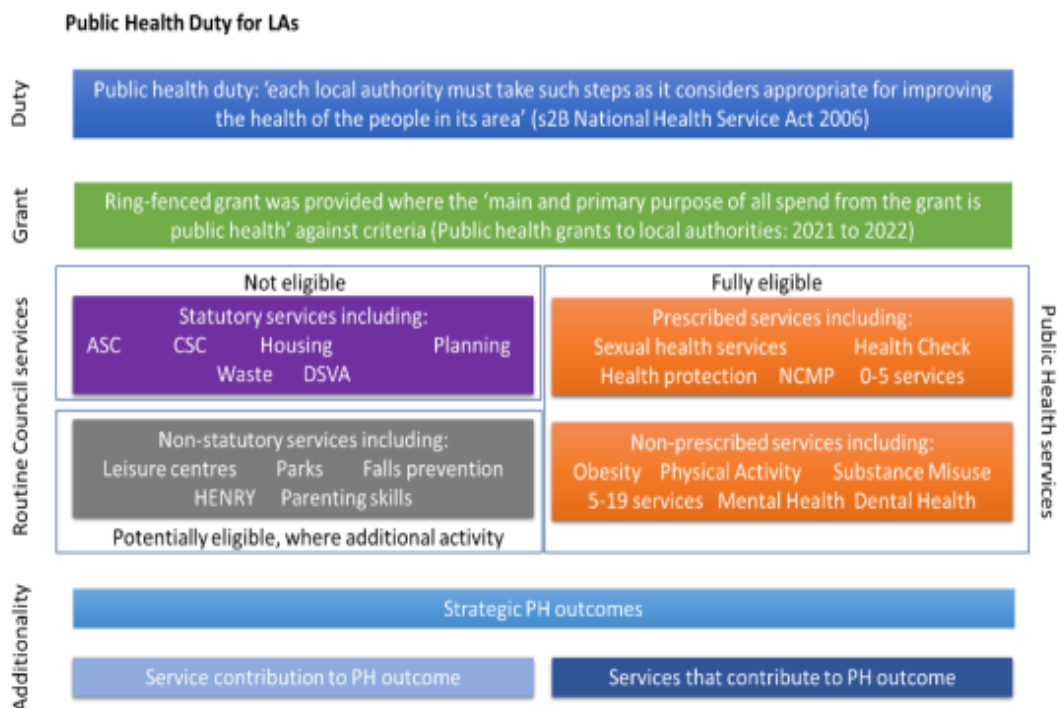
Human Rights, Equality and Data Protection

- 27. There will be no negative, differential impact on protected groups and communities.
- 28. An Impact Assessment is not required.
- 29. A DPIA is not required as this report does not relate to the collection or use of any personal/identifiable data.

Financial

- 30. As outlined in the report there is a statutory requirement to improve the health of the population and reduce inequalities in Middlesbrough via the execution of a ring-fenced public health grant. The allocation for 2023/4 is £18.309m.
- 31. This report seeks endorsement of the Public Health Strategy and approval for the receipt of and proposed allocation against the total value of the 2023/4 public health grant to wider council services which has been incorporated within the Medium-Term Financial Plan (MTFP) and is in-line with the public health grant conditions.
- 32. All expenditure must be in line with the principles and processes set out in the model for Public Health grant expenditure (figure 2). This framework aims to ensure that the public health grant is utilised based on an evidenced-based understanding of health and wellbeing needs; prioritising prevention; and delivering best value, including a process for continuous improvement.

Figure 2. Model for public health grant expenditure



- 33. The public health grant must be used only for meeting eligible expenditure incurred or to be incurred by local authorities for the purposes of their public health functions as specified in section 73B(2) of the National Health Service Act 2006 ('the 2006 Act').

34. A local authority must, in using the grant have regard to the need to reduce inequalities between the people in its area with respect to the benefits that they can obtain from that part of the health service provided and have regard to the need to improve the take up of, and outcomes from, its drug and alcohol misuse treatment services, based on an assessment of local need and a plan which has been developed with local health and criminal justice partners.
35. The allocation of the grant to wider council services will be underpinned by robust governance arrangement, including Service Level Agreements, and will contribute towards the MTFP and financial management of the overall council budget.
36. As outlined, the Public Health Strategy sets out the approach and key priorities (programmes) for the expenditure of the public health grant over the next three years. The Strategy outlines how the Council will assure itself that the public health grant is spent in support of strategic priority areas, maximising the positive impact on health outcomes, and reducing inequalities in accordance with the ring-fence grant conditions whilst supporting best value.
37. If the public health grant reduces/increases in future years, the service will need to realign the budget to ensure no financial pressures arise; this will include allocations to wider council services.
38. The public health grant is subject to several external grant reporting processes which are detailed in the report; it is essential that any expenditure is in line with the grant conditions and that reporting requirements are met to ensure no risk arises.
39. The public health grant conditions state that if at the end of the financial year there is any underspend, local authorities may carry these over as part of a public health reserve into the next financial year. In using those funds in future years, the local authority still needs to comply with all grant conditions.

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

Action	Responsible Officer	Deadline
Subject to Executive approval, officers will:		
<ul style="list-style-type: none"> - Establish governance arrangements with each directorate to monitor the actions outlined in the Service Level Agreements 	Lindsay Cook / Rebecca Scott	March 2024
<ul style="list-style-type: none"> - Allocation of budgets and actuals to the wider council services 	Kirsty Cann	March 2024

Appendices

1	Mandated and Non-Mandated Public Health Functions
2	Public Health South Tees Strategy
3	Service Level Agreement – Regeneration
4	Service Level Agreement – Environment and Community Services
5	Service Level Agreement – Adult Social Care
6	Service Level Agreement – Children’s Services
7	Service Level Agreement – Finance
8	Service Level Agreement – Legal and Governance Services

Background papers

No background papers were used in the preparation of this report.

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Appendix 1. Mandated and Non-Mandated Public Health Functions

Mandated functions include:

- Weighing and measuring of children at reception and year 6 (National Weight Measurement Programme).
- NHS Health Check assessment and delivered, offered every 5 years to eligible residents who meet screening criteria.
- Provision of sexual health services – STI testing and treatment and contraception.
- Provision of Public Health advice to the Integrated Care Board (ICB).
- Health protection, including prevention, planning for and responding to emergencies.
- Oral health, including initiation, variations and termination of fluoridation; oral health promotion; oral health surveys; oral health needs assessment (subject to change)

Non-mandated functions that are conditions of the Public Health Grant:

- Drug and alcohol provision
- Children and young people (Health Visiting and School Nursing)

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Public Health South Tees Strategy 2023-26



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1. Foreword

The Public Health Strategy is an ambitious Strategy aimed at preventing illness and poor health, improving health and wellbeing, and reducing health inequalities across the communities of South Tees. The Strategy describes the Programme Framework we have developed and defines what we are aiming to achieve and how we will achieve it over the next three years.

The Strategy articulates action against the three domains of the Programme Framework: our five Programmes, describing our priority areas of action (section 3); our four core approaches that are consistent across all Programmes, including reducing health inequalities and best start in life (section 4) and our three levels of intervention across the lifecourse, including developing health in all policies across the Council and the public health contribution to community development and community wealth building (section 5).

The Strategy describes a common approach across Middlesbrough and Redcar & Cleveland which will be articulated in two separate parts that describe the allocation of the Public Health Grant across each Council. This is the Middlesbrough element of the South Tees Public Health Strategy.

The Strategy defines the outcomes we aim to achieve; and how we will utilise our resources to facilitate whole Council action to support their delivery.

Whole Council action is required to address the complex and interconnected factors which influence health and wellbeing; we need to ensure resources, policies and plans are aligned to support the creation of healthier communities.

The whole Council contribution is further articulated in service level agreements with all Council Directorates that describe this contribution in more detail to develop a more holistic approach by improving and defining: areas of collaboration, shared policy development, support from Public Health including through the Public Health Grant, accountability, and long term impact.

This Strategy is distinct from the Health and Wellbeing Strategy as it describes the programmes of work that Public Health South Tees will develop and lead. Whilst the Public Health Strategy will contribute, the Health and Wellbeing Strategy describes the whole system approach, across all partners of the LiveWell South Tees Board, to improving wellbeing and reducing inequalities in Middlesbrough and Redcar & Cleveland.

Mark Adams
Joint Director of Public Health
Public Health South Tees

Clive Heaphy
Interim Chief Executive
Middlesbrough Council

Chris Cooke
Mayor
Middlesbrough Council

2. The Public Health South Tees Programme Framework

2.1 Mission and Purpose

Across South Tees our health and care needs are challenges. The health of people living across South Tees is generally worse than England averages, with Middlesbrough being identified as the most deprived local authority nationally at neighbourhood level. Residents of South Tees experience many of the issues that impact health which run in tandem with the levels of deprivation that exist locally including, poor housing, increased crime rates, increased substance misuse, limited access to services, mental health challenges and childhood adversity.

Health inequalities have existed across South Tees for far too long impacting on the health of our residents. These inequalities begin from preconception with two males being born on the same day in James Cook University Hospital having a difference of 12.6 years in Middlesbrough and 11 years in Redcar & Cleveland just due to the postcode area they are born into. This is a similar picture for women with women living in deprived wards in Middlesbrough experiencing 12 years less life expectancy and in Redcar & Cleveland 7.3 years less. This has worsened because of the COVID 19 pandemic and the gap between the life expectancy rate in Middlesbrough and Redcar & Cleveland compared to England has been widening.

We want our residents to live longer regardless of what ward they are born into, but we also want them to live longer in good health which is currently not the case. Healthy life expectancy in South Tees is lower than the England average which in turn means our residents in some wards not only have a shorter life than the national average but also a life with increased years spent in ill health.

Health outcomes are often a result from a complex interplay of structural factors rather than being solely the fault of individuals. Socioeconomic status, access to healthcare, environmental factors, systemic inequalities, and cultural aspects significantly impact health outcomes.

Addressing these structural issues is crucial for creating a healthier society where individuals have more equitable opportunities for wellbeing, we need to move away from a system that just focuses on diagnosing and treating illness towards one which is based on promoting well-being and preventing ill health.

To do this Public Health have focused on five key areas which will have the biggest impact on reducing health inequalities across South Tees and improve population health.

2.2 The Programme Framework

Public Health South Tees have developed a Programme Framework that aims to describe the key areas of action and how we will operate as a team with partners and communities. The Framework articulates five programmes, four core approaches, and three levels of intervention across the life-course.

This framework will ensure that we establish clear perspectives and contexts through which we consider the development of our Programmes. The aim of the framework is to build these perspectives and critical areas of consideration into the way we work. In many ways we already work in this way, but it is not systematic – this is an attempt to codify and ensure best practice in how we work.

All Programmes will need to consider and build into their plans additional perspectives and ways of working:

- **Core Approaches** - each programme will be developed with a clear consideration of how we can better reduce health inequalities and a focus on best start in life; informed by intelligence and consideration of available resources and the development of purposeful relationships with partners with shared interests.
- **Three levels of intervention across the life course**; using the population intervention triangle (described in more detail in section 6) and considering interventions at:
 - **Civic level**, in particular health in all policies, incorporating population health considerations into decision-making across sectors and policy areas; based on the recognition that the greatest health challenges (for example, non-communicable diseases, health inequalities and increasing health and social care costs) are complex and often linked through the social determinants of health;
 - **Community**, acknowledging that wellbeing is built through the assets, relationships and solutions that lie in communities; also considering that how we behave and operate can build wealth and capacity in our communities; and
 - **Services**, ensuring all services are evidence-based, effective, efficient and accessible – and connected to lived experience and communities.

Five Programmes	Four Core Approaches	Three Levels of Intervention
<ul style="list-style-type: none"> • Creating environments for healthy food choices and physical activity • Protecting health • Preventing ill-health • Reducing vulnerability at a population level • Promoting positive mental health and emotional resilience 	<ul style="list-style-type: none"> • Address health inequalities with a determined focus on the best start in life • Better use of intelligence to inform decision-making • Building purposeful relationships with key Partners • Improved financial efficiencies 	<ul style="list-style-type: none"> • Civic-level: healthy public policy • Service-level: evidence-based, effective, efficient and accessible services • Community-level: family of community centred approaches & place-based working for population-level impact

3. Five Programmes

3.1 Whole Council Action

This Strategy has been developed alongside a workplan to align the allocation of the Public Health Grant more clearly to the aspirations outlined. The allocations have been discussed and agreed with all areas of the Council as part of the aspiration for whole Council action to improve wellbeing and reduce health inequalities.

3.1.1 Whole Council Offer

Whilst there are specific areas of action across the Council detailed in each Programme area, some actions are across all Directorates and apply to all Programme areas as detailed below.

Strategy Development

- Support the development of the Joint Strategic Needs Assessments and delivery of the Live Well South Tees Health and Wellbeing Strategy.
- Co-development of plans and strategies where there is a mutual interest.

- Conduct Health Inequalities Impact Assessments on all policies, strategies, plans and decision-making to systematically reduce health inequalities.

NIHR Health Determinants Research Collaboration (HDRC)

- Work with HDRC colleagues to proactively identify research and evidence priorities for the Directorate.
- Engage proactively with the HDRC – for example by nominating a senior level ambassador to represent the Directorate at HDRC meetings.
- Positively consider staff intentions to apply for and undertake Fellowships (e.g. NIHR Pre-Doctoral/Doctoral Fellowships) as part of their continuing professional development.
- In conjunction with the HDRC, work towards embedding evidence use and creation in Directorate processes.
- Actively participate in the Memorandum of Understanding between the Local Authority and Teesside University.

Building Relationships and Understanding

- Actively engage in shadowing experiences to gain greater understanding of services approaches and offers.
- Encourage staff to attend relevant public health training including C-card and wider sexual health, trauma informed, Healthy Weight Declaration e-learning, Making Every Contact Count (MECC), substance misuse and physical activity, suicide prevention, Age Friendly, Dementia Friendly.
- Complete an annual public health training audit which demonstrates application of knowledge.
- Reciprocal training between operational areas and Public Health Services to upskill staff in current services and referral pathways.
- Develop robust pathways into key public health services such as Substance misuse, Sexual health and Stop Smoking to promote active identification, referral, and support into those services.
- Ensure appropriate Directorate attendance at key partnerships.
- Support the Core20plus5 or reducing health inequalities.
- Identify key staff to be trained as mental health first aiders.
- Nominate a wellbeing champion and register on the South Tees Wellbeing Network.
- Sign up to the Age Friendly Charter.
- Ensure all venues are also signed up to demonstrate they are Age and Dementia Friendly and support breastfeeding.

3.1.2 Public Health Offer

Whilst there are specific areas of action required by the Public Health team to help to facilitate delivery of Public Health Outcomes across the Council detailed in each Programme area (described in each Programme section below), some actions are across all Directorates and apply to all programme areas:

- Training and support on the implementation and application of the Health Inequalities Impact Assessment.
- To support the development of the HDRC and broader partnership working with Teesside University relevant Directorates will have a dedicated “Making Research Happen” officer.
- The development of a comprehensive Public Health Training package relevant to each Directorate to support the delivery against the Public Health programmes.
- Provision of local, national, and regional population-level intelligence to inform the development of plans and strategies.
- Attendance and input to all relevant Partnerships.

3.2 Creating environments for healthy food choices and physical activity

3.2.1 Programme Definition

Increasing rates of obesity is one of the most significant issues both in the UK and locally. Healthy weight underpins the overall health and well-being of the population, with obesity resulting in reduced life expectancy and increased morbidity including cardiovascular disease, at least 12 types of cancer and poor mental health. In 2007, the overall cost of obesity to the wider UK society was estimated at £27 billion.

In the UK, around two-thirds (63%) of adults are overweight or obese. About one child in every ten starting primary school (aged 4/5 years) are already living with obesity, increasing to one in five by the time that they are in Year Six (aged 10/11 years). Obesity is clearly patterned with deprivation – children in the most deprived areas of England are more than twice as likely to be obese as their peers living in the richest areas.

Whilst the causes of overweight and obesity are complex, we recognise that underpinning them are unsustainable and broken systems that create conditions for poor diet and physical inactivity, especially amongst those individuals and communities that face multiple challenges. We are therefore focusing on these two key determinants, and particularly on the change processes to address the broken systems.

The vision is to create sustainable and inclusive food and physical activity systems, building value of both healthy diets and physical activity as contributors to addressing health inequalities and in meeting the wider aspirations of our place. We recognise that improvements in diet and physical activity confer benefits irrespective of changes in weight status and as such must be considered worthwhile outcomes on their own.

3.2.2 Scope

Programme Objectives	Activities in Scope (The responsibility of Public Health to directly lead, commission and/or deliver)
Creating environments for healthy food	<ul style="list-style-type: none"> ▪ Using the Healthy Weight Declaration, agreed by Executive in July 2023, as a framework for action ▪ Creating a Healthy Weight Alliance that takes a strategic approach to healthy weight, nutrition, and physical activity across the life course ▪ Leading a Breastfeeding Borough approach ▪ Supporting the achievement of Sustainable Food Places status ▪ Whole school approach to healthier food choices ▪ Development and implementation of Holiday Activity and Food Programme ▪ Influence national action through regional entities including the Healthy Weight Leads meeting, Fuse and the North East Obesity Forum ▪ Tier two weight management service
Creating environments for physical activity	<ul style="list-style-type: none"> ▪ Build a clear legacy and sustainability of the Sport England Place Partnership (You've Got This) ▪ Test and learn approach in YGT to embed physical activity into clinical pathways, planning decision and policies, whole school approaches ▪ Workforce capacity building between public health and planning ▪ Support the development of a strategic approach to green space enhancement and management to create healthier spaces across South Tees

Programme Objectives	Activities in Scope (The responsibility of Public Health to directly lead, commission and/or deliver)
	<ul style="list-style-type: none"> ▪ Whole school approach to embedding physical activity opportunities ▪ Development and implementation of Holiday Activity and Food Programme
Embedding system change	<ul style="list-style-type: none"> ▪ A system led approach to creating places that promote healthy eating and moving more ▪ Embedding healthy eating and physical activity into other settings to create impactful change and sustainability ▪ Developing a Health in all policies approach ▪ National Child Measurement Programme ▪ Supporting the development and implementation of Green/Climate Strategies ▪ Workplace health through the implementation of the Better Health at Work Award ▪ Development and implementation of the Managing Undernutrition South Tees in LD and MH care settings ▪ Building community capacity ▪ Building robust relationships ▪ Use of local data and intelligence

Programme Themes	Activities NOT in Scope (The responsibility to lead, commission or deliver sits with other partners/organisations)
Creating environments for healthy food	<ul style="list-style-type: none"> ▪ Tier three (specialist) weight management and Tier four (surgical) services ▪ Managing Undernutrition South Tees Service in elderly care settings
Creating environments for physical activity	<ul style="list-style-type: none"> ▪ Leisure center's – contract management ▪ Planning and organization of major sporting events (regeneration and culture responsibilities)
Embedding system change	<ul style="list-style-type: none"> ▪ National Diabetes Prevention Programme

3.2.3 Objectives

1. **Create environments for healthy food:** supporting the Middlesbrough Food Partnership Gold Award bid embedding School Food Standards; implement the Eat Well South Tees and Eat Well Schools Award; delivering the Holiday Activities Fund and use it as a healthy eating education tool.
 2. **Creating environments for physical activity:** working with You've Got This (Sport England Local Delivery Pilot) to embed physical activity into clinical pathways such as Prepwell, Type 2 Diabetes, tackling chronic pain and Waiting Well; social prescribing; and schools through the Creating Active Schools framework.
- **Embedding system change:** working with Planning colleagues to embed physical activity and health in the Planning process; reimagining active open spaces; and building community capacity through a Public Health E-learning hub.

3.2.4 Milestones

Description	Rationale	Start	End
Establish a South Tees Healthy Weight Alliance using a common purpose approach building on the approach of YGT Exchange to engage a broad spectrum of partners in tackling excess weight across South Tees.	<ul style="list-style-type: none"> ▪ Key partnership driving the agenda forward ▪ Provide assurance / governance re: adoption of commitment of HWD and embed the 16 core commitments 	Oct 2023	Mar 2024
Implementation of Healthy Weight Declaration 16 core commitments across South Tees based on: <ul style="list-style-type: none"> ▪ Strategic/system leadership ▪ Commercial determinants ▪ Health promoting infrastructure and environment ▪ Organisational change/cultural shift ▪ Monitoring and evaluating 	<ul style="list-style-type: none"> ▪ Implementing whole system approach to healthy weight ▪ Ensuring commitment from all departments to embed HWD throughout LA's 	Jul 2023	Mar 2026
Embedding Breastfeeding Boroughs	<ul style="list-style-type: none"> ▪ Prevention ill-health and reducing childhood obesity ▪ Increase breastfeeding initiation and continuation rates reducing inequalities ▪ Normalising breastfeeding 	Jul 2023	Mar 2025
Embed a health in all policies approach in planning and transport planning decision making	<ul style="list-style-type: none"> ▪ Health in all policies and considered as part of decision making process ▪ Integration and collaborative working between You've Got This, Public Health, Planning and Transport planning 	Sep 2023	Sep 2025
Progress and achieve Sustainable Food Places status across South Tees as part of a systems approach to creating a healthy food environment	<ul style="list-style-type: none"> ▪ Tackling food poverty as a wider determinant ▪ Increasing access to healthy and sustainable food 	Sep 2023	Mar 2026
Working with schools to achieve a whole school approach to embedding school food standards and increasing and embedding physical activity opportunities	<ul style="list-style-type: none"> ▪ Tackling food poverty as a wider determinant ▪ Increasing access to healthy food ▪ Increasing access to physical activity ▪ Income generation for schools linked to pupil premium ▪ Increase eligibility to access HAF ensuring equitable access ▪ Reducing stigma ▪ Reducing inequalities 	Mar 2023	Mar 2026
Support the development of a strategic approach to green space enhancement and management to create healthier spaces across South Tees	<ul style="list-style-type: none"> ▪ Cross council working ▪ Build wider partnerships ▪ Improved access to green and open space 	Aug 2023	Mar 2026
Improving the quality and expanding the offer of HAF programme	<ul style="list-style-type: none"> ▪ Maximising uptake ▪ Proportionate universalism uptake 	Jul 2023	Dec 2024
Securing additional funding and developing sustainability plans for HAF	<ul style="list-style-type: none"> ▪ Tackling food poverty as a wider determinant 	Jul 2023	Dec 2024

Description	Rationale	Start	End
	<ul style="list-style-type: none"> ▪ Increasing access to healthy food ▪ Increasing access to physical activity 		
Develop and implement a robust sustainability plan for the role of You've Got This in South Tees (Sport England's 'Deepening' agenda)	<ul style="list-style-type: none"> ▪ Implementing whole system approach to physical activity 	Sep 2023	Sep 2025
Develop and implement You've Got This core team role in Sport England's widening agenda across Tees Valley	<ul style="list-style-type: none"> ▪ Implementing whole system approach to physical activity 	Sep 2023	Sep 2025

3.2.5 Whole Council Action

The overarching approach is for the whole Council to work collaboratively using a system led approach to support the creation of places that enable healthier food choices and physically active lifestyles using the Healthy Weight Declaration (HWD) as a framework for action, which was agreed as Council policy by the Executive in July 2023. The HWD commitments are detailed in appendix 2.

All Directorates

- All council staff to complete HWD e-learning module.
- All Directorates to engage and support the Healthy Weight Alliance and implementation of the HWD including nominating a dedicated service representative.
- All departments to implement the requirements of the International Code of Marketing of Breastmilk Substitutes – no advertising for infant feeding products within public services.
- Promotion of 'breastfeeding friendly' places and the 'right to breastfeed in public', to ensure mothers feel confident and comfortable feeding in public, together with supporting venues achieving the Welcome to Breastfeed – South Tees accreditation.

Planning and Transport Planning

- Promotion of active travel and use of Right of Way across the Borough's to increase physical activity, for social and employment opportunities and to minimise air pollution.
- Embedding consideration of active spaces and health in planning policies and decision making.
- Planning to consider recreational space, active travel, the food environment, and supplementary planning to address proliferation of takeaways.

Planning and Regeneration

- Collaborate on drafting of Local Plans and policies to maximise health gain and creating health-promoting environments.
- Coordinating the response of Public Health and the council when reviewing documents and workstreams like the Local Plan, ensuring evidence, insight and intelligence informs policy development and decision making.
- Manage patterns of growth to make the fullest possible use of public transport, walking and cycling.
- Health Inequalities Impact Assessments are implemented fully as part of the planning process.
- Provide open space and increase the use of green spaces, sports, and recreation facilities.
- Promote access to healthier food, for example by using planning regulations to control the number of takeaways and food outlets particularly near schools and colleges.
- Work with fast food retailer to support a healthier food offer.

Culture and Events

- Collaborate to produce an Advertising and Sponsorship policy, building on the work of London Local Authorities, and closer to home, Durham to ensure any sponsorship or funding offer is in line with the healthy weight declaration and other commitments in this Strategy.
- Ensure food and drinks provided at public events include healthy provisions, supporting local food retailers to deliver this offer in line with the Community Wealth Building policy.
- Applications or reviews of premises licences – explore healthier food provision, limiting harmful alcohol sales, such as sales of single cans and sale of high strength beers or ciders.

Children's Services

- Ensure all Early Years professionals in contact with pregnant women and families receive appropriate and up to date training on breastfeeding in line with Baby Friendly Initiative (BFI) Standards and Family Hubs to sign up to the Welcome to Breastfeed – South Tees programme.
- Family Hubs to distribute and record Healthy Start Vitamins to families, using the Firmstep system and staff to undertake mandatory training on the Healthy Start Scheme.
- Deliver Preparation for Birth and Beyond in multi-agency antenatal education programmes across Middlesbrough, along with HENRY Starting Solids and Fussy Eating programmes with families.
- Collaborate with Public Health and Resident and Business Support teams to develop and deliver the auto enrolment of school children who are eligible for free school meals, simplifying the sign-up process for families, by utilising existing data held locally, following the recommendations in the National Food Strategy.
- Work with schools to achieve 'walk to school' recommendations as part of School Food Plans and increase physical activity for children and young people.
- Work with schools to develop the HAF programme within schools, to target children, young people and their families, embedding physical activity in school holiday periods and school food standards.
- Work with schools to achieve the 'Eat Well Schools Award' evidencing the delivery of School Food Standards and a whole-school approach to healthy weight; and work with Early Years settings to achieve the 'Eat Well Early Years Award' evidencing the delivery of School Food Standards and a whole-settings approach to healthy weight.

Environment and Community Services

- Working with community organisations and stakeholders to increase effectiveness and approaches to identify, advise, refer and support those at risk of food poverty and adverse nutritional status.
- Work with community organisations and stakeholders to engage with HAF to increase access to those eligible for the programme and enhance the offer across the town.
- Maintain the delivery of HAF clubs within community hubs.
- Ensure contracts for school catering provision include compliance with school food standards and the ongoing monitoring of this (links to Eat Well Schools Award).
- School Catering Service to deliver school meals and other food in schools in accordance with School Food Standards and the continual monitoring of compliance throughout the academic year (the pilot programme on Environmental Health Officers monitoring standards may inform this further).

Human Resources

- Review staff HWB plans and ensure staff HWB strategy enables staff to make healthy lifestyle choices in relation to healthy weight (particularly physical activity, healthy eating and emotional health and wellbeing).
- Mandatory training for all council staff on Healthy weight messages.
- Increase access to healthier food and drinks in vending machines and trolleys and advocating to reduce access to unhealthy food and drinks.
- Mandatory training for all council staff on breastfeeding awareness e-learning training to enable women returning to work from maternity leave to continue to breastfeed.

3.3 Protecting Health

3.3.1 Programme Definition

Health Protection is a crucial Public Health function as it focuses on safeguarding the well-being of entire populations, by preventing, detecting and responding to health threats such as environmental hazards and emergencies, and infectious diseases. It helps maintain the overall health and safety of communities. Health protection measures like vaccination programmes, surveillance systems and outbreak management play a vital role in minimising the impact of health risks and ensuring healthier communities.

The local health protection system involves the delivery of specialist health protection functions through the UK Health Security Agency (UKHSA), local authorities and key partners working closely together with clear roles to ensure they work as a single system. Following the recent experience of covid-19, the speed which Local Authorities needed to mobilise response (to support the capacity of UKHSA) and the learning throughout, highlighted the need to strengthen the local authority Health Protection response. The Health Protection Programme approach sets out a high-level statement that captures the need for a population approach to health protection and a need to implement actions across civic, community and service level. The Programme supports the delivery and local implementation of the UKHSA strategy.

The Health Protection Programme approach works closely alongside both Councils Emergency Response and Resilience Team to ensure it is inclusive of environmental issues and emergency response, community resilience and business continuity plans. This Programme set out a collaborative approach to improving health and reducing inequalities across South Tees.

The Covid-19 vaccination roll-out has made clear the need for resilient systems supporting immunisation delivery. Action must be taken locally and nationally, to address the year-on-year fall in childhood immunisation coverage rates which have been seen in recent years, exacerbated by the lockdowns, social distancing measures, and the disinformation about vaccines, associated with Covid-19.

There are other inequalities which also need to be addressed to ensure whole populations are protected from vaccine-preventable diseases. There are, for example, significant disparities in uptake of the flu vaccine between different eligible cohorts, while some ethnic and religious groups show greater hesitancy towards the HPV vaccine. Alongside this for the majority of migrants entering the country, there is no greater risk of infectious diseases than for the indigenous population - however, there are individuals who come from countries with high prevalence of diseases such as tuberculosis (TB), hepatitis B, hepatitis C and HIV.

A clean and healthy environment is a vital component of public health. This is particularly so for children. While our environment is much healthier than in previous generations and continues to improve, environmental quality varies between different areas and communities and there is an emerging research base describing the scale and range of environmental inequality in the UK which this Programme aims to build on locally.

This Programme aims to align the local health protection response with the national UKHSA strategy, with a key emphasis on the reduction of existing health inequalities across South Tees. Tackling health inequalities is one of the top priority areas for the Health Protection Programme approach and will be focused on narrowing the health gap between disadvantaged groups, communities, and the rest of the country through prevention, detection and management and strengthening local health protection efforts, working with key partners in many different sectors, as well as directly with communities, to ensure we make best use of our collective efforts and resources.

3.3.2 Scope

Programme Objectives	Activities in Scope (The responsibility of Public Health to directly lead, commission and/or deliver)
Environmental issues and emergency response	<ul style="list-style-type: none"> ▪ Coordinating and aligning programme delivery to the Health Protection Action Plan
Communicable Infectious Diseases and Outbreak Management	<ul style="list-style-type: none"> ▪ Developing a local Public Health approach to outbreak management and response ▪ Communications ▪ Use of local data and intelligence ▪ Learning from incidents and outbreaks ▪ Increasing knowledge and awareness of outbreak management and health protection
Community Resilience and Business Continuity Plans	<ul style="list-style-type: none"> ▪ Identification of community champions ▪ Workforce capacity building ▪ Enhanced relationships ▪ Targeted communications ▪ Use of local data and intelligence
Immunisations	<ul style="list-style-type: none"> ▪ Supporting uptake ▪ Working with NHS England and PCN's to shape local delivery ▪ Utilising community insight/behavioural science assets to direct the approach ▪ Increased awareness with key partners and anchor organisations ▪ 0-19 service support ▪ Ensuring compliance with section 7a
Screening	<ul style="list-style-type: none"> ▪ Supporting uptake ▪ Working with NHS England and PCN's to shape local delivery ▪ Utilising community insight/behavioural science assets to direct the approach ▪ Increased awareness with key partners and anchor organisations ▪ 0-19 service support via mandated contacts ▪ Commissioning and service design for health checks ▪ Commissioning and service design for sexual health screening programmes ▪ Ensuring compliance with section 7a

Programme Themes	Activities NOT in Scope (The responsibility to lead, commission or deliver sits with other partners/organisations)
Environmental issues and emergency response	<ul style="list-style-type: none"> ▪ Developing a delivery plan and response
Communicable Infectious Diseases and Outbreak Management	<ul style="list-style-type: none"> ▪ UKHSA responsibilities: ▪ Provide 24/7 management of cases and outbreaks of communicable and infectious diseases. ▪ Management of Surveillance Systems ▪ Co-ordination of Outbreak Control Teams (OCT) ▪ Contact tracing ▪ South Tees Hospital NHS Foundation Trust - Ensure correct controls are in place to minimise health care associated infections ▪ Local Authority Public Protection - Support to PHE in the identification and investigation of outbreaks, contributing to local and national surveillance systems

Community Resilience and Business Continuity Plans	<ul style="list-style-type: none"> ▪ Wider volunteer programmes across the council ▪ Input into directorate business continuity plans
Immunisations	<ul style="list-style-type: none"> ▪ Commissioning and delivery of vaccines ▪ Clinical governance ▪ Vaccine training

3.3.3 Objectives

1. Protect local people and communities from environmental hazards.
2. Prevention of communicable diseases and outbreak management.
3. Improvement of community resilience around health protection issues.
4. Increase equitable uptake of immunisation programmes.
5. Increase equitable uptake of screening programmes.

3.3.4 Milestones

Description	Rationale	Start	End
Develop a 2-year Health Protection Plan encompassing the recommendations Health Protection Assurance report with annual reviews via the Health Protection Assurance Partnership (HPAP)	Having a health protection plan for South Tees is crucial because it outlines strategies to safeguard communities from various health risks including infectious diseases, environmental hazards, and emergencies. It supports early detection, preparedness, response, and mitigation.	Nov 2023	March 2024
Following consultation, launch and implement the South Tees Clean Air Strategy .	To improve air quality (a wider determinant of health) across South Tees	Aug 2023	Aug 2024
Develop a Severe Weather Plan for South Tees this will replace the cold weather plan and heat health plan, and will include storms, in line with the new plan for England.	To reduce the number of excess winter deaths experienced locally, Middlesbrough has a particularly high rate.	Nov 2023	Feb 2024
Refresh the Local Outbreak Management plan	It supports early detection, preparedness, response, and mitigation.	Jan 2024	March 2024
Establish a board to oversee the implementation of the recommendations from the sexual health review and strengthen the current collaborative arrangements across Teesside	To improve current service delivery and develop future plans which focus on the redesign of a modernised sexual health system across Teesside	Oct 2023	Jan 2024
Develop a new service model for sexual health services which meets the needs of the local population as identified via: <ul style="list-style-type: none"> ▪ Health needs assessment ▪ Stakeholder and public information ▪ Health Equity Audit 	To improve LARC, condom use and STI screening to reduce the transmission of sexually transmitted infections (gonorrhoea and syphilis) and unintended pregnancies.	Nov 2023	July 2024
Develop and implement the communicable disease and immunisation element of HealthStart.	To address low immunisation uptake rates and prevent ill health and outbreaks	Sep 2023	Jul 2024
Implement the annual workforce development plan for wider council and key partners	Increase community resilience across the system	Jan 2024	March 2025

Description	Rationale	Start	End
	Increase health protection capacity across the system		
Develop a community capacity strategy to be implemented across South Tees (encompassing MECC) with the aim of strengthening communities abilities to identify and address their health and wellbeing needs	To empower local residents to take ownership of their health by providing them with the knowledge, skills and resources to make informed decisions. Using an asset-based approach to improve access to services such as immunisation and screening, with a focus on inclusion health groups	Nov 2023	Sep 2025
Develop a South Tees Immunisation Strategy with clearly defined actions to improve uptake across the life course, covering local approaches already in existence and encompassing learning from behavioural insights work	Vaccinations play a critical role in public health by prevention the spread of infectious diseases, reducing the severity of illness and even eradicating certain diseases (cervical cancer). The strategy will outline the local plan to address low immunisation uptake rates and the local variation in rates to improve the wellbeing of the population and reduce health inequalities.	Jan 2024	March 2024
Evaluate local approached to increase immunisation uptake outlined in the strategy	South Tees has lower that national/regional uptake for the majority of vaccinations with large areas of variation between wards	Sept 2025	March 2026
Support NHS England aspirations on water fluoridation to reduce the impact of tooth decay and improve the oral health of South Tees.	Tooth decay is the most common disease affecting children and young people in England, yet it is largely preventable. At a population level, it is the most effective way of reducing inequalities, as it ensures that people in the most deprived areas receive fluoridated water.	Oct 2023	Jan 2026

3.3.5 Whole Council Action

The health protection agenda requires collaboration and coordination among various council departments and stakeholders. It encompasses a multi-agency approach to address health issues comprehensively. The key aspects of whole council action which will be progressed through the Health Protection Programme are detailed below:

Regeneration

- Embed consideration of any impact on air quality into planning and transport planning processes.
- Promote environmentally sustainable practices including reducing pollution and improving air quality, and water quality.
- Ensure processes are in place to ensure all food and drinks provided at public events meet food hygiene standards.

Public Protection

- Lead on environmental protection, including air quality, environmental noise, housing standards, affordable warmth, contaminated land, control of environmental and food borne infections, independent Safety advisory group, emergency preparedness, severe weather plans and excess winter deaths.
- Support the implementation of the Health Protection Delivery Plan and attendance at the Health Protection Assurance Partnership to provide feedback.

Environment and Community Services

- Support the identification of community health champions and the distribution of key public messages into communities.
- Ensure staff working directly with community members are MECC trained.

Children's Services

- Support public health to engage with educational settings to disseminate key health protection messages about communicable diseases, vaccination and outbreaks.
- Ensure staff working with education attend the annual Health Protection Workshops so they are up to date with the latest information.
- Ensure staff in front line delivery have adequate knowledge of the local sexual health services to support with signposting; and staff working directly with young people to attend c-card training which will enable the distribution of c-cards and STI testing kits.

3.4 Preventing Ill Health

3.4.1 Programme Definition

Ill health prevention plays a critical role in public health because it focuses on minimising the occurrence of diseases in the population. The approach is to promote healthy behaviours, whilst understanding structural barriers to those behaviours, providing education, and implementing interventions. Public health efforts can increase the prevention and early detection of disease which in turn reduces cost and demand on other services and improves the populations health and wellbeing. The proactive approach to ill health prevention not only saves lives but also contributes to the sustainability and effectiveness of health and social care systems and can reduce economic inactivity.

Wider determinants also play a critical role as structural factors in the profile of ill-health across the patch, with widening health inequalities largely tracking variations in socio-economic status; access to critical services and health enhancing infrastructure; protected characteristics (age, gender, ethnicity, sexual orientation and disability) and wider psycho-social factors (social support structures and networks).

The Ill Health Prevention Programme approach must therefore be grounded in actions that reflect and acknowledge the interplay between these factors in creating fair and equitable opportunities for improved health.

The approach to prevention is across three levels:

- **Primary prevention:** stop the problem before it starts, through health promotion, education, childhood immunisations.
- **Secondary prevention:** early identification of people at risk, screening programmes, smoking cessation, weight management, AUDIT C Screening to identify excessive alcohol use; brief interventions and advice.
- **Tertiary prevention:** preventing complications and improving quality of life, people with a condition, cardiac rehab for stroke patients, home adaptations, inpatient detoxification.

3.4.2 Scope

Investment area	Activities in Scope (The responsibility of Public Health to directly lead, commission and/or deliver)
Cross-programme prevention strategy and action plan	<ul style="list-style-type: none"> ▪ Establishment of South Tees III Health Prevention Board ▪ Development of multiagency action plan ▪ Development and delivery of primary prevention offer
Screening	<ul style="list-style-type: none"> ▪ Development of behavioural science approach
NHS Health Checks	<ul style="list-style-type: none"> ▪ Primary care contracting, service design and delivery models
Specialist Physical Activity Service	<ul style="list-style-type: none"> ▪ Service design and delivery models (incl. data systems) for T3 provision Specialist Physical activity ▪ Development of digital supported self-management for T1/2 support ▪ Development of PCN and STHFT p/ways ▪ Social prescribing ▪ Clinical governance ▪ Performance indicators and outcomes
Stop Smoking Service	<ul style="list-style-type: none"> ▪ Development of digital supported self-management for T1/2 support ▪ Development of PCN and STHFT p/ways ▪ Social prescribing ▪ Clinical governance ▪ Performance indicators and outcomes ▪ SSS maternal smoking ▪ SMI pilot ▪ Smoke Free Alliance
The Live Well Centre/ MACE / Live Well East	<ul style="list-style-type: none"> ▪ Clinical governance ▪ Business case development for expansion ▪ Improved access to health services ▪ Work Well development and offer
Healthy Child Programme	<ul style="list-style-type: none"> ▪ Performance indicators and outcomes ▪ Contract management ▪ Service review ▪ NCMP
Cancer, respiratory (inc Long-COVID rehabilitation), CVD, MSK, neurological and diabetes	<ul style="list-style-type: none"> ▪ In-house secondary/tertiary prevention services ▪ Community capacity building for early diagnosis and screening ▪ Clinical pathways ▪ JSNA development in these areas ▪ Promoting Core20Plus5 ▪ Supporting delivery of ICB Place Plans

Programme Themes	Activities NOT in Scope (The responsibility to lead, commission or deliver sits with other partners/organisations)
Screening	<ul style="list-style-type: none"> ▪ Clinical governance ▪ Screening programme delivery (bowel, breast, cervical) ▪ NCMP delivery
Prevention Strategy and Action Plan	<ul style="list-style-type: none"> ▪ National and regional priorities/plans – Better Health and Wellbeing for all, NHS LTP, Core20PLUS5, ICB Place plans. ▪ Health Inequalities Foundation Trust Toolkit ▪ Health Inequalities Impact Assessment in FTs and PCNs

	<ul style="list-style-type: none"> ▪ Development of STHFT Prevention/Inequalities Strategy ▪ NHS Smoking Dependency Pilot
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3.4.3 Objectives

1. Develop a **South Tees Ill Health Prevention Board** which provides a link between the Health and Wellbeing Board and partner organisations that have a role in the delivery of ill health prevention, including oversight of the delivery of Care Act prevention duties.
2. Increase uptake of screening programmes to ensure early presentation, diagnosis, and timely access to treatment.
3. Increase understanding and access to prevention through behavioural science and community mobilization in target communities.
4. Work in partnership with primary care to improve uptake of prevention services (NHS Health Checks, SMI Smoking pilot, Type 2 Diabetes LCD, Digital Weight Management), ensuring the use of population health intelligence to identify need and variation across practices.
5. Develop and embed Health on the High Street, integrating health and social care services, and supporting healthy communities and places.
6. Review all primary, secondary and tertiary prevention programmes provided or commissioned by Public Health (including the Healthy Child Programme and the Specialist Physical Activity service), particularly to improve impact on health equity and effectiveness.
7. Improve partnership working with social care to ensure prevention is embedded within social care programmes and plans.
8. Embed the Health Inequalities FT Toolkit and Health Inequalities Impact Assessment in the work of the Foundation Trusts and Primary Care Networks.

3.4.4 Milestones

Description	Rationale	Start	End
Establishment of a South Tees Ill Health Prevention Board	<ul style="list-style-type: none"> ▪ Provides assurance to the HWB that plans are in place to improve population health, addressing inequality and local health challenges 	October 2023	March 2024
Development of an ill health prevention programme action plan	<ul style="list-style-type: none"> ▪ Develop a multiagency action plan to monitor and measure progress on activity and outcomes across system 	Dec 2023	March 2024
Delivery of a robust primary prevention offer across Public Health South Tees	<ul style="list-style-type: none"> ▪ Raise awareness of health issues through robust timely communication plan utilising local, regional and national campaigns/resources ▪ Dissemination across partner organisations 	Jan 24	Dec 24
Improved uptake of screening programmes focusing on inequalities	<ul style="list-style-type: none"> ▪ Use HEA – breast, bowel, cervical screening, Healthy Heart Checks & apply behavioural insights to target and increase uptake 	Oct 2023	March 2026
Completion of Health Equity Audit across stop smoking service to review and improve current provision	<ul style="list-style-type: none"> ▪ Utilise findings of HEA to Improve effectiveness of the stop smoking service delivery to ensure services are targeted at health inclusion groups and deprivation. 	January 2024	Sept 2024

Description	Rationale	Start	End
	<ul style="list-style-type: none"> increase referrals rates for people with Serious Mental Illness (SMI) targeted intervention social housing to increase referral rate 		
Improved uptake of prevention services delivered in primary and secondary care	<ul style="list-style-type: none"> Improved partnership working/building capacity of prevention programmes with primary care to prevent and detect CVD and Type 2 Diabetes Pilot new innovations in partnership with primary care/secondary care/LA to reduce risk factors associated with respiratory conditions, LTC – e.g., Fuel on prescription. 	Oct 2023	March 2026
Established health on the high street offer providing care closer to home	<ul style="list-style-type: none"> Improved access, services closer to home. Economic growth, partner collaboration 	Nov 2023	March 2026
Completion of Healthy Child Programme review	<ul style="list-style-type: none"> Improve effectiveness of the healthy child programme across South Tees 	Jan 2023	March 2024
Reduction of risk-taking behaviours including smoking, excessive alcohol, weight in the family environment through early identification and referral	<ul style="list-style-type: none"> Work closely with family hubs to train staff in very brief intervention for smoking, alcohol and weigh ensuring seamless referral to prevention services. 	Jan 2024	March 2026
Improved partnership working with social care ensuring prevention is embedded within health and social care plans	<ul style="list-style-type: none"> Ensure public health is represented at key integration meetings to ensure Health & Social care plans are addressing prevention / inequalities (e.g. Better Care Fund) 	Nov 2023	March 2025
Embed the Health Inequalities FT Toolkit and Health Inequalities Impact Assessment in the work of the FT and PCNs	<ul style="list-style-type: none"> Support STFT to implement an approach to tackling health inequalities in secondary care 	Nov 2023	March 2024
Develop a Prevention/Inequalities Strategy with South Tees NHS Trust	<ul style="list-style-type: none"> Assurance and commitment NHS action on prevention – provides clear direction which sets out how the local Trust will improve health and reduce inequalities 	Oct 2024	March 2024
Ensure prevention is embedded throughout the development of the Age Well Strategy	<ul style="list-style-type: none"> The Age Friendly Steering group is leading forward the development of the Age Well Strategy and action plan aimed to improve quality of life for older people 	Jan 2024	October 2024

3.4.5 Whole Council Action

Wider council partners including Education, Adults Social Care and Health Integration, Children's Services, Environment and Community Services, Regeneration, Resident and Business Support, Marketing and Comms, and HR all have a role to play in promoting the primary prevention agenda.

Adult Social Care

- Embedding preventative approaches across adult social care to improve the lives of different groups that experience poorer health outcomes such as those with a learning disability, or living with a Long Term Condition, people with a diagnosed mental health condition, older people, carers, or those classified as homeless. This will include staff being trained in very brief advice for smoking cessation, supporting referrals into stop smoking services for these groups. Staff being trained to give very brief advice for alcohol including use of AUDIT C and supporting early identification of problem drinking and onward referral.
- Build capacity across the adult social care workforce to support the reduction of smoking rates reducing inequalities in our most deprived populations.
- Working in partnership with public health and health to develop in reach interventions that address unmet health needs of inclusion groups within substance, alcohol, and homeless provision (ASC commissioned services).
- Promotion of physical activity of older residents in care homes and residential settings, helping people stay out of hospital ensuring 'active' care homes providing falls prevention.

Childrens Services

- Work with Childrens Services with particular focus on those at risk of poorer health outcomes: looked after children, SEND, children with learning disability and those not in education, embedding key elements of the Core20Plus5 for Children and Young People.
- Work with Community Family Hubs to identify what further preventative services could be delivered from Hubs creating a one stop shop for families (stop smoking clinics, long-acting reversible contraception (LARC) clinics, screening and immunisation sessions).
- Ensure staff within hubs are MECC trained to deliver brief interventions where appropriate.

Education

- Support the implementation of the "Health Start" offer once developed.
- Ensure robust deliver of the PHSE curriculum and signposting to appropriate services.
- Support the dissemination of key health messages to children and families through existing methods of communication.

Finance (Resident and Business support)

- Develop links with Public Health services to support residents access to recovery services, stop smoking services, Bring it on Boro programme (Holiday Activity and Food Programme) and mental health support services.

3.5 Reducing vulnerability at a population level

3.5.1 Programme Definition

Too many people in our communities never reach their potential due to experiencing a range of multiple and complex vulnerabilities, including but not exclusive to substance misuse, domestic abuse, mental health issues, homeless and debt – often rooted in experiences of trauma. Whilst there is a broad menu of services available to help people, their service delivery approach is often transactional with each service dealing with one element of an individual’s issues. This results in no one dealing with the whole person and reinforcing trauma by an individual having to tell their story countless times with people’s issues often not changing despite lots of resource attempting to improve outcomes.

The overarching aim is to remove barriers to accessing meaningful, joined-up services to improve outcomes for people experiencing a range of vulnerabilities with a specific focus on more effective integration of:

- Substance Misuse
- Domestic Abuse
- Housing Issues
- Debt, income and employment
- Mental Health
- Links to criminal justice and health

3.5.2 Scope

Investment Area	Activities in Scope (The responsibility of Public Health to directly lead, commission and/or deliver)
Developing a co-ordinated, South Tees system-wide approach to reducing vulnerability via a collaborative partnership and governance structure, which also delivers the Tees JCDU Partnership requirements	<ul style="list-style-type: none"> ▪ Building robust relationships with key partner organisations ▪ Developing joint governance arrangements and pathways, therefore, also meeting the needs of the Joint Combating Drugs Unit (JCDU) partnership guidance ▪ Having dedicated analytical capacity at South Tees and Tees-wide levels, enabling robust needs assessments to be undertaken and strategies to be developed ▪ Further development of the drug related deaths agenda and embedding the Tees Preventing DRD role into the JCDU partnership arrangements ▪ Maximising joint commissioning and/or match-funding opportunities at South Tees and Tees-wide levels ▪ Sharing best practice across South Tees/Teesside ▪ Enabling the successful delivery and integration of the programmes below
South Tees Changing Futures Programme	<ul style="list-style-type: none"> ▪ Development, review and monitoring ▪ Test and learn approach - research and intelligence ▪ Embedding an improved South Tees-wide approach ▪ Improving housing options for vulnerable groups workstream ▪ TEWV collaborative workstream
Project ADDER	<ul style="list-style-type: none"> ▪ Service design and delivery models (inc. data systems) ▪ Integrated approach with enforcement and diversionary activities ▪ Performance indicators and outcomes ▪ Marketing and comms
Supplemental Substance Misuse Treatment and Recovery Grant/funding uplift (both)	<ul style="list-style-type: none"> ▪ Service enhancement and delivery models ▪ Performance indicators and outcomes ▪ Sustainability and legacy

Investment Area	Activities in Scope (The responsibility of Public Health to directly lead, commission and/or deliver)
THRIVE - Integrated Domestic Abuse and Substances service model (IDAS – RCBC)	<ul style="list-style-type: none"> ▪ Clinical governance ▪ Ongoing quality improvement (evidence-based and innovative practice) ▪ Trauma-informed practice development ▪ Integrated pathways/partnership building
Recovery Solutions service within the ACT service model (M’bro)	<ul style="list-style-type: none"> ▪ Successfully implement the clinical service in-house ▪ Robust clinical governance arrangements, inc. CQC requirements ▪ Ongoing quality improvement (evidence-based and innovative practice) ▪ Trauma-informed practice development ▪ Integrated pathways/partnership building with DA, housing, etc.
Building Recovery in M’bro (BRIM) and expansion of best practice across South Tees and national challenging stigma project	<ul style="list-style-type: none"> ▪ The Jobs, Friends and Houses project has expanded into this recovery programme, including Inclusive Recovery Cities ▪ Support BRIM via grant funding, co-ordination and ongoing partnership building
South Tees Individual Placement Employment Service (IPS)	<ul style="list-style-type: none"> ▪ Strategic input and oversight of the programme ▪ Collaborative development approach with Recovery Connections (service provider), DWP/JC+ and other key partners ▪ Networking with other IPS areas
NE Reducing Gambling Harms programme	<ul style="list-style-type: none"> ▪ Public Health South Tees are hosting two posts on behalf of the NE regional LAs and OHID ▪ This workstream will more effectively assess the prevalence and needs within the region ▪ The aim is to ensure a more effective support offer is available across all areas of the NE
South Tees Reducing Health Inequalities programme for inclusion health groups, including migrants	<ul style="list-style-type: none"> ▪ Fully implement the ICB-funded Reducing health inequalities agenda to improve access to health and support services for underserved groups ▪ Improving access to healthcare and related support services ▪ Improve pathways with other departments/partner agencies to remove barriers with a focus on keyworkers
Rough Sleeping & Drugs/Alcohol Treatment Grant Programme (RSDATG – M’bro) and the Housing Support Grant	<ul style="list-style-type: none"> ▪ Joint approach with homelessness lead ▪ Testing the impact of specialist support on the co-occurring issues ▪ Maximise the outcomes for these underserved groups
South Tees alcohol-specific offer	<ul style="list-style-type: none"> ▪ Develop alcohol-specific offer ▪ Deliver clinical interventions, including liver harm reduction clinic ▪ Building management via Business Team
Further development of wider offer to address vulnerabilities – look at collaboration opportunities to provide dedicated capacity and sustainability of these roles	<ul style="list-style-type: none"> ▪ Partnerships with key partner organisations strengthened ▪ Increased collaborative delivery ▪ Gambling and wider addictions support offers ▪ Develop offer for BAME, asylum seekers, travelers and other, underserved population groups ▪ Potential to join up STPH delivery functions

Programme Themes	Activities NOT in Scope (The responsibility to lead, commission or deliver sits with other partners/organisations)
Partners' Programmes	<ul style="list-style-type: none"> ▪ Tees Esk & Wear Valley MH Community transformation programme ▪ South Tees Alcohol Care Team (ACT) service and reducing repeat admissions and A&E attendances ▪ Cleveland Unit for Reducing Violence (CURV) ▪ Teesside Problem Solving Court pilot

3.5.3 Objectives

These objectives relate to the aspiration to develop a more co-ordinated, system-wide approach to supporting multiple vulnerabilities:

1. Develop a cross programme partnership approach that addresses vulnerability in its broadest sense, making best use of both public health and the wider system.
2. Further develop collaborative working to strengthen the interface between organisations ensuring that service users experience seamless systems and services and ensure sustainability.
3. Test out commissioning approaches to deliver better, people-centred services.
4. Maximise the use of community assets to support people with positive and sustainable behaviour change.
5. Increase prevention programmes at individual, community and place-based levels through our partnership approach.
6. Maximise system-wide leadership to create the conditions for change, communicating the vision throughout their individual organisations and our collective agendas.

3.5.4 Milestones

Description	Rationale	Start	End
Develop and implement an inpatient detoxification (IPD) facility in South Tees	Utilising the ringfenced IPD grant from OHID, pooled across 9 NE regional LAs, we aim to develop and launch a local IPD in Brotton. This will ensure that patients from the region do not have to go to the North West or further afield.	Apr 22	Sep 24
Increase the number of residential rehabilitation (RR) bedspaces within South Tees	In order to meet OHID targets associated with the enhanced funding, we need to increase the number of people engaged within our treatment and recovery services accessing RR each year. This would not be affordable via the traditional out of area, ASC-funded route, therefore, local capacity needs to be increased.	Apr 22	Sep 24
Improved service delivery bases across South Tees Substance Misuse services	To ensure accessibility across the boroughs and facilities that are fit for purpose, investment and/or new buildings are required. This will give people more choice in terms of how they access services and should ensure improved coverage across more of our local communities.	Apr 22	Mar 25
Fully implement and further develop the Cleveland Joint Combatting Drugs	To fulfil the statutory requirement to have a local JCDU Partnership and enable greater	Jan 23	Sep 24

Description	Rationale	Start	End
Unit (JCDU) Partnership to deliver a co-ordinated approach	collaboration and benefits across a broader geographical system.		
Develop and implement South Tees approach to appropriate housing for inclusion health groups and ensure this is reflected in the Supported Housing Strategy	To increase the number of accommodation options for people affected by multiple vulnerability issues (ST Changing Futures cohort) and the accompanying support package to ensure they can maintain their tenancy/property.	Apr 23	Mar 25
Utilise the learning from the first two years of the Reducing Health Inequalities workstream to improve access to healthcare and wider support for inclusion health groups, including migrants	Tackling health inequalities for inclusion health groups, including migrants, requires a comprehensive, system-wide approach. A multi-agency strategic plan should ensure that key partners work collaboratively to continue the improved delivery, including more joined up keyworker approaches and clear pathways between services to enable accessibility and timely support.	Apr 23	Mar 25
Utilise the data gathered by the new North East wide Reducing Gambling Harms workstream to develop a new prevention and support approach	The new staff and researchers attached to this workstream will gather a range of information to increase our understanding of the prevalence and unmet needs related to gambling in the region. We will utilise this and work with people with lived experience and other experts to develop an action plan.	Sep 23	Mar 25
Carry out a review of the various programmes within inclusion health during 24/25 and ensure sustainability plans are developed for 25/26 onwards	Funding is currently guaranteed until 31/3/25, therefore, there is uncertainty as to what our budgets will be beyond that. Reviews and forward planning will be required, covering multiple scenarios, in order to continue the positive work.	Jan 24	Mar 25

3.5.5 Whole Council Action

Contribution from other areas of the Council - this is to support the work on the Public Health Grant conditions, and more importantly the development of SLAs to underpin the resources “allocated” against other bits of Council activity. This will be challenging in practice but is an opportunity to influence whole Council action.

Adult Social Care

Improving pathways to enable more coordinated support of those with multiple vulnerabilities:

- Work in partnership with Public Health and primary and secondary care to develop in reach interventions that address unmet health needs of inclusion groups within substance, alcohol and homeless issues.
- Explore opportunities for joint commissioning approaches to remove barriers, improve support and provide better value for money (building on the vulnerable women’s collaborative housing pilot), through the Changing Futures Board and Accessing Change Together service model (ACT) strategic meetings.
- Work in partnership with Public Health to ensure that inclusion health groups are including in the Supported Housing Strategy.
- ACT Partnership to identify dedicated representatives from statutory housing and homelessness and domestic abuse at all levels of South Tees Changing Futures programme.

- ACT Partnership to work collaboratively to develop improved pathways and support in the planning, development and evaluation of joint projects (e.g., Rough Sleeping & Drugs/Alcohol Treatment Grant Programme and the Housing Support Grant) including timely responses to data/progress reports.
- Participate in quarterly audits to ensure effective transition between services.
- Improve information sharing between all partners through the widespread adoption of the shared case-management system across the ACT Partnership to improve support for vulnerable clients.
- Ensure public health input into the refresh of the Domestic Abuse strategy.
- ACT leads to play an active role in reviewing the current ACT service model ahead of the 24/25 grant allocation proposed changes.

Childrens Services

Improving pathways to enable more co-ordinated support of young people with multiple vulnerabilities:

- Participate in a review of multi-agency processes to ensure all vulnerable young people are considered in a multi-agency way (review criteria and levels).
- Develop robust pathways to improve the identification and referral into services with the Young People and Family Team at Recovery Solutions, the stop smoking service and sexual health service.
- Share information and data with Public Health to support the Recovery Solutions Young Person & Family Team to continue to play a key role in the Vulnerable Persons Group (VPG) and Risk Management Group (RMG).
- Actively identify, refer and support parents and young people into substance misuse services.
- Support the development of a Joint Exploitation Hub.
- Continued commitment to support the family prescribing offer within family hubs.
- Collaborate to effectively mitigate the impact of parental behaviours on children and reduce demand.
- Active involvement with the South Tees Changing Futures programme at the strategic level (e.g. the Board, Housing Development Group, etc.) and events.

Stronger Communities

Building on the existing collaboration between our departments to more effectively support vulnerable individuals, families/groups and wider communities:

- Further enhance the multi-agency approaches (outreach, harm minimisation, etc.) that operate within our communities, such as front-line staff attending training to enable them to provide advice and support to those misusing substances.
- Maximise the opportunities to take a public health approach (as opposed to enforcement) – by working in a multi-agency approach to offer support, such as making referrals to services and sharing relevant information.
- Support public health to build local community knowledge which will support the delivery and targeting of services.

Regeneration

Consideration of the vulnerabilities agenda and how regeneration strategies/programmes can have a positive impact:

- Facilitate a multi-agency needs assessment of housing needs of vulnerable client groups
- Future housing-related schemes address the lack of affordable, single-person accommodation and promote a less restrictive view of access to decent accommodation for vulnerable client groups.

Corporate

- Processes are more flexible where it involves ringfenced grant funding.
- Timely and responsive support, particularly when urgent grant funding-related tasks/programme requests are made.
- Promoting positive mental health and emotional resilience

3.6 Emotional Health and Resilience

3.6.1 Programme Definition

Mental health and wellbeing are more than the absence of mental illness. It is a state of wellbeing in which an individual realises their own abilities and strengths to cope with the normal stresses of life, can work productively and is able to contribute to their community. Mental health is therefore of universal benefit to all, underpinning our overall health and functioning throughout life and as our circumstances change so does our mental health. An individual’s mental health is linked to their emotional, physical, and social wellbeing. It is influenced by an individual’s sense of control, resilience, and self-efficacy/confidence and social connectedness.

The wider social, economic, cultural, and environmental conditions are also known to impact on an individual’s mental health.

It is estimated in England:

- 1 in 4 adults experience mental health issues in their lifetime.
- 1 in 6 adults have a mental health problem at any one time.
- Around half of the people with lifetime mental health problems (excluding dementia) experience their first symptoms by the age of 14, rising to 75% by the age of 24.
- One in five mothers suffers from depression, anxiety or in some cases psychosis during pregnancy or in the first year after childbirth.
- Physical and mental health are closely linked – people with severe and prolonged mental illness are at risk of dying on average 15 to 20 years earlier than other people – one of the greatest health inequalities in England.
- 20% of older people living in the community and 40% of older people living in care homes are estimated to be affected by depression.
- As many as 90% of people in prison have a mental health, drug or alcohol problem.
- It is estimated that more than 850,000 people are living with Dementia in the UK today, and this is projected to rise to one million by 2025.
- In 2021 it was estimated that 1 in 8 school age children experienced mental ill-health.
- The national suicide rate has not fallen since 2018. There are still over 5,000 deaths by suicide in England each year. The male rate remains 3 times higher than the female rate. Suicide and self-harm have increased in young people.

4.6.2 Scope

Programme Areas	Activities in Scope (The responsibility of Public Health to directly lead, commission and/or deliver)
Giving all children and young people in South Tees the necessary support to build resilience to achieve good emotional health.	<ul style="list-style-type: none"> ▪ HeadStart Programme South Tees – Delivery model and Service review ▪ Maintain and develop Mental health Leads in school network.
Protective Factors for Wellbeing - Connected Communities across whole system to build resilience	<ul style="list-style-type: none"> ▪ Continued growth of the South Tees Wellbeing Network ▪ Wellbeing Peer Support Programme (Middlesbrough) ▪ Local action to tackle loneliness and social isolation. ▪ Support the TEWV led Place-based community mental health framework/model (3-5year Plan) for Middlesbrough and Redcar & Cleveland

Programme Areas	Activities in Scope (The responsibility of Public Health to directly lead, commission and/or deliver)
	<ul style="list-style-type: none"> ▪ Asset based approach which will utilise the 5 ways to wellbeing. ▪ Make Every Contact Count (MECC) ▪ Assessment of Boro Man Can and potential to grow as a social enterprise ▪ Community Development Teams – community asset mapping and integration ▪ Monitoring of the wider determinants of health impacting our area ▪ Social Prescribing delivery and review
Support Prevention and Early Intervention: Individuals are identified and supported early to prevent escalation into secondary services/crisis	<ul style="list-style-type: none"> ▪ Commissioned Bereavement Support and Information Service ▪ Commissioned Prevention and early intervention service for adults in R&C (joint funded with Adult Social Care) ▪ To support development of Adult Community Mental Health locality hubs across South Tees
Mental Health Capacity and Literacy	<ul style="list-style-type: none"> ▪ Commissioned Tees Mental Health Training Hub jointly funding with Tees Council's Public Health. ▪ To promote external mental health and wellbeing training opportunities through our networks and partnerships
Mental health and wellbeing in the workplace	<ul style="list-style-type: none"> ▪ Workplace Leads supported to continue delivery of team wellbeing support. ▪ Workplace mental health guidance and strategy ▪ Provide support and MHFA training to South Tees mental health first aid advocates.
Suicide Prevention and self-harm	<ul style="list-style-type: none"> ▪ Management of Early Alert Process for suspected suicides ▪ Provision of suicide postvention support to provide timely and appropriate support to individuals or communities bereaved or affected by suicide. ▪ To implement key areas of action of the Tees Suicide Prevention Strategic Implementation plan
Dementia Friendly Communities	<ul style="list-style-type: none"> ▪ Dementia Friendly Communities e.g., businesses, care homes, community settings ▪ Dementia Friends and Champions ▪ To monitor and review Dementia Friendly South Tees 3 year Contract until March 2025 ▪ VCSE to deliver inclusive and accessible community activities

Programme Areas	Activities NOT in Scope (The responsibility to lead, commission or deliver sits with other partners/organisations)
Protective Factors for wellbeing - Connected Communities to build resilience across whole system	<ul style="list-style-type: none"> ▪ Wellbeing pathways (e.g. 'Collaborating for wellbeing' groups such as Financial Inclusion Groups) ▪ VCS low level grassroots programmes ▪ TEVV workstreams under transformation
Support Prevention and Early Intervention	<ul style="list-style-type: none"> ▪ Commissioning of IAPT provision ▪ Secondary mental health provision ▪ Community Mental Health Transformation Programme (locality Hubs)

Programme Areas	Activities NOT in Scope (The responsibility to lead, commission or deliver sits with other partners/organisations)
	<ul style="list-style-type: none"> ▪ Programmes/workstreams for vulnerable group e.g. refugee & AS, Veterans ▪ Support Middlesbrough mental health partnership and the development of Redcar mental health partnership
Mental Health Capacity and Literacy	<ul style="list-style-type: none"> ▪ Office of Health Improvement and Disparities national mental health campaigns
Giving all children and young people in South Tees the necessary support to build resilience to achieve good emotional health	<ul style="list-style-type: none"> ▪ Mental Health Support Teams in Schools (Trailblazer) ▪ North East and Cumbria Child health and Wellbeing Network and associated work streams ▪ ADPH (association of directors of public health) Sector Led Improvement - self harm research group

3.6.3 Objectives

1. Take a whole system approach to mental health and wellbeing that recognises the breadth of organisations supporting mental health and acknowledges and addresses the wider determinants of mental health, including poverty.
2. Maintain a Wellbeing Network across South Tees to connect wellbeing across communities and promote the use of the whole system approach.
3. Support the TEWV-led Place-based community mental health framework.
4. Strengthen protective factors for mental health by supporting programmes that support wellbeing, social connections and asset-based community development.
5. Review the current Children and Young People Emotional Health and Wellbeing place-based governance and programmes consistent with the iThrive approach.
6. Monitor commissioned programmes and services that address immediate needs for low level mental health support and mental health literacy e.g., bereavement support, training hub.
7. Contribute to the reduction of local suicides and support the development and key areas of action in the Tees Suicide Prevention Strategic Plan.
8. Review the HeadStart Resilience Programme to ensure needs of pupils, schools and families are met and understand approaches to ensure sustainability of the programme.
9. Continue to develop Dementia Friendly Communities across South Tees, through increasing and maintaining accessible and inclusive businesses and activities.
10. Support programmes that promote mentally healthy workplaces.

3.6.3 Milestones

Description	Rationale	Start	End
To review and make a forward plan for the HeadStart team post August 2024	Programme has been adopted in Middlesbrough since 2013 and R&C since 2019. Funding and model to be reviewed.	Aug 23	Apr 24
Review the South Tees Wellbeing Network (STWBN) and identify areas for growth	The Wellbeing Network has huge potential as a “network of networks” to support community capacity building approaches	Aug 23	Mar 24

Description	Rationale	Start	End
Refresh Tees Suicide Prevention Strategy following release of new National Strategy	To inform local suicide prevention action plan	Oct 23	Jan 24
Develop a comms plan to promote the Tees Suicide Prevention implementation programme	Launch the national strategy, showcase local action and build community awareness	Nov 23	Jan 24
Measure impact and use of MECC and if this can be used more widely	Impact of MECC and wider adoption	Dec 23	Apr 24
Determine and implement sustainable model for 'Every ManCan'	Future arrangements for EveryManCan programme	September 23	March 24
Map national policy on Social Prescribing and assess for impact and continued delivery	Monitoring of PCN DES, ICB plan, NHS Forward Plan to ensure our delivery maps all national and regional trajectory	Mar 24	Jun 24
Increase capacity within the voluntary and community sector to deliver inclusive and accessible community activities	To support Dementia Friendly Communities Programme	Mar 23	Mar 25
Introduce Dementia Friendly Care Home Self-Assessment Tool across all South Tees Care Homes	To support Dementia Friendly Communities Programme	Mar 23	Mar 24

3.6.4 Whole Council Action

Mental Health and Wellbeing is an extremely wide topic covering many issues and affecting people of all ages and therefore runs through all other areas. Good Mental Health should be everyone's focus which can address wider determinants across all teams and maximise collective efforts towards improvement in population mental health outcomes.

Children's Services

- Collaborate with public health to share best practice on the delivery of parenting programmes and impact to ensure emotional health and well-being of both the parent/child is considered.
- Representation on the Emotional Wellbeing Board to develop stronger links between children's social care and public health (e.g. self harm and including suicide prevention).
- Nominate a wellbeing champion for the directorate and to register on the South Tees Wellbeing Network.
- Collaborate with Public Health and other key partners in the development and implementation of the Early Help Strategy.
- Support the development and implementation of the children and young people's Emotional Wellbeing Strategy.
- Support the development and implementation of the Public Health 'Health Start and Head Start' offer.

Environment and Community Services

- Continue to work in partnership with public health to address and alleviate social isolation and loneliness (asset-based approaches to community development) and maintain attendance at the age friendly partnership.
- Inclusion of resilience curriculum in MyPlace youth provision.

Regeneration and Planning

- Consideration of impact on positive emotional health for children and young in wider determinant strategies, including access to green space and parks.

- Conduct impact assessments to reduce the means of suicide in the built environment and promote positive mental health.

4. Four Core Approaches

4.1 Address Health Inequalities

Health inequality is strongly related to the social determinants of health, therefore a whole system, life course approach is vital for making improvements with clear roles for the public, private and voluntary sectors. Systemic action to reduce inequality in society is also key to improve health inequality – this must include structural measures to balance the inequality of both wealth and power, as deprivation and powerlessness are key causes of health inequalities.

The Public Health Strategy will contribute to the Health and Wellbeing Strategy (in development, due to be considered at LiveWell South Tees Board in March 2024) which describes in more detail the mission-led, whole system approach across all partners of the LiveWell South Tees Board, to improving wellbeing and reducing inequalities in Middlesbrough and Redcar & Cleveland.

4.1.1 Coverage

As described in the Programme Framework, reducing health inequalities is a core approach that runs through the Public Health Strategy. Public Health South Tees whole-Council approach to reducing health inequalities can be demonstrated by considering the key elements required to address health inequalities as described in the Association of Directors of Public Health Policy Position Paper on Health Inequality (2019):

- **Health Equality in all Policies** – this Strategy embeds the use of Health Inequalities Impact Assessments in the development of policies, strategies, plans and decision-making to systematically reduce health inequalities (see section 3.1).
- **Proportionate universalism** - action should be universal, but with a scale and intensity that is proportionate to the level of disadvantage. This Strategy describes action to ensure inequalities in access, outcomes and experience are considered in the design of interventions in all Programme areas.
- **Social determinants** - action is required to improve social determinants of health that are modifiable such as the provision of good quality housing, access to healthy food (see section 3.2 - creating environments for healthy food choices and physical activity Programme), safe environments (see section 3.5 - reducing vulnerability at a population level Programme) and good working conditions (see section 5.1.2 on developing a Tees Valley Anchor Institution Network). This Strategy articulates action on a number of social determinants, the Health and Wellbeing Strategy will cover these in more depth, including action on housing, employment, transport and green spaces.
- **Behavioural determinants** of health - such as smoking (see section 3.4 - preventing ill health Programme), the use of alcohol (see section 3.5 - reducing vulnerability at a population level Programme), and obesity (see section 3.2 - creating environments for healthy food choices and physical activity Programme).
- **Community empowerment** – working with communities is a critical element of the Programme Framework and described in more detail in s5.2.

4.1.2 Whole Council Action

A number of the actions detailed in section 3.1 support whole Council action to reduce health inequalities, in particular:

- Support the development of the Joint Strategic Needs Assessments and delivery of the Live Well South Tees Health and Wellbeing Strategy;

- Conduct Health Inequalities Impact Assessments on all policies, strategies, plans and decision-making to systematically reduce health inequalities.
- Supporting the development of the HDRC, which has a focus on reducing inequalities by building our understanding of the social determinants of health within a local context.
- Develop robust pathways into key Public Health services such as substance misuse, sexual health and stop smoking to promote active identification, referral and support into those services.
- Support the NHS core 20 plus 5 principles for reducing health inequalities to support early identification and referral to services.
- Encourage staff to attend relevant public health training to increase whole Council awareness of inequalities, how they exist and the mechanisms that keep them in place.

Specific action that contributes to reducing health inequalities by Directorate is detailed below.

Children's Services

- Health assessments targeted at reducing health inequalities, such as encouraging dental registration/appointment, immunisations and screening uptake.
- Contribution to the South Tees Talks agenda to improve literacy.
- Greater collaborative working with the Healthy Child Programme (health visiting and school nursing) and explore co-delivery of services and ensure Public Health outcomes are considered in the development of Early Help plans.
- Encourage all educational settings to have a poverty proofing policy.

Environment and Community Services

- Ensuring the Middlesbrough Environment City contract requires MEC to lead or contribute to programmes to support tackling poverty, wider determinants of health and healthy weight.
- Working with community organisations and stakeholders to increase effectiveness and approaches to identify, advise, refer, and support those at risk of food poverty.
- Libraries supporting the family literacy agenda and providing books on prescription, alongside provided wider health and wellbeing advice and onward referral to services.

Finance

- Support Public Health to develop innovative commissioning models to increase effective partnership working to deliver shared outcomes and maximise community wealth building in line with the Social Value Policy.
- Support Public Health to navigate procurement regulations to develop social enterprises to deliver Public Health outcomes and access different funding routes (as achieved with Recovery Connections).
- Include Public Health as part of the Housing Needs Assessment to ensure consideration of health inclusion groups and support needed for a successful tenancy.
- Work with Public Health to develop a collaborative commissioning model to support the development of partnerships (as used by You've Got This).
- Work with Public Health to develop the Community Wealth Building Charter.

4.2 Determined focus on the Best Start In Life

All programmes embed the Core Approach to have a determined focus on the best start in life, however, there is also specific work directly to support the delivery of the best start in life – in particular the Healthy Child Programme (health visiting and school nursing). This section describes this work and how it is distributed across the other Programmes or how other Programmes can amplify and support delivery.

The overarching aim is to ensure that Public Health prevention is an embedded approach throughout the work of both Councils in their work with families.

4.2.1 Milestones

Description	Rationale	Programme Link	Start	End
Develop and deliver a pilot model for prevention of ill health in schools (Health Start)	To ensure that children in South Tees are supported with their health in schools	Ill health prevention	Feb 2024	Feb 2025
Develop and embed sustainability for the Start for Life Family Hubs programme can be sustained post funding.	Work together to identify how successful elements for the Start for Life Hubs programme can be sustained post funding.	Cross cutting	January 2024	April 2025
Develop and establish collaborative partnership delivery model for the Middlesbrough 0-19 Healthy Child Programme Service	There is a need to develop a seamless offer to engage better and support children and families in Middlesbrough	Ill Health Prevention	April 2024	March 2026
Embed community and voluntary sector participation into core BSIL work.	Community and voluntary sector can offer lots to the communities they are in. We need to harness it.	Cross cutting	April 2024	March 2026
Develop the cultural offer for families, including play and reading opportunities	Cultural enrichment has clear health benefits for children and families	Emotional Resilience and Well-Being	Sept 2023	September 2025
Secure funding to continue the Reading for Wellbeing Pilot in South Tees.	Establish and grow the Reading for Wellbeing Pilot in South Tees, including securing funding for current post-holder.	Emotional Resilience and Well-Being	Sept 23	Sept 25
Secure sustained engagement from Middlesbrough Council Children's Services to support the development of improved children's structures	Middlesbrough Council Children's Services to support the Best Start in Life Programme Board to look at growing the prevention agenda.	Ill Health Prevention/Creating Healthy Environments	Jan 24	June 25

4.3 Better Use of Intelligence to Inform Decision Making

4.3.1 NIHR Health Determinants Research Collaboration

Research is key to discovering how we can improve population health and reduce inequalities. Local Government has historically lacked the investment on research culture and infrastructure that the NHS has benefitted from, meaning that evidence is not always fully utilised in decision making and programmes may not be robustly evaluated.

In 2022, the National Institute for Health and Care Research (NIHR) provided funding to 13 Local Government organisations across the UK to establish Health Determinants Research Collaborations (HDRC) – this included a successful bid from Middlesbrough Council and Redcar & Cleveland Borough Council with Teesside University.

Each of these HDRCs is worth up to £5 million over five years (from October 2023, following a development year) to establish the foundations for research, allowing Officers to collaborate with academics and wider partners to generate additional income to improve the local use and creation of evidence.

4.3.2 Milestones

Description	Rationale	Start	End
Recruit, induct and embed public members to the Community Based Research Programme to represent the voice of the public as well as becoming researchers in their own right.	<ul style="list-style-type: none"> Involving the public in research improves the quality and relevance of the work, as well as serving broader democratic principles such as citizenship, accountability and transparency. 	October 2024	December 2024
Embed research planning into annual Directorate planning processes.	<ul style="list-style-type: none"> Embedding the use and creation of evidence in the work of the Directorates is at the core of the HDRC concept, enabling culture change, capacity building, continual improvement and sustainability. 	October 2023	January 2025
Implementation of a HDRC People Strategy.	<ul style="list-style-type: none"> Developing and enabling research capacity in Local Authority staff is a critical element of the HDRC culture change programme of work. 	October 2023	January 2025
Develop a co-produced political engagement and development plan for Cabinet/Executive Members and Councillors.	<ul style="list-style-type: none"> Engaging and supporting the development of Councillors will be key to the long term success of the HDRC. 	April 2024	September 2024
Explore what governance structures and processes are required for the HDRC and create a plan to implement these.	<ul style="list-style-type: none"> Research activity demands infrastructure within and owned by Local Government, mirroring the culture of research that has taken many years to develop in the NHS. 	January 2024	December 2024

4.3.3 Public Health Intelligence

Public Health intelligence is a critical component of informed decision-making in Public Health practice. It involves the collection, analysis, interpretation, and dissemination of data to guide policy, programme delivery and intervention planning.

Over the three-year delivery of the strategy Public Health aim to further strengthen its use of intelligence to inform decision making through:

Description	Rationale	Start	End
Developing public health intelligence capacity across the wider workforce	<ul style="list-style-type: none"> Building capacity of public health intelligence across the workforce through increasing skills, knowledge and experience of using intelligence functions Better incorporate health intelligence into the team and provide necessary training and help to upskill staff. 	January 2024	January 2025
Evaluate processes for the production and review of needs assessments	<ul style="list-style-type: none"> Evaluate the process of the development of the JSNA Develop a review timetable and process going forward for the development of needs assessments 	March 2024	September 2024
Implement a new service performance monitoring framework	<ul style="list-style-type: none"> The introduction of a performance scorecard and performance clinics to enable public health to monitor service delivery 	January 2024	April 2024
Utalise local intelligence and public health tools to ensure services are targeted at need	<ul style="list-style-type: none"> Development of evaluation tools to support the measure of service effectiveness and reach. Develop workplans to better understand inequalities, population segmentation, population health management and modelling/forecasting Develop locality data 	March 2024	March 2025
Improved data access	<ul style="list-style-type: none"> Access to essential and recommended datasets via OHID and NHS Digital as well as access to analytical tools and software Ensure that we have the right data sharing agreements in place 	January 2024	June 2024
Strengthen intelligence networks	<ul style="list-style-type: none"> Further develop relationships with key partners across ICB, NECS, South Tees Trust, LPC alongside Teesside University and key VCS organisations. Improve use of evidence – linking with Teesside University on research projects, keeping track of emerging public health evidence and better engagement with communities. 	January 2024	March 2026

4.3.4 Building a Learning Culture

We will develop our experience from You've Got This to build a learning culture across all elements of the Programme Framework. This includes the development of our reflective practice and the use of performance data not only to assure delivery but also to develop our learning and use the information to develop and evolve workstreams in response to this learning.

We will also look to broaden this out, building on the learning from the development of the JSNA to better understand what data assets are collectively held across the Council and partners, which are most relevant and useful for each element of the Programme Framework and how we can improve collaboration and sharing of data to improve our collective learning.

4.3.5 Governance of the Programme Framework

Public Health South Tees are currently developing a performance framework which will provide assurance over the largest areas of investment, cross partnership working and the wider impact on residents of the delivery against key Programme milestones. The performance framework will improve the way in which we can respond to performance issues in a systematic way and monitor and assure impact.

A quarterly performance Oversight Board will meet with Programme leads to review performance against the key indicators.

All five Programme areas will have a governance board to oversee implementation. The Programme areas each have a more detailed performance framework which includes of a set of milestone outcomes, service delivery indicators and headline indicators. The inclusion of headline indicators allows measures to be benchmarked against national and regional indicators.

Milestones

Description	Rationale	Start	End
Develop a Performance Framework to monitor impact of the implementation of the strategy	<ul style="list-style-type: none"> ▪ Provide assurance over the largest areas of investment, cross partnership working and the wider impact on residents of the delivery against key Programme milestones. ▪ Improve the way in which we can respond to performance issues in a systematic way and monitor and assure impact. 	Sept '23	Mar '24

4.4 Building Purposeful Relationships with Key Partners

We will develop our experience from You've Got This to build common purpose (based on the model developed by You've Got This) and develop our understanding and use of distributed leadership through Partnerships.

Public Health South Tees since inception pursued a shift in approach from traditional clinical, transactional and silo-based Public Health approaches to the development of Public Health programmes through stronger partnerships, both across the two Councils and by strengthening multi-agency approaches and investment in addressing shared Public Health challenges with other agencies such as NHS, Police, UK Health Security Agency, NHS England Office of Health Improvement and Disparities (OHID), education, social housing providers, fire service, voluntary and community sector.

Due to the complexity and scope of the Public Health agenda, the only realistic prospect of tackling the issues is in partnership across the local system. In order to achieve this, we need to further develop purposeful relationships with key partners.

The summary of key relationships by programme is detailed below:

	Healthy Environments	Protecting Health	Preventing Ill Health	Reducing vulnerability	Mental health
Beyond Housing, Thirteen, Home Group and other housing providers	✓			✓	✓
Teesside University	✓	✓	✓	✓	✓
UK Health Security Agency (UKHSA)		✓	✓		
NHS England Office of Health Improvement & Disparities (OHID)	✓	✓	✓	✓	✓
North East and North Cumbria Integrated Commissioning Board (ICB),	✓	✓	✓	✓	✓
South Tees Hospitals NHS Foundation Trust	✓	✓	✓	✓	
Tees, Eske & Wear Valley NHS Foundation Trust	✓		✓	✓	✓
Primary Care Networks and GP Federations	✓	✓	✓		
Community Pharmacies	✓	✓	✓		
Tees Valley Sport	✓				
Everyone Active	✓				
Voluntary Development Agencies (RCVDA and MVDA)	✓	✓	✓	✓	✓
Broader VCS & Community Groups	✓	✓	✓	✓	✓
Cleveland Emergency Planning Unit & LRF		✓			
Commissioned services (sexual health services, vulnerabilities delivery partners etc)	✓	✓	✓	✓	✓
Schools and colleges	✓	✓	✓	✓	✓
Workplaces		✓	✓		
DWP and JCP			✓	✓	✓
Cleveland Police, OPCC & criminal justice (Probation, etc.)				✓	✓
Cleveland Fire Brigade					✓
Funding bodies (National Lottery, Local Motion, Lloyds Bank Foundation, Woodsmith's Foundation)	✓	✓	✓	✓	✓

A more detailed relationship mapping of key external partners to Programmes is detailed in appendix 3.

4.5 Improved Financial Efficiencies

The Programme approach will deliver improved financial efficiencies as the financial reporting is aligned to Programmes and delivery of the Programme objectives. Resources can be moved within Programmes as appropriate to ensure delivery across the Programme.

4.5.1 Resource Allocation to Programme

The table below summarises the use of the Public Health Grant split by direct Public Health element and whole council action as described in this Strategy. Additional income generated in support of Programme delivery is included and described in more detail in section 4.5.2 below.

	PH element	Whole Council Action	External Funding (2023/24)	Notes (External Funding)
Five Programmes				
Creating environments for healthy food choices and physical activity	£262,000	£321,200	£931,579 £117,000	YGT funding to 03/2025 BCF MUSTeam (reviewed and renewed annually)
Protecting health	£1,165,000	£130,450		
Preventing ill-health	£1,364,000	£94,419		
Reducing vulnerability at a population level	£3,938,000	£1,103,420	£550,000 £288,787	CF funding to 03/2025; ICB funding to 03/2026
Promoting positive mental health and emotional resilience	£137,000	£393,650	£195,000	Headstart funding to 08/2024
Overheads/Staffing	£876,000	£1,458,320		
Four Core Approaches				
Better use of intelligence to inform decision-making	Included in overheads/ staffing		£498,814	HDRC (50%) - funding to 03/2029
Address health inequalities with a determined focus on the best start in life	£3,278,400	£3,382,806	£1,067,410	Holiday Activities Fund to 03/2025
Building purposeful relationships with key Partners	Included in overheads/ staffing			
Improved financial efficiencies	Included in overheads/ staffing			
Three Levels of Intervention across the life-course				
Civic-level – healthy public policy	Included in overheads/ staffing			
Service-level – evidence-based, effective, efficient, and accessible services	Included in Five Programmes			
Community-level – place-based working for population-level impact		£465,235		
Total:	£11,020,000	£7,289,000	£3,648,590	

4.5.2 External Funding

All Programmes that have generated external funding are considering their approaches when the funding ends and these are captured as clear milestones in each Programme (see section 3 above).

You've Got This (Sport England Place Partnership)

You've Got This takes a systems approach to tackling inactivity at a population level in South Tees. This involves focussing not only on individual level behaviour changes but recognising that these behaviours are impacted by organisational responses to physical activity, the physical environment, policy and wider determinants. There is a strong emphasis on insight and learning and the learning has wider applicability in understanding our responses to other complex issues in our place, such as poverty.

YGT focuses on behaviour change in organisations and this approach is reflected in the investments:

- **Core Team:** the Core Team for the programme is very small, with six staff members, and their focus is on enabling change rather than direct delivery.
- **Partnership Development:** significant time and resource has been invested in a new approach to partnership based on common purpose and trust, rather than accountability. The YGT Exchange comprises over 90 members, most of whom have priorities other than physical activity. The Exchange focuses on challenging approaches to physical activity within organisations and supporting Exchange members (called Ambassadors) to influence change within their own organisations, with management boards, staff and service users.
- **Leadership Development:** YGT applies a model of distributed leadership, recognising that for change to take place, leadership is needed throughout the system and that we also need to engage with latent and developing leaders. The approach to leadership is to build capacity throughout the system.
- **Insight and Evaluation:** understanding communities, both of geography and practice, is at the core of YGT. The programme has developed and implemented new and innovative approaches to qualitative insight gathering, such as storytelling and sentiment analysis, that add value to traditional quantitative measures. This informs the work as well as evaluation. Evaluation focusses on the changes that are being made in behaviours, with a strong emphasis on understanding the how and why as well as the what.
- **Workstreams:** the workstreams of YGT focus on embedding physical activity into other pathways where it can add significant value and taking a community-led approach within a smaller geography. A collaborative commissioning model has been developed which enables an insight-led approach that encourages Ambassadors to work together to develop a response to a broadly defined insight-led brief. This has enabled partners with different skill sets to collaborate, including partners who would not normally be able to participate in traditional competitive processes.
- **Small Grants:** small grant programmes have been introduced to extend the programme reach to our smallest community organisations. These schemes are cognisant of the barriers to applications from smaller groups and investment has been made in providing extensive support for applicants.

Whilst the current funding is available until 2025, Sport England are looking to expand the ways of working used in the Place Partnerships in line with their ambitions as detailed in their ten-year strategy "Uniting the Movement". This expansion includes continuing to support the system change work in current locations, which is referred to as "deepening". This will prioritise embedding ways of working and learning from the programme, particularly around system approaches, insight and learning, and common purpose, more widely within our place. The proposal is also to invest in a further 80 -100 places across England, with the support of the current Place Partnerships, which is referred to as broadening.

Changing Futures

This programme is externally funded through DLUHC and the National Lottery Community Fund. The aim of Changing Futures is to improve collaboration within the local system and, consequently, the support provided to people affected by two or more vulnerabilities including:

- Substance misuse;
- Mental health;
- Criminality;
- Acute housing issues;
- Domestic abuse.

The current grant has been extended until 31/03/2025, we are currently working on combining frontline support with other key worker models to create sustainability and looking at extending funding opportunities to maintain successful workstreams. |

ICB South Tees Health Inequality Funding

NHS North-East and North Cumbria (NENC) were allocated £13,604,000 recurrent revenue to support targeted reductions in health inequalities. We were successful in securing funding to support people with multiple and complex health and healthcare needs ('Plus' programme).

The aim of this programme is to reduce the impact of health inequalities in South Tees by:

- Delivering on specific priorities and improving our local approaches to supporting vulnerable population groups, in particular those living with multiple complexities, migrants and underserved groups.
- Helping us have a greater understanding of the health and care needs of local people, which is key to continuously improving the delivery of high quality care and reducing inequalities.

The funding runs until the end of 2026 and is being primarily utilised to create more system-wide approaches and foster integration. This will enable sustainability beyond the funding timescales.

Headstart

HeadStart was introduced in Middlesbrough in 2013 following award of Big Lottery funding. This has been supplemented by NHS, Nesta and Public Health grant funding. Headstart was extended into Redcar and Cleveland in 2019.

The HeadStart delivery model comprises:

- A whole school resilience offer for all educational settings as part of the Getting Help offer is provided to 7 primary, 3 special and 3 post 16 settings across South Tees.
- The HeadStarters educational pathway and transition support for all schools and colleges across South Tees.
- School staff well-being support and training for school staff and governors.
- Family support.
- Management of the Mental Health Leads in School Network.

The HeadStart model facilitates:

- Increased resilience in children and young people.
- Workforce support to develop increased awareness to better respond to the needs of children.
- System change leading to sustained improvements in early help, prevention, targeted and specialist services.
- Support within schools, the home, community and digitally.
- Sustainability and legacy in our schools and communities across Middlesbrough to improve emotional health outcomes for our children and young people.

HeadStart forms part of the South Tees 'Getting Help' mental health service for education settings in partnership with TEWV NHS MH Foundation Trust, Inside Out, The Junction, The Link and Teesside Mind.

Current available funding will support service delivery until August 2024, and the Programme includes development of sustainability plans for the service (see section 4.6.4).

Holiday Activities & Food (HAF)

The HAF is funded from the Department of Education and is currently scheduled to end in March 2025. Funding beyond March 2025 is unknown, and the HAF Steering Group are considering sustainability, however the HAF programme may cease at that point without additional funding.

Since 2018, the HAF programme has provided support to reception aged children up to year 11 in receipt of free school meals through school holiday periods. School holidays can be pressure points for some families, which can lead to a holiday experience gap, with children from low-income households being less likely to access organised out-of-school activities; more likely to experience 'unhealthy holidays' in terms of nutrition and physical health and more likely to experience social isolation.

The aims of the HAF programme are to encourage children to:

- eat healthily over the school holidays.
- be active during the school holidays.
- take part in engaging & enriching activities which support the development of resilience, character and well-being along with their wider educational attainment.
- be safe & not socially isolated.
- have a greater knowledge of health and nutrition, and families develop their understanding of nutrition and food budgeting.
- be more engaged with school and other local services and families are sign posted towards other information and support.

The HAF programme in South Tees works with many local providers and organisations to deliver the programme through a distributed model designed to be as accessible as possible to target communities. The aim of the South Tees HAF programme is to give every child and young person a life changing experience whilst delivering the outcomes of the HAF.

The programme takes a capacity building approach, both in supporting hyper-local community and VCS groups to provide HAF activities, and through developing and upskilling them to take practices back into their services that support and link in with wider priorities and outcomes in their communities. The programme also actively links other services into HAF, for example:

- Where a HAF programme is delivered in a venue and area where there are high levels of poor oral health then support to improve oral health awareness is built into that HAF programme, working with the children and their families to address and improve oral health, building and amplifying the work already in place within schools and Family Hubs.
- Where an area which has high levels of obesity, the HAF programme bolsters the physical activities with family awareness building and exercise sessions, alongside a HAF healthy eating and cooking programme.

We aim to build a legacy with HAF that offers support and development for all those involved and that embeds quality and sustainability - providing the opportunity for organisations and individuals to grow beyond HAF.

In Middlesbrough 50 HAF provisions have been developed, offering a total of 30,000 places across the Summer holiday period, with 27,000 places booked. The total number of unique children and young people

who attended HAF provisions over the Summer was 4,700, with 4,355 of those being eligible children and young people (in receipt of benefit related free school meals).

42% of eligible children attended the HAF programme from Middlesbrough, against a DfE target of 20%, a significant increase from Summer 2022, demonstrating the strength and momentum of the programme. The HAF programme also offered an additional 1,380 places across the summer holiday period for those children and young people not in receipt of free school meals, funded through the Household Support Fund, with most places taken up. The programme has also developed a quality assurance model that involves quality assurance visits on each provision that include Young Inspectors as part of the process, further building skills, expertise and confidence.

HDRC

The work of Middlesbrough Council and Redcar & Cleveland Borough Council fundamentally impacts on the wider determinants of health, but there is a lack of useful evidence around what can influence these drivers and how to change them. Therefore, it is essential that both Local Authorities are supported to become create research findings and use evidence better in decision making. Such research requires an infrastructure that is within and owned by both organisations, mirroring the culture of research that has taken decades to develop in the NHS.

The National Institute for Health and Care Research is investing new funding in a number of Health Determinants Research Collaborations (HDRCs) to embed a culture of evidence-based decision-making within Local Government. In 2022, Middlesbrough Council submitted a bid to host a HDRC with Redcar & Cleveland Borough Council, Teesside University and other local partners, which was funded and is worth £5.25 million over six years.

The HDRC in South Tees will establish the foundations for research, allowing Local Authority Officers to collaborate with academic colleagues and other partners to secure additional external funding to do actual research and improve the use of evidence in local decision making. Overall the vision of the HDRC is that South Tees to become an international beacon for research and innovation in tackling poor health outcomes and inequalities.

To deliver this, there are a number of aims:

Aim 1: To build capacity and capability across both Councils to actively (and routinely) participate, use and develop research to inform innovation in practice and deliver real and sustainable impacts to population health

Aim 2: To increase the amount of research investment in South Tees in relation to determinants of health

Aim 3: To harness the anchor potential of key research contributors to build inclusive and sustainable economies.

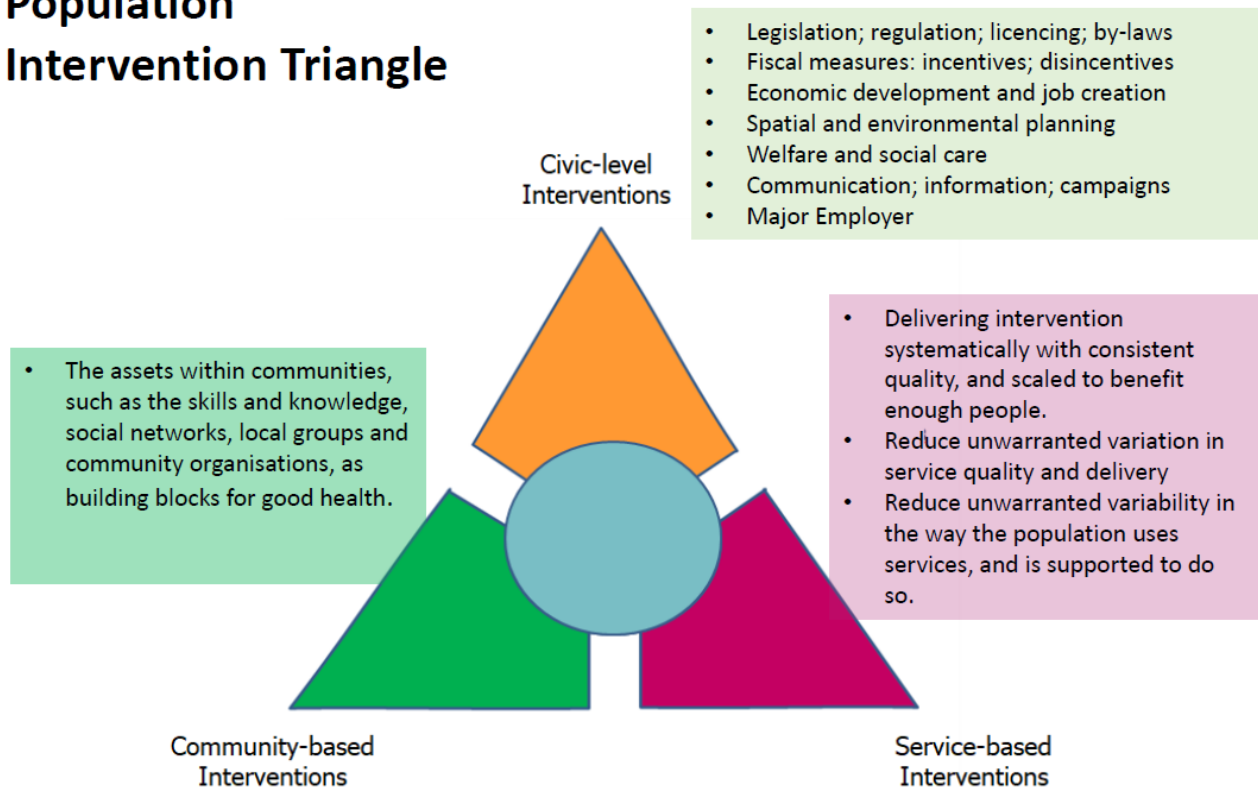
The work will be led by a team with varied skills and backgrounds including experts in research governance, organisational change and public involvement. During the first year of operation, the HDRC in South Tees has secured additional external grants to fund research on issues such as health and work, supporting the wellbeing of children and investigating the issues faced by local coastal communities.

As the HDRC matures, the work will expand to consider the wider research ecosystem including supporting the wider bid partners such as Housing Associations, the Police and voluntary sector organisations.

5. Three Levels of Intervention across the life-course

The three levels of intervention perspective in the Programme Framework is based on the [Population Intervention Triangle](#) - a joined-up approach that treats the place, and not just individual problems or issues. The population intervention triangle (PIT) was developed to describe how the main components of intervention capable of producing measurable population level change relate to each other.

Population Intervention Triangle



5.1 Civic Level

Councils are critical leaders in place-based action as they are well equipped to act on a range of drivers of health inequalities – and this is part of the rationale for placing Public Health in local authorities in 2013.

Tools available to local authorities, in addition to statutory Public Health responsibilities, to improve wellbeing and reduce health inequalities include policy and strategy development and review; legislation (including regulation and licencing); economic development and job creation; spatial and environmental planning; community safety.

The key elements to establish a health in all policies approach are described in section 3.1 and section 5.1.1.

5.1.1 Whole Council Action

- Coordinating the response of Public Health and the council when looking at documents and workstreams like the Local Plan, ensuring evidence, insight and intelligence informs policy development and decision making.
- Incorporate a Health in All Policies approach through embedding Health Inequality Impact Assessment in all key policies and decision-making processes to ensure consideration a policy, strategy or service plan may have on the health of a population.

5.1.2 Development of a Tees Valley Anchor Network

Anchor Institutions are large organisations that are unlikely to relocate and have a significant stake in a geographical area. Anchors have sizable assets that can be used to support local community wealth building and development, through procurement and spending power, workforce and training, and assets such as buildings and land. Anchors have a mission to advance the welfare of the populations they serve. They tend to receive (or are significant stewards of) public resources, and often have a responsibility to meet certain standards on impact of value.

In addition to boosting economic growth and supporting a healthy population, Anchor Institutions in the local system have the potential to create the conditions needed to help tackle inequalities. A Centre for Progressive Policy analysis shows that the health and care sector accounts for a larger share of local area output in deprived places, so its role in terms of employment and procurement will be particularly important in economically disadvantaged areas like Middlesbrough and Redcar & Cleveland.

Through their size and scale Anchor Institutions can positively contribute to local areas in many ways beyond delivery of the services and functions that they provide – they can influence the health and wellbeing of communities and impact the wider social, economic, and environmental factors that create health and wellbeing. Anchor Institutions can make a difference to local people by:

- Using commissioning and procurement processes purposefully to purchase more locally and for social benefit (for example by supporting the development of social enterprises).
- Widening access to good quality work (the health and care sector is the largest employer in the Tees Valley and broadening access to ensure all communities are aware of and can access opportunities).
- Working more closely with local partners – for example working with Teesside University in the delivery of their Access and Participation Plans (aiming to broaden inclusive access to the University) by providing work experience and ultimately good quality employment.
- Using buildings and spaces to support communities.
- Reducing environmental impact.

The purpose of a Tees Valley Anchor network would be to bring together Anchor Institutions across the Tees Valley to maximise their impact in enabling sustainable, prosperous, and healthy communities, through a collective approach of all member organisations:

- Learning from best practice and designing shared solutions together.
- Delivering collaborative projects through shared resources and a common approach; and
- Understanding and measuring success in achieving common goals by sharing information.

Milestones

Description	Rationale	Start	End
Establish baseline anchor activity across public sector anchor institutions	<ul style="list-style-type: none"> ▪ The network is about sharing and learning best practice, the baseline questionnaire will help to identify good practice locally 	Nov 2023	Jan 2024
Establish a Tees Valley Anchor Network	<ul style="list-style-type: none"> ▪ See above 	Jan 2024	Mar 2024

5.2 Community Level

Communities have a vital contribution to make to health and wellbeing. Community life, social connections, supportive relationships and having a voice in local decisions are all factors that underpin good health. However, structural inequalities persist and too many people experience the effects of social exclusion or lack social support.

5.2.1 Working with the local VCS

LocalMotion is a collaboration of six funders who aim to support the facilitation of systemic, positive change in six locations in England facing economic, environmental, or social challenges (many of which have now been exacerbated by Covid). LocalMotion aims work together with the local VCS and communities to find collective solutions to local social, environmental, and economic challenges through local cross-sector collaboration with the community, civil society, public bodies, businesses, and funders.

The aspirations developed by the LocalMotion core group for Middlesbrough is to create a system that is driven by the communities it serves – redistributing power and ensuring the needs of all the community are aligned, with the flexibility to be brave and agile to respond to the voices of the community. This is consistent with the Mayor’s aspirations for Community Wealth Building and also includes a commitment to develop a Poverty Truth Commission to ensure that local decision making, and policy development is informed by local people with experience of living with less in Middlesbrough and the role of the Council and partners in improving prospects and experiences of people living in poverty in Middlesbrough.

Public Health South Tees will continue to play an active part in the work of LocalMotion and ensure that community insights generated inform all our Programmes.

5.2.2 Approach to Community Development

Whilst Public Health South Tees have experience in many approaches and elements to community development, those articulated in the family of community-centred approaches developed by PHE (2015), that details some of the practical, evidence-based options that can be used to improve community health and wellbeing, the current contribution to community development is under-developed.

We will develop a much clearer Public Health approach to community development that recognises the different models in place in each Council area.

Description	Rationale	Start	End
We will develop a clear vision for the contribution of Public Health South Tees to Community Development	<ul style="list-style-type: none"> ▪ The amplification and development of social capital is critical to the aspiration to encourage and enable communities to be more self sufficient ▪ The Anchor Network (see 5.1.2) should be connected to and informed by communities ▪ Need to better understand and articulate the PH contribution to community wealth building ▪ Understand how we can build lived experience and shared decision-making into our processes 	Oct 2023	March 2024

Description	Rationale	Start	End
We will better understand & develop our expertise and connections to communities	<ul style="list-style-type: none"> ▪ The expertise in PH is not all known or in the right place to inform our approach to Community Development ▪ PH have many touch points in communities, from Community Champions to YGT and HAF but we don't systematically develop our insight from those touch points ▪ We need to understand what knowledge, skills & attributes exist elsewhere (for example in the VCS) and what our relationship is to them 	Nov 2023	March 2024
Develop a Community Capacity Building Strategy (with ECS), that articulates our approach to building social capital and community wealth building	<ul style="list-style-type: none"> ▪ We need to develop our common purpose and understand the enablers and barriers 	Jan 2024	April 2024

5.2.3 Arts and Health – Creative Health

Creative Health can be defined as **creating the conditions and opportunities for arts, creativity and culture to be embedded in the delivery of Public Health.**

The World Health Organisation and the All Parliamentary Party Group on Arts, Health and WellBeing Report have gathered evidence to show that:

- The arts can help keep us well, aid our recovery and support longer lives better lived.
- The arts can help meet major challenges facing health and social care; ageing, long term conditions, loneliness and mental health.
- The arts can help save money in the health service and social care.

We know how important making connections, sense of purpose and sense of achievement are to wellbeing – and there is already excellent Creative Health work that is being delivered in Middlesbrough and Redcar & Cleveland engagement that has demonstrated the impact of this engagement on health and wellbeing. The creative process itself is as important as what is created and can (amongst other things) help seldom heard groups articulate their issues and aspirations in much more powerful ways.

Public Health South Tees is committed to embedding and supporting the development of Creative Health approaches in the delivery of Public Health. We understand that Creative Health can be used successfully in prevention, treatment and management of conditions across the life course. We will continue to drive forward new approaches to deliver health outcomes and Creative Health is a key part of delivering against our programme approach. Work has started on the creation of a South Tees Creative Health Strategy that will cover the period of 2023-28. The strategy is being developed in the context of the emerging South Tees Health and Wellbeing Strategy. To ensure that Creative Health is valued as a key driver in tackling health inequalities it will also be integrated within the main Strategy. Some emerging priority aims are:

- Embed creative facilitators in the Public Health team to develop new approaches to engagement.
- Work with the National Centre for Creative Health on developing a Creative Health strand of work across South Tees.

- Build capacity within the sector by supporting creative health facilitators with funded training and opportunities to meet the needs, ensuring diversity and inclusion.
- Support the VCS, Creative and Health sector to come together for quarterly creative Forums to develop partnerships.
- Work collaboratively to develop new ways of commissioning and procuring services.
- Set up a small grants fund for culture organisations to work with the VCS on delivering social prescribing/creative health programmes.
- Develop an ongoing creative programme to support the Health & Well Being Missions (based on learning from the pilot programme evaluations.)

Milestones

Description	Rationale	Start	End
Produce and implement a Creative Health Strategy for the South Tees	Pilot work undertaken over the last couple of years both locally and nationally has demonstrated the impact that this work can have on people lives. Evidence shows that there is real impacts across	Sep 23	July 24
Secure funding to create and embed a Creative Health Advanced Practitioner role within Public Health	There is a need to have at least one full time post that can drive forward the work.	Jan 24	May 24
Establish Quarterly Creative Health forums	There is a need to strengthen connections between health and the creative sector. To share knowledge and build confidence in what the sector can deliver for health and Social Care. This will also present a platform to co create and develop future programmes	Jan 24	Jan 27
Work collaboratively with internal Culture departments to integrate and support Health outcomes within their service offer.	The council operate a number of cultural assets and programmes that can deliver programmes that deliver health outcomes	Jan 24	Jan 27

5.2.4 Whole Council Action

Environment and Community Services

- Work jointly with Public Health to produce a **Community Capacity Building Strategy**, that includes our approach to building social capital and community wealth building, and support the implementation of the Strategy.
- Ensure place-based action plans have a Public Health focus jointly developed with Public Health to meet the needs of the community and reduce inequalities.
- Support Public Health to build local community insight which will support the delivery and targeting of services.
- Working with community organisations and stakeholders to increase awareness of positive breastfeeding messages and ensure all community venues that ECS work with are signed up to the Welcome to Breastfeed – South Tees programme.
- Support the identification of Community Health Champions and the distribution of key Public Health messages into communities.

- Further enhance the multi-agency approaches (outreach, harm minimisation, etc.) that operate within our communities, such as front-line staff attending training to enable them to provide advice and support to substance misusers (including issuing of naloxone if required).

5.3 Service Level

Action to improve the impact of the services provided from Public Health are described in section 3 in the details of the five Programmes.

In addition, we will ensure that all service reviews and new services are provided or commissioned consistent with the emerging Community Wealth Building policy and the Anchor approaches detailed in section 5.1.2, building on the experience using this approach through both the YGT and Holiday Activities Fund programmes.

6. Appendices

6.1 Appendix 1: Programme Milestones

Framework Area	Description	Rationale	Start	End
Five Programmes				
Building Healthy Environments	Establish a South Tees Healthy Weight Alliance using a common purpose approach building on the approach of YGT Exchange to engage a broad spectrum of partners in tackling excess weight across South Tees.	<ul style="list-style-type: none"> Key partnership driving the agenda forward. Provide assurance / governance re: adoption of commitment of HWD and embed the 16 core commitments 	Oct 2023	Mar 2024
	Implementation of Healthy Weight Declaration 16 core commitments across South Tees based on: <ul style="list-style-type: none"> Strategic/system leadership Commercial determinants Health promoting infrastructure/environment Organisational change/cultural shift Monitoring and evaluating 	<ul style="list-style-type: none"> Implementing whole system approach to healthy weight Ensuring commitment from all departments to embed HWD throughout LA's Ensuring commitment from all departments to embed HWD throughout LA's 	Jul 2023	Mar 2026
	Embedding Breastfeeding Boroughs	<ul style="list-style-type: none"> Prevention ill-health and reducing childhood obesity Increase breastfeeding initiation and continuation rates reducing inequalities Normalising breastfeeding 	Jul 2023	Mar 2025
	Embed a health in all policies approach in planning and transport planning decision making	<ul style="list-style-type: none"> Health in all policies and considered as part of decision making process Integration and collaborative working between You've Got This, Public Health, Planning and Transport planning 	Sep 2023	Sep 2025
	Progress and achieve Sustainable Food Places status across South Tees as part of a systems approach to creating a healthy food environment	<ul style="list-style-type: none"> Tackling food poverty as a wider determinant Increasing access to healthy and sustainable food 	Sep 2023	Mar 2026

Framework Area	Description	Rationale	Start	End
	Working with schools to achieve a whole school approach to embedding school food standards and increasing and embedding physical activity opportunities	<ul style="list-style-type: none"> Tackling food poverty as a wider determinant Increasing access to healthy food Increasing access to physical activity Income generation for schools linked to pupil premium Increase eligibility to access HAF ensuring equitable access Reducing stigma Reducing inequalities 	Mar 2023	Mar 2026
	Support the development of a strategic approach to green space enhancement and management to create healthier spaces across South Tees	<ul style="list-style-type: none"> Cross council working Build wider partnerships Improved access to green and open space 	Aug 2023	Mar 2026
	Improving the quality and expanding the offer of HAF programme	<ul style="list-style-type: none"> Maximising uptake Proportionate universalism uptake 	Jul 2023	Dec 2024
	Securing additional funding and developing sustainability plans for HAF	<ul style="list-style-type: none"> Tackling food poverty as a wider determinant Increasing access to healthy food Increasing access to physical activity 	Jul 2023	Dec 2024
	Develop and implement a robust sustainability plan for the role of You've Got This in South Tees (Sport England's 'Deepening' agenda)	<ul style="list-style-type: none"> Implementing whole system approach to physical activity 	Sep 2023	Sep 2025
	Develop and implement You've Got This core team role in Sport England's widening agenda across Tees Valley	<ul style="list-style-type: none"> Implementing whole system approach to physical activity 	Sep 2023	Sep 2025
Health Protection	Develop a 2-year Health Protection Plan encompassing the recommendations Health Protection Assurance report with annual reviews via the Health Protection Assurance Partnership (HPAP)	<ul style="list-style-type: none"> Having a health protection plan for South Tees is crucial because it outlines strategies to safeguard communities from various health risks including infectious diseases, environmental 	Nov 2023	March 2024

Framework Area	Description	Rationale	Start	End
		hazards, and emergencies.		
	Following consultation, launch and implement the South Tees Clean Air Strategy .	<ul style="list-style-type: none"> To improve air quality (a wider determinant of health) across South Tees 	Aug 2023	Aug 2024
	Develop a Severe Weather Plan for South Tees this will replace the cold weather plan and heat health plan, and will include storms, in line with the new plan for England.	<ul style="list-style-type: none"> To reduce the number of excess winter deaths experienced locally, Middlesbrough has a particularly high rate. 	Nov 2023	Feb 2024
	Refresh the Local Outbreak Management plan	<ul style="list-style-type: none"> It supports early detection, preparedness, response and mitigation. 	Jan 2024	March 2024
	Establish a board to oversee the implementation of the recommendations from the sexual health review and strengthen the current collaborative arrangements across Teesside	<ul style="list-style-type: none"> To improve current service delivery and develop future plans which focus on the redesign of a modernised sexual health system across Teesside 	Oct 2023	Jan 2024
	Develop a new service model for sexual health services which meets the needs of the local population as identified via: <ul style="list-style-type: none"> Health needs assessment Stakeholder and public information Health Equity Audit 	<ul style="list-style-type: none"> To improve LARC, condom use and STI screening to reduce the transmission of sexually transmitted infections (in particular gonorrhoea and syphilis) and unintended pregnancies. 	Nov 2023	July 2024
	Develop and implement the communicable disease and immunisation element of HealthStart.	<ul style="list-style-type: none"> To address low immunisation uptake rates and prevent ill health and outbreaks 	Sep 2023	Jul 2024
	Implement the annual workforce development plan for wider council and key partners	<ul style="list-style-type: none"> Increase community resilience across the system Increase health protection capacity across the system 	Jan 2024	March 2025
	Develop a community capacity strategy to be implemented across South Tees (encompassing MECC) with the aim of strengthening	<ul style="list-style-type: none"> To empower local residents to take ownership of their health by providing them with the 	Nov 2023	Sep 2025

Framework Area	Description	Rationale	Start	End
	communities abilities to identify and address their health and wellbeing needs	<p>knowledge, skills and resources to make informed decisions.</p> <ul style="list-style-type: none"> Using an asset-based approach to improve access to services such as immunisation and screening, with a focus on inclusion health groups 		
	Develop a South Tees Immunisation Strategy with clearly defined actions to improve uptake across the life course, covering local approaches already in existence and encompassing learning from behavioural insights work	<ul style="list-style-type: none"> Vaccinations play a critical role in public health by prevention the spread of infectious diseases, reducing the severity of illness and even eradicating certain diseases (cervical cancer). The strategy will outline the local plan to address low immunisation uptake rates and the local variation in rates to improve the wellbeing of the population and reduce health inequalities. 	Jan 2024	March 2024
	Evaluate local approached to increase immunisation uptake outlined in the strategy	<ul style="list-style-type: none"> South Tees has lower that national/regional uptake for the majority of vaccinations with large areas of variation between wards 	Sept 2025	March 2026
	Support NHS England aspirations on water fluoridation to reduce the impact of tooth decay and improve the oral health of South Tees.	<ul style="list-style-type: none"> Tooth decay is the most common disease affecting children and young people in England, yet it is largely preventable. At a population level, it is the most effective way of reducing inequalities, as it ensures that people in the most deprived areas receive fluoridated water. 	Oct 2023	Jan 2026

Framework Area	Description	Rationale	Start	End
Preventing Ill Health	Establishment of a South Tees Ill Health Prevention Board	<ul style="list-style-type: none"> Provides assurance to the HWB that plans are in place to improve population health, addressing inequality and local health challenges 	October 2023	March 2024
	Development of an ill health prevention programme action plan	<ul style="list-style-type: none"> Develop a multiagency action plan to monitor and measure progress on activity and outcomes across system 	Dec 2023	March 2024
	Delivery of a robust primary prevention offer across Public Health South Tees	<ul style="list-style-type: none"> Raise awareness of health issues through robust timely communication plan utilising local, regional and national campaigns/resources Dissemination across partner organisations 	Jan 2024	Dec 2024
	Improved uptake of screening programmes focusing on inequalities	<ul style="list-style-type: none"> Use HEA – breast, bowel, cervical screening, Healthy Heart Checks & apply behavioural insights to target and increase uptake 	Oct 2023	March 2026
	Completion of Health Equity Audit across stop smoking service to review and improve current provision	<ul style="list-style-type: none"> Utilise findings of HEA to Improve effectiveness of the stop smoking service delivery to ensure services are targeted at health inclusion groups and deprivation. increase referrals rates for people with Serious Mental Illness (SMI) Targeted intervention social housing to increase referral rate 	January 2024	Sept 2024
	Improved uptake of prevention services delivered in primary and secondary care	<ul style="list-style-type: none"> Improved partnership working/building capacity of prevention programmes with 	Oct 2023	March 2026

Framework Area	Description	Rationale	Start	End
		<p>primary care to prevent and detect CVD and Type 2 Diabetes</p> <ul style="list-style-type: none"> Pilot new innovations in partnership with primary care/secondary care/LA to reduce risk factors associated with respiratory conditions, LTC – i.e Fuel on prescription. 		
	Established health on the high street offer providing care closer to home	<ul style="list-style-type: none"> Improved access, services closer to home. Economic growth, partner collaboration 	Nov 2023	March 2026
	Completion of Healthy Child Programme review	<ul style="list-style-type: none"> Improve effectiveness of the healthy child programme across South Tees 	Jan 2023	March 2024
	Reduction of risk-taking behaviours including smoking, excessive alcohol, weight in the family environment through early identification and referral	<ul style="list-style-type: none"> Work closely with family hubs to train staff in very brief intervention for smoking, alcohol and weigh ensuring seamless referral to prevention services. 	Jan 2024	March 2026
	Improved partnership working with social care ensuring prevention is embedded within health and social care plans	<ul style="list-style-type: none"> Ensure public health is represented at key integration meetings to ensure Health & Social care plans are addressing prevention / inequalities (eg. Better Care Fund) 	Nov 2023	March 2025
	Embed the Health Inequalities FT Toolkit and Health Inequalities Impact Assessment in the work of the FT and PCNs	<ul style="list-style-type: none"> Support STFT to implement an approach to tackling health inequalities in secondary care 	Nov 2023	March 2024
	Develop a Prevention/Inequalities Strategy with South Tees NHS Trust	<ul style="list-style-type: none"> Assurance and commitment NHS action on prevention – provides clear direction which sets out how the local Trust will improve 	Oct 2024	March 2024

Framework Area	Description	Rationale	Start	End
		health and reduce inequalities		
	Ensure prevention is embedded throughout the development of the Age Well Strategy	<ul style="list-style-type: none"> The Age Friendly Steering group is leading forward the development of the Age Well Strategy and action plan aimed to improve quality of life for older people 	Jan 2024	October 2024
Reducing Vulnerability at a population level	Develop and implement an inpatient detoxification (IPD) facility in South Tees	<ul style="list-style-type: none"> Utilising the ringfenced IPD grant from OHID, pooled across 9 NE regional LAs, we aim to develop and launch a local IPD in Brotton. This will ensure that patients from the region do not have to go to the North West or further afield. 	Apr 2022	Sep 2024
	Increase the number of residential rehabilitation (RR) bedspaces within South Tees	<ul style="list-style-type: none"> In order to meet OHID targets associated with the enhanced funding, we need to increase the number of people engaged within our treatment and recovery services accessing RR each year. This would not be affordable via the traditional out of area, ASC-funded route, therefore, local capacity needs to be increased. 	Apr 2022	Sep 2024
	Improved service delivery bases across South Tees Substance Misuse services	<ul style="list-style-type: none"> To ensure accessibility across the boroughs and facilities that are fit for purpose, investment and/or new buildings are required. This will give people more choice in terms of 	Apr 2022	Mar 2025

Framework Area	Description	Rationale	Start	End
		how they access services and should ensure improved coverage across more of our local communities.		
	Fully implement and further develop the Cleveland Joint Combatting Drugs Unit (JCDU) Partnership to deliver a co-ordinated approach	<ul style="list-style-type: none"> To fulfil the statutory requirement to have a local JCDU Partnership and enable greater collaboration and benefits across a broader geographical system. 	Jan 2023	Sep 2024
	Develop and implement South Tees approach to appropriate housing for inclusion health groups and ensure this is reflected in the Supported Housing Strategy	<ul style="list-style-type: none"> To increase the number of accommodation options for people affected by multiple vulnerability issues (ST Changing Futures cohort) and the accompanying support package to ensure they can maintain their tenancy/property. 	Apr 2023	Mar 2025
	Utilise the learning from the first two years of the Reducing Health Inequalities workstream to improve access to healthcare and wider support for inclusion health groups, including migrants	<ul style="list-style-type: none"> Tackling health inequalities for inclusion health groups, including migrants, requires a comprehensive, system-wide approach. A multi-agency strategic plan should ensure that key partners work collaboratively to continue the improved delivery, including more joined up keyworker approaches and clear pathways between services to enable accessibility and timely support. 	Apr 2023	Mar 2025

Framework Area	Description	Rationale	Start	End
	Utilise the data gathered by the new North East wide Reducing Gambling Harms workstream to develop a new prevention and support approach	<ul style="list-style-type: none"> The new staff and researchers attached to this workstream will gather a range of information to increase our understanding of the prevalence and unmet needs related to gambling in the region. We will utilise this and work with people with lived experience and other experts to develop an action plan. 	Sep 2023	Mar 2025
	Carry out a review of the various programmes within inclusion health during 24/25 and ensure sustainability plans are developed for 25/26 onwards	<ul style="list-style-type: none"> Funding is currently guaranteed until 31/3/25, therefore, there is uncertainty as to what our budgets will be beyond that. Reviews and forward planning will be required, covering multiple scenarios, in order to continue the positive work. 	Jan 2024	Mar 2025
Promoting positive mental health and emotional resilience	To review and make a forward plan for the HeadStart team post August 2024	<ul style="list-style-type: none"> Programme has been adopted in Middlesbrough since 2013 and R&C since 2019. Funding and model to be reviewed. 	Aug 2023	Apr 2024
	Review the South Tees Wellbeing Network (STWBN) and identify areas for growth	<ul style="list-style-type: none"> The Wellbeing Network has huge potential as a “network of networks” to support community capacity building approaches 	Aug 2023	Mar 2024
	Refresh Tees Suicide Prevention Strategy following release of new National Strategy	<ul style="list-style-type: none"> To inform local suicide prevention action plan 	Oct 2023	Jan 2024
	Develop a comms plan to promote the Tees Suicide	<ul style="list-style-type: none"> Launch the national strategy, showcase local action and build 	Nov 2023	Jan 2024

Framework Area	Description	Rationale	Start	End
	Prevention implementation programme	community awareness		
	Measure impact and use of MECC and if this can be used more widely	<ul style="list-style-type: none"> Impact of MECC and wider adoption 	Dec 2023	Apr 2024
	Determine and implement sustainable model for 'Every ManCan'	<ul style="list-style-type: none"> Future arrangements for EveryManCan programme 	September 2023	March 2024
	Map national policy on Social Prescribing and assess for impact and continued delivery	<ul style="list-style-type: none"> Monitoring of PCN DES, ICB plan, NHS Forward Plan to ensure our delivery maps all national and regional trajectory 	Mar 2024	Jun 2024
	Increase capacity within the voluntary and community sector to deliver inclusive and accessible community activities	<ul style="list-style-type: none"> To support Dementia Friendly Communities Programme 	Mar 2023	Mar 2025
	Introduce Dementia Friendly Care Home Self-Assessment Tool across all South Tees Care Homes	<ul style="list-style-type: none"> To support Dementia Friendly Communities Programme 	Mar 2023	Mar 2024
<ul style="list-style-type: none"> Four Core Approaches 				
Determined focus on the Best Start In Life	Develop and deliver a pilot model for prevention of ill health in schools (Health Start)	<ul style="list-style-type: none"> To ensure that children in South Tees are supported with their health in school 	Feb 2024	Feb 2025
	Develop and embed sustainability for the Start for Life Family Hubs programme can be sustained post funding.	<ul style="list-style-type: none"> Work together to identify how successful elements for the Start for Life Hubs programme can be sustained post funding. 	January 2024	April 2025
	Develop and establish collaborative partnership delivery model for the Middlesbrough 0-19 Healthy Child Programme Service	<ul style="list-style-type: none"> There is a need to develop a seamless offer to engage better and support children and families in Middlesbrough 	April 2024	March 2026
	Embed community and voluntary sector participation into core BSIL work.	<ul style="list-style-type: none"> Community and voluntary sector can offer lots to the 	April 2024	March 2026

Framework Area	Description	Rationale	Start	End
		communities they are in. We need to harness it.		
	Develop the cultural offer for families, including play and reading opportunities.	<ul style="list-style-type: none"> Cultural enrichment has clear health benefits for children and families. 	Sept 2023	Sept 2025
	Secure sustained engagement from Middlesbrough Council Children's Services to support the development of improved children's structures	<ul style="list-style-type: none"> Middlesbrough Council Children's Services to support the Best Start in Life Programme Board to look at growing the prevention agenda. 	Jan 2024	June 2025
Better Use of Intelligence to Inform Decision Making	Recruit, induct and embed public members to the Community Based Research Programme to represent the voice of the public as well as becoming researchers in their own right.	<ul style="list-style-type: none"> Involving the public in research improves the quality and relevance of the work, as well as serving broader democratic principles such as citizenship, accountability and transparency. 	October 2024	December 2024
	Embed research planning into annual Directorate planning processes.	<ul style="list-style-type: none"> Embedding the use and creation of evidence in the work of the Directorates is at the core of the HDRC concept, enabling culture change, capacity building, continual improvement and sustainability. 	October 2023	January 2025
	Implementation of a HDRC People Strategy.	<ul style="list-style-type: none"> Developing and enabling research capacity in Local Authority staff is a critical element of the HDRC culture change programme of work. 	October 2023	January 2025
	Develop a co-produced political engagement and development plan for Cabinet/Executive Members and Councillors.	<ul style="list-style-type: none"> Engaging and supporting the development of Councillors will be 	April 2024	September 2024

Framework Area	Description	Rationale	Start	End
		key to the long term success of the HDRC.		
	Explore what governance structures and processes are required for the HDRC and create a plan to implement these.	<ul style="list-style-type: none"> Research activity demands infrastructure within and owned by Local Government, mirroring the culture of research that has taken many years to develop in the NHS. 	January 2024	December 2024
	Developing public health intelligence capacity across the wider workforce	<ul style="list-style-type: none"> Building capacity of public health intelligence across the workforce through increasing skills, knowledge and experience of using intelligence functions Better incorporate health intelligence into the team and provide necessary training and help to upskill staff. 	January 2024	January 2025
	Evaluate processes for the production and review of needs assessments	<ul style="list-style-type: none"> Evaluate the process of the development of the JSNA Develop a review timetable and process going forward for the development of needs assessments 	March 2024	September 2024
	Implement a new service performance monitoring framework	<ul style="list-style-type: none"> The introduction of a performance scorecard and performance clinics to enable public health to monitor service delivery 	January 2024	April 2024
	Utilise local intelligence and public health tools to ensure services are targeted at need	<ul style="list-style-type: none"> Development of evaluation tools to support the measure of service effectiveness and reach. Develop workplans to better understand inequalities, 	March 2024	March 2025

Framework Area	Description	Rationale	Start	End
		<p>population segmentation, population health management and modelling/forecasting</p> <ul style="list-style-type: none"> Develop locality data 		
	Improved data access	<ul style="list-style-type: none"> Access to essential and recommended datasets via OHID and NHS Digital as well as access to analytical tools and software Ensure that we have the right data sharing agreements in place 	January 2024	June 2024
	Strengthen intelligence networks	<ul style="list-style-type: none"> Further develop relationships with key partners across ICB, NECS, South Tees Trust, LPC alongside Teesside University and key VCS organisations Improve use of evidence – linking with Teesside University on research projects, keeping track of emerging public health evidence and better engagement with communities 	January 2024	March 2026
	Develop a Performance Framework to monitor impact of the implementation of the strategy	<ul style="list-style-type: none"> Provide assurance over the largest areas of investment, cross partnership working and the wider impact on residents of the delivery against key Programme milestones Improve the way in which we can respond to performance issues in a systematic way and monitor and assure impact. 	Sept '23	Mar '24

Framework Area	Description	Rationale	Start	End
<ul style="list-style-type: none"> Three Levels of Intervention across the life-course 				
Civic Level	Establish baseline anchor activity across public sector anchor institutions	<ul style="list-style-type: none"> The network is about sharing and learning best practice, the baseline questionnaire will help to identify good practice locally 	Nov 2023	Jan 2024
Community Level	Establish a Tees Valley Anchor Network	<ul style="list-style-type: none"> See above 	Jan 2024	Mar 2024
	We will develop a clear vision for the contribution of Public Health South Tees to Community Development	<ul style="list-style-type: none"> The amplification and development of social capital is critical to the aspiration to encourage and enable communities to be more self sufficient The Anchor Network (see 5.1.2) should be connected to and informed by communities Need to better understand and articulate the PH contribution to community wealth building Understand how we can build lived experience and shared decision-making into our processes 	Oct 2023	March 2024
	We will better understand & develop our expertise and connections to communities	<ul style="list-style-type: none"> The expertise in PH is not all known or in the right place to inform our approach to Community Development PH have many touch points in communities, from Community Champions to YGT and HAF but we don't systematically develop our insight 	Nov 2023	March 2024

Framework Area	Description	Rationale	Start	End
		<p>from those touch points;</p> <ul style="list-style-type: none"> We need to understand what knowledge, skills & attributes exist elsewhere (for example in the VCS) and what our relationship is to them 		
	Develop a Community Capacity Building Strategy (with ECS), that articulates our approach to building social capital and community wealth building	<ul style="list-style-type: none"> We need to develop our common purpose and understand the enablers and barriers 	Jan 2024	April 2024
	Produce and implement a Creative Health Strategy for the South Tees	<ul style="list-style-type: none"> Pilot work undertaken over the last couple of years both locally and nationally has demonstrated the impact that this work can have on people lives. Evidence shows that there is real impacts across 	Sep 23	July 24
	Secure funding to create and embed a Creative Health Advanced Practitioner role within Public Health	<ul style="list-style-type: none"> There is a need to have at least one full time post that can drive forward the work. 	Jan 24	May 24
	Establish Quarterly Creative Health forums	<ul style="list-style-type: none"> There is a need to strengthen connections between health and the creative sector. To share knowledge and build confidence in what the sector can deliver for health and Social Care. This will also present a platform to co create and develop future programmes 	Jan 24	Jan 27
	Work collaboratively with internal Culture departments to integrate and support Health	<ul style="list-style-type: none"> The council operate a number of cultural assets and programmes that can 	Jan 24	Jan 27

Framework Area	Description	Rationale	Start	End
	outcomes within their service offer.	deliver programmes that deliver health outcomes		

6.2 Appendix 2: Healthy Weight Declaration Commitments

The declaration includes sixteen standard commitments with the opportunity for local authorities to add local commitments relevant to our needs and aspirations. The standards have been developed through consultation with an expert stakeholder group and are based on robust evidence.

The commitments are:

Strategic/system leadership

1. Implement the HWD as part of a long-term, 'systems-wide approach' to obesity.
2. Advocate plans that promote a preventative approach to encouraging a healthier weight with local partners, identified as part of a 'place-based system'.
3. Support action at national level to help local authorities promote healthy weight and reduce health inequalities in our communities.
4. Invest in the health literacy of local citizens to make informed healthier choices; ensuring clear and comprehensive healthy eating and physical activity messages are consistent with Government guidelines.
5. Local authorities who have completed adoption of the HWD are encouraged to review and strengthen the initial action plans they have developed by consulting Public Health England's, Whole Systems Approach to Obesity, including its tools, techniques and materials.

Commercial determinants

6. Engage with the local food and drink sector where appropriate to consider responsible retailing such as, offering and promoting healthier food and drink options, and reformulating and reducing the portion sizes of high fat, sugar and salt products.
7. Consider how commercial partnerships with the food and drink industry may impact on the messages communicated around healthy weight to our local communities.
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.

Health Promoting Infrastructures/Environments

9. Consider supplementary guidance for hot food takeaways, specifically in areas around schools, parks and where access to healthier alternatives are limited.
10. Review how strategies, plans and infrastructures for regeneration and town planning positively impact on physical activity, active travel, the food environment and food security.
11. Where Climate Emergency Declarations are in place, consider how the HWD can support carbon reduction plans and strategies, address land use policy, transport policy, circular economy waste policies, food procurement, air quality etc.

Organisational Change/Cultural Shift

12. Review contracts and provision at public events, in all public buildings, facilities and 'via' providers to make healthier foods and drinks more available, convenient and affordable and limit access to high-calorie, low-nutrient foods and drinks.
13. Increase public access to fresh drinking water on local authority controlled sites; and encouraging re-useable bottle refills.

14. Develop an organisational approach to enable and promote active travel for staff, patients & visitors, whilst providing staff with opportunities to be physically active where possible.
15. Promote the health and well-being of local authority staff by creating a culture and ethos that promotes understanding of healthy weight, supporting staff to eat well and move more.

Monitoring and Evaluation

16. Monitor the progress of our action plan against the commitments, report on and publish the results annually.

6.3 Appendix 3: Relationship Mapping to Programme – Key External Partners

Due to the complexity and scope of the Public Health agenda, the only realistic prospect of tackling the issues is in partnership across the local system. In order to achieve this, we need to further develop purposeful relationships with key partners.

The key relationships by programme is detailed below:

	Healthy Environments	Protecting Health	Preventing Ill Health	Reducing vulnerability	Mental health	BSiL
External						
Middlesbrough Environment City	✓					
Everyone Active	✓					
Beyond Housing, Thirteen, Home Group and other housing providers	✓			✓	✓	
Groundwork	✓					
MFC Foundation	✓					
Teesside University	✓			✓	✓	
Borderlands	✓					
UK Health Security Agency (UKHSA)		✓	✓			
NHS England Office of Health Improvement & Disparities (OHID)	✓	✓	✓	✓	✓	✓
North East and North Cumbria Integrated Commissioning Board (ICB),	✓	✓	✓	✓	✓	✓
ICB South	✓	✓	✓	✓	✓	✓
South Tees Hospitals NHS Foundation Trust	✓	✓	✓	✓	✓	✓
Tees, Eske & Wear Valley NHS Foundation Trust	✓		✓	✓	✓	✓
North East Ambulance Service				✓		
Primary Care Networks and GP Federations	✓	✓	✓			✓
Community Pharmacies	✓	✓	✓			
Tees Valley Sport	✓					
School Sport Partnership	✓					
NUR Fitness	✓					
Voluntary Development Agencies (RCVDA and MVDA)	✓	✓	✓	✓	✓	✓
VCS	✓	✓	✓	✓		✓
Tees Valley Wildlife Trust	✓					
Community Groups	✓	✓	✓			✓

	Healthy Environments	Protecting Health	Preventing Ill Health	Reducing vulnerability	Mental health	BSiL
Cleveland Emergency Planning Unit		✓				
Local Resilience Forum		✓				
Sexual Health Services (HCRG, Brook, and Terrence Higgins Trust)		✓				✓
Commissioned/specialist services, particularly our vulnerabilities delivery partners				✓		
Commissioned Public Health Service e.g. MIND -Tees, Cruse Bereavement, Training Hub					✓	
Commissioned Healthy Child Programme (Health Visiting and School Nursing)						✓
Schools and colleges			✓		✓	✓
Workplaces		✓	✓			
DWP and JCP				✓		
Cleveland Police and OPCC			✓		✓	
Criminal Justice Partners (Probation, etc.)			✓			
Cleveland Fire Brigade			✓		✓	
Funding bodies (National Lottery, Local Motion, Lloyds Bank Foundation, Woodsmith's Foundation)	✓	✓	✓	✓	✓	✓

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Service Level Agreement

Public Health South Tees and Middlesbrough Council Regeneration Directorate

1. Introduction

The purpose of this Service Level Agreement is to establish a framework for collaboration between Public Health South Tees and Middlesbrough Council Regeneration Directorate to deliver public health outcomes which contribute to reducing health inequalities across Middlesbrough, specifically the Public Health objective of creating and developing healthy and sustainable places and communities as contributors to reducing health inequalities.

Partners in the SLA are:

- Public Health South Tees
- Middlesbrough Council Regeneration Directorate

2. Background

The Local Authority, via the Director of Public Health, has a duty to improve public health under **Section 12** of the **Health and Social Care Act 2012**. Under the provisions of the Act, Middlesbrough Council has a duty to improve the health and wellbeing of the population. This means the council should pay regard to the evidence of need and identify services, approaches or interventions to improve health outcomes and address inequalities.

To support this duty the Director of Public Health is accountable for the delivery of Middlesbrough Council's public health duties and is an independent advocate for the health of the population, providing leadership for its improvement and protection. The duty is expected to be executed via the delivery of mandated and non-mandated functions that best meet the needs of the local population, including having regards to the Joint Strategic Needs Assessment and Joint Health & Wellbeing Strategy (Appendix 1).

To support these responsibilities the DPH is responsible for a public health grant. The level of the grant is set by the Treasury and is ring-fenced for specific uses with its requirements set out in the grant determination letter.

3. Principles of Public Health Grant Allocation

The council needs to demonstrate that the public health grant has been used to improve the health and wellbeing of the population in line with evidence of need and in accordance with the legislation and requirements set out in the grant determination letter.

The DPH and Chief Executive/s151 officer must be able to confirm that expenditure of the grant is in line with the legislative requirements and will assure that:

- The main and primary purpose of any spend against the public health grant is in support of the delivery of strategic public health outcomes;

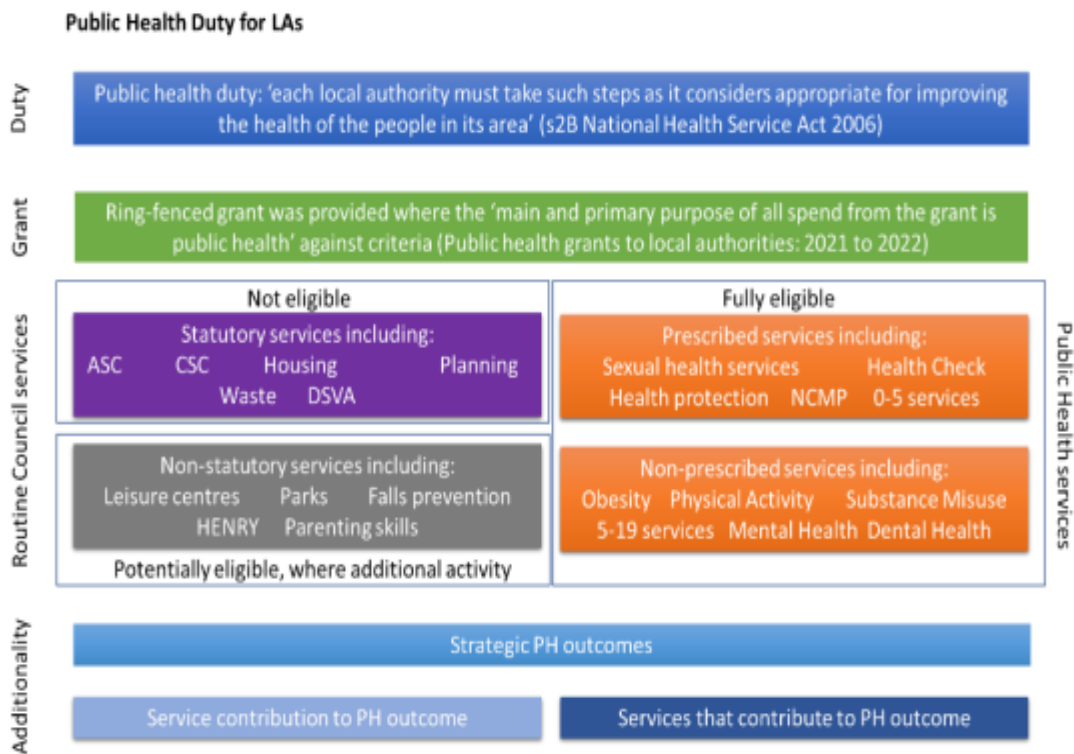
- Expenditure is transparently and demonstrably in line with the grant determination requirements;
- Governance processes are robust and adequate; and
- Public health outcomes are reviewed and monitored.

To reduce health inequalities and improve health and wellbeing outcomes in Middlesbrough, Public Health South Tees has adopted a Programme Approach across the lifecourse (Start Well, Live Well and Age Well) underpinned by five priority areas to improve health and reduce inequalities:

- Creating healthy and sustainable places
- Health protection
- Preventing ill-health
- Reducing vulnerability
- Promoting positive mental health and emotional resilience

All expenditure must be in line with the principles and processes set out in the legislative model for Public Health grant expenditure (Figure 2). This framework aims to ensure that public health grant is used in a way which is based on a solid understanding of health and wellbeing needs; prioritises prevention; and delivers best value, including a process for continuous improvement.

Figure 2. Legislative model for public health grant expenditure



The planned use of the public health grant allocation must be assessed as being an effective and efficient use of the resource available in order to ensure:

- All grant expenditure is eligible, as per public health grant conditions;
- The effective delivery of all prescribed/mandated public health services; and
- The delivery of activity identified as being required to address the five priorities set out within the Public Health Strategy and programme approach.

Improvement to the health and wellbeing of the population is delivered through a combination of interventions: understanding the needs of the population, influencing system policy and developing collaborative and integrated approaches. The public health grant will be used to support a breadth of services against strategic outcomes to ensure equity of access, cover different levels of prevention and reduce inequalities. Where the public health grant is invested in internal council services, they will be supported by service level agreements that demonstrate the contribution to achieving outcomes aligned to the five priority areas and are reviewed at least annually.

4. Service Scope

Health inequalities exist in Middlesbrough. The population of Middlesbrough have a lower life expectancy when compared to regional and national averages. They can also expect to live a shorter proportion of their lives in good health. People experiencing the greatest deprivation have the shortest life expectancy, living on average 13 years less than those in the most affluent wards. The trend of other key outcomes, such as proportion of children living with overweight or obesity or ill-health attributed to smoking, are worsening. This demonstrates that health impacts should be an important part of any decision making to contribute towards reducing the inequality gap.

The built and natural environment is a key determinant of health and wellbeing outcomes. Planning can influence the built and natural environments to make a positive contribution to several public health issues such as physical inactivity, social isolation, air quality and obesity. Creativity and culture is also a key determinant in supporting health and wellbeing improvements, particularly in relation to connectedness, combating isolation and loneliness and the maintenance or improvement of mental wellbeing as well as supporting recovery.

The scope of this SLA includes reviewing how strategies, plans and infrastructures for regeneration and town planning positively impact on physical activity, active travel, the food environment, and food security and to consider an agreed process for local plan development between public health and planning. It will also include the role of creativity and culture to support achievement of public health outcomes and reduce inequalities.

5. Outcomes and Actions

The strategic public health outcomes have been described in the Public Health Strategy 2023-2026.

The overarching outcome of this SLA is for public health and regeneration to work collaboratively using a system led approach to **support the creation of places that enable healthier food choices and physically active lifestyles** using the Healthy Weight

Declaration (Appendix 2) as a framework for action which was agreed as Council policy by the Executive in July 2023. It will also include how public health and culture can work more collaboratively to support the programme approach outlined in the Public Health Strategy.

Regeneration Commitments

All Directorate Action

HDRC

- Engage proactively with the NIHR Health Determinants Research Collaboration (HDRC) – for example by nominating a senior level ambassador to represent the Directorate at HDRC meetings.
- To work with HDRC colleagues to proactively identify research and evidence priorities for the Directorate.
- Positively consider staff intentions to apply for and undertake personal fellowships (e.g. NIHR Pre-Doctoral/Doctoral Fellowships) as part of their continuing professional development.
- In conjunction with the HDRC, work towards embedding evidence use and creation in Directorate processes.
- Actively participate in the Memorandum of Understanding between the Local Authority and Teesside University.

Training

- Actively engage in shadowing experiences to gain greater understanding of Public Health services, approaches, and offers.
- Encourage staff to attend relevant public health training such as Healthy Weight Declaration e-learning, Making Every Contact Count (MECC), Suicide prevention, and Physical Activity.
- As a Directorate complete an annual public health audit which demonstrates application of knowledge.
- Identify key staff to be trained as mental health first aiders/advocates across the Directorate.
- Nominate a wellbeing champion for the Directorate and to register on the South Tees Wellbeing Network.

Collaboration/Strategic Partnerships

- Support the development of the Joint Strategic Needs Assessments and delivery of the Live Well South Tees Health and Wellbeing Strategy.
- Collaborate to produce an Advertising and Sponsorship policy, building on the work of London Local Authorities, and closer to home, Durham to ensure any sponsorship or funding offer is in line with the Healthy Weight Declaration and other commitments outlined in the Public Health Strategy.
- Nominate dedicated service representatives to attend the Healthy Weight Alliance (once established) to support the implementation of the Healthy Weight Declaration (agreed as Council policy in July 2023).

- Sign up to the Age Friendly Charter as a Directorate.

Planning, Development and Economic Growth

- Coordinate the response of Public Health and the council when looking at documents and workstreams like the Local Plan, ensuring evidence, insight and intelligence informs policy development and decision making.
- Embed consideration of active spaces and health in planning policies and decision making through the implementation of Health Inequalities Impact Assessments as part of the development and design process to positively impact on health inequalities and to create healthy, more resilient and sustainable communities.
- Consider the inclusion of public health approaches, such as active spaces, in Masterplan developments.
- Embed Sport England Active Design Principles into the planning process and decision making.
- Promote safe and accessible developments and routes.
- Provide safe, accessible open space and increase the use of green spaces for formal and informal recreation, including allotments and growing spaces, promoting physical activity and improving mental wellbeing.
- Develop hot food takeaways guidance considering supplementary guidance for hot food takeaways, specifically in areas around schools, parks and where access to healthier alternatives are limited.
- Facilitate a multi-agency needs assessment of housing needs of vulnerable client groups to ensure future housing-related schemes address the lack of affordable, single-person accommodation and promote a less restrictive view of access to decent accommodation for vulnerable client groups.
- To consider the local approach to improve housing quality, affordability and accessibility.
- To promote environmentally sustainable practices including reducing pollution and improving air quality, and water quality.
- Conduct impact assessments to reduce the means of suicide in the build environment and promote positive mental health.
- Utilise the data gathered by the new North East wide Reducing Gambling Harms workstream to develop our understanding and approach to prevention of gambling harms.
- Town centre developments/Council owned buildings to support public health approaches e.g., Breastfeeding Welcome South Tees, Dementia Friendly.
- Work with Public Health to deliver a new Playing Pitch Strategy if required by Sport England or needed for any other strategic purpose.

Culture

- Ensure food and drinks provided at council led public events include healthy provisions, supporting local food retailers to deliver this offer.
- Processes are in place to ensure all food and drinks provided at public events meet food hygiene standards to reduce any outbreaks.
- A nominated individual to sit on the HAF steering group to ensure culture is embedded as part of programme delivery.

- Work collaboratively with public health on the development of future events and learning and engagement programmes to ensure an Arts in Health focus.
- Promote and amplify public health campaigns.
- Support the delivery of creative health programmes and activities within our cultural venues.
- Work with artists and creative organisations to build capacity around creative health delivery and improve access to funded commissions/programmes of work (public health, adult social care, etc.)
- Work with artists and creative organisations to support public consultation on health and wellbeing strategies.
- Support the creation of a South Tees Health & Wellbeing Strategy.
- Where possible, evaluate the health and wellbeing benefits of our cultural programmes and use this to inform future delivery.
- Continue to work to seek external funding to deliver, then support the delivery of, sports and physical activity events in Middlesbrough.
- Continue operational support from the events team for Run Middlesbrough.
- Work with Public Health to ensure the maximum health and participation opportunities are realised from the new Middlesbrough Half Marathon.
- Work with Public Health to maximise health promotion opportunities are realised from their events programme.

Adult and Community Learning

- Work Collaboratively with public health to promote public health events to all learners.
- Deliver Adult learning opportunities within the Live Well Centre.
- Support the HAF steering group to provide information regarding support for parents and carers linked to adult learning.
- Provide impact and case studies linked to health improvement from learners who have engaged in Learning for Inclusion.

Public Health South Tees Commitments

- A dedicated “Making Research Happen” Officer to support the HDRC.
- Fund a fixed-term two-year post (Creating Active and Healthy Places Lead) through You’ve Got This, a Sport England Local Delivery Partnership. The post will be responsible for building relationships with the Regeneration Directorate, in particular planning, and wider stakeholders to create and develop healthy and sustainable places. A key focus of the work will be based on the principle of ‘designing in’ health and wellbeing as an essential part of the planning process, placing specific emphasis on active travel, multi-functional open space and high-quality urban environments through the development and implementation of Health Inequalities Impact Assessments and contribution to the local and development plans, Health and Wellbeing Strategy and JSNA.
- Training and support on the implementation and application of the Health Inequalities Impact Assessment.
- Provide up-to-date training for regeneration staff to access.

- Nominating key staff to support achievement of outcomes.
- Space at the Live Well Centre for community learning.

6. Guiding Principles

The following guiding principles underpin the work:

- Partners have equal status and will work collaboratively and support each other in the spirit and intention of this SLA.
- Partners will be open and transparent and act in good faith towards each other.
- Partners will discuss any changes to services that may impact on the delivery of Public Health outcomes with Public Health prior to changes being agreed.
- As the Public Health Grant is allocated to a percentage of the overall service delivery which is deemed to contribute to Public Health outcomes, Public Health cannot be held responsible to fund any changes in service budgets such as pay increases
- Partners will commit resources appropriately to support the delivery of the SLA outcomes.
- Partners will demonstrate a willingness to put the needs of the public before the needs of individual organisations.
- All partners recognise and acknowledge that integration is an interactive and iterative process.

7. Monitoring and ongoing development

Quality assurance and improvement will be delivered through the regular monitoring of the investment agreements and the production of a co-produced annual report with responsibilities for oversight held by Public Health DMT.

The post supported by Sport England, through You've Got This, is externally funded and therefore subject to separate monitoring. Grant payments are subject to continued funding from Sport England.

8. Key Monitoring Metrics

- Attendance at key recommended boards (Healthy Weight Alliance and HDRC Oversight Board).
- Identified research and evidence priorities for the directorate in partnership with HDRC colleagues.
- Identified ambassadors for the HDRC.
- Development of planning guidance setting out expectations of developers in terms of the delivery of healthy development and communities.
- Agreements on thresholds for undertaking HIAs in relation to different types of development.
- Number/type of developments undertaking a HIA.
- Increase local capacity and knowledge of health and spatial planning issues with planning and public health teams.
- Number of staff undertaking training.

- Nominated mental health first aiders.
- Evidence of contribution to the development of key strategies and documents such as JSNA.
- Sign up to the Age Friendly Charter.
- Evidence of new developments/town centre/council buildings supporting and promoting Breastfeeding Welcome South Tees, Dementia Friendly.
- Inclusion for Health Case studies.

9. Signatories to this SLA: Public Health South Tees and Middlesbrough Council Regeneration

- This SLA is effective from 01.04.2023 for a period of one year, subject to early termination in the event of changes to the Public Health Grant such as a reduction in overall allocation to the Council.
- The SLA will be reviewed on an annual basis and subsequent allocation of Public Health Grant to the Directorate.
- The Agreement may only be varied with the express written agreement signed by the partners (or their authorised representatives).
- Any changes to the service which may impact on specified Public Health outcomes need to be discussed with Public Health before any final decisions/agreements.

I hereby agree the above conditions on behalf of Public Health South Tees:

Signed _____ **Date:** _____

Name: _____

I hereby agree the above conditions on behalf of the Regeneration Directorate:

Signed _____ **Date:** _____

Name: _____

Schedule 1- Price and payment

- The Service will be funded through Public Health South Tees
- The following funding is available to contribute towards delivering the service outcomes:

£456,700

- Internal transfer will be arranged by the Public Health Business Partner

Appendix 1. Public health mandated and non-mandated functions

Mandated functions include:

- Weighing and measuring of children at reception and year 6 (National Weight Measurement Programme)
- NHS Health Check assessment and delivered, offered every 5 years to eligible residents who meet screening criteria;
- Provision of sexual health services – STI testing and treatment and contraception;
- Provision of Public Health advice to the ICB;
- Health protection, including prevention, planning for and responding to emergencies;
- Oral health, including initiation, variations and termination of fluoridation; oral health promotion; oral health surveys; oral health needs assessment (subject to change)

Non-mandated functions that are conditions of the Public Health Grant:

- Drug and alcohol provision
- Children and young people (Health Visiting and School Nursing)

Service Level Agreement

Public Health South Tees and Middlesbrough Council Environment and Community Services Directorate

1. Introduction

The purpose of this Service Level Agreement is to establish a framework for collaboration between Public Health South Tees and Middlesbrough Council Environmental and Community Services Directorate to deliver public health outcomes which contribute to reducing health inequalities across Middlesbrough, specifically the Public Health objective of creating and developing healthy and sustainable places and communities and protecting the public's health as contributors to reducing health inequalities.

Partners in the SLA are:

- Public Health South Tees
- Middlesbrough Council Environment and Community Services Directorate

2. Background

The Local Authority, via the Director of Public Health, has a duty to improve public health under **Section 12** of the **Health and Social Care Act 2012**. Under the provisions of the Act, Middlesbrough Council has a duty to improve the health and wellbeing of the population. This means the council should pay regard to the evidence of need and identify services, approaches or interventions to improve health outcomes and address inequalities.

To support this duty the Director of Public Health is accountable for the delivery of Middlesbrough Council's public health duties and is an independent advocate for the health of the population, providing leadership for its improvement and protection. The duty is expected to be executed via the delivery of mandated and non-mandated functions (Appendix 1) that best meet the needs of the local population, including having regards to the Joint Strategic Needs Assessment and Joint Health & Wellbeing Strategy.

To support these responsibilities the DPH is responsible for a public health grant. The level of the grant is set by the Treasury and is ring-fenced for specific uses with its requirements set out in the grant determination letter.

3. Principles of Public Health Grant Allocation

The council needs to demonstrate that the public health grant has been used to improve the health and wellbeing of the population in line with evidence of need and in accordance with the legislation and requirements set out in the grant determination letter.

The DPH and Chief Executive/s151 officer must be able to confirm that expenditure of the grant is in line with the legislative requirements and will assure that:

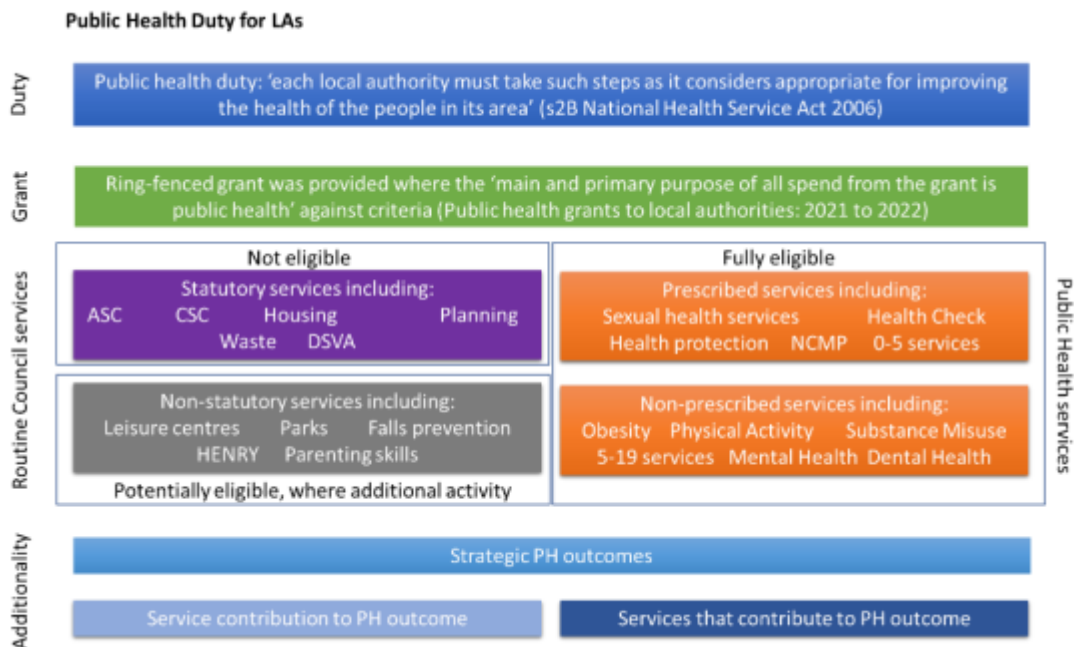
- The main and primary purpose of any spend against the public health grant is in support of the delivery of strategic public health outcomes;
- Expenditure is transparently and demonstrably in line with the grant determination requirements;
- Governance processes are robust and adequate; and
- Public health outcomes are reviewed and monitored.

To reduce health inequalities and improve health and wellbeing outcomes in Middlesbrough, Public Health South Tees has adopted a Programme Approach across the lifecourse (Start Well, Live Well and Age Well) underpinned by five priority areas to improve health and reduce inequalities:

- Creating healthy and sustainable places
- Health protection
- Preventing ill-health
- Reducing vulnerability
- Promoting positive mental health and emotional resilience

All expenditure must be in line with the principles and processes set out in the legislative model for Public Health grant expenditure (Figure 2). This framework aims to ensure that public health grant is used in a way which is based on a solid understanding of health and wellbeing needs; prioritises prevention; and delivers best value, including a process for continuous improvement.

Figure 2. Legislative model for public health grant expenditure



The planned use of the public health grant allocation must be assessed as being an effective and efficient use of the resource available to ensure:

- All grant expenditure is eligible, as per public health grant conditions;
- The effective delivery of all prescribed/mandated public health services; and
- The delivery of activity identified as being required in order to address the five priorities set out within the Public Health Strategy and programme approach.

Improvement to the health and wellbeing of the population is delivered through a combination of interventions: understanding the needs of the population, influencing system policy and developing collaborative and integrated approaches. The public health grant will be used to support a breadth of services against strategic outcomes to ensure equity of access, cover different levels of prevention and reduce inequalities. Where the public health grant is invested in internal council services, they will be supported by service level agreements that demonstrate the contribution to achieving outcomes aligned to the five priority areas and will be reviewed at least annually.

4. Service Scope

Health inequalities exist in Middlesbrough. The population of Middlesbrough has a lower life expectancy when compared to regional and national averages. They can also expect to live a shorter proportion of their lives in good health. People experiencing the greatest deprivation have the shortest life expectancy, living on average 13 years *less* than those in the most affluent wards. The trend of other key outcomes, such as proportion of children living with overweight or obesity and ill-health attributed to smoking, is worsening. This demonstrates that health impacts should be an important part of any decision making to contribute towards reducing the inequality gap.

The built and natural environment, transport links, community life, social connections and having a voice in local decisions are key determinants of health and wellbeing outcomes. Community-centred ways of working create connected, resilient more cohesive communities, help buffer against disease and influence health-related behaviour. In addition, there is a clear link between transport and health. Transport interventions have the potential to mitigate health problems borne out of inactivity, and in turn reduce health inequalities. It can play a key role in facilitating peoples access to health services which is particularly important for older and disabled people. Transport also has an impact on mental health and wellbeing, allowing people to connect and maintain relationships reducing loneliness and social isolation.

Community-centred approaches focus on mobilising assets within communities, promoting equity, and increasing people's control over their health and lives. The scope of this SLA includes the implementation of community-centred, asset-based approaches, including transport as a key contributor to health and wellbeing, as part of place-based working to reduce health inequalities and build resilient, cohesive, connected communities.

5. Outcomes and Actions

The strategic public health outcomes have been described in the Public Health Strategy.

The overarching outcome of this SLA is for public health and environmental and commercial services to work collaboratively using **a system led approach to support the creation of resilient, cohesive, connected communities.**

Environmental and Community Services Commitments

All Directorate Action

Training

- Encourage staff to attend relevant public health training including C-card and wider sexual health, Trauma informed, Making Every Contact Count (MECC), substance misuse, Breastfeeding Welcome, Healthy Weight Declaration E-learning, Suicide prevention e-learning and Dementia Friendly.
- Identify key front-line staff be trained as mental health first aiders/advocates across the directorate.
- Actively engage in shadowing experiences to gain greater understanding of services approaches and offers.
- As a directorate complete an annual public health audit which demonstrates application of knowledge.

Partnerships/Collaborative Working

- Support the development of the Joint Strategic Needs Assessments and delivery of the Live Well South Tees Health and Wellbeing Strategy.
- Ensure appropriate directorate attendance at key partnerships such as the South Tees Health Protection Board, South Tees Teenage Pregnancy Partnership, Healthy Weight Alliance, Age Friendly Partnership, and Ill Health Prevention Board
- Working with You've Got This (YGT) and Public Health South Tees, support the development of a collaborative partnership strategy for the development, management, and use of formal and informal spaces, building on the Middlesbrough Green and Blue Infrastructure Strategy.
- Nominate a wellbeing champion for the directorate and to register on the South Tees Wellbeing Network.
- Sign up to Age Friendly Charter as a directorate.

Environment and Community Services

Working collaboratively with Public Health to ensure the Middlesbrough Environment City contract requires MEC to lead or contribute to the following programmes to support tackling poverty, wider determinants of health and healthy weight:

- Continue to co-ordinate the South Tees Affordable Warmth Partnership and contribute to the delivery of the action plan including providing affordable warmth support and signposting; energy efficiency advice and grant support and training.
- Food Poverty – addressing food poverty including development of the Eco Shop model for access to cheap nutritional food (utilising surplus food supplies).

- Continue to co-ordinate the Food Power Alliance and support wider partners involved in food poverty to meet the objectives of the Alliance.
- Support the Middlesbrough FareShare Warehouse Hub.
- Continue to co-ordinate the Food Partnership and contribute to the delivery of the action plan.
- Continue to contribute to the Council's Green Strategy leading on Sustainable Food.

Transport and Infrastructure Planning

- Work with Public Health to embed Health Inequalities Impact Assessments as part of the transport and infrastructure planning process to positively impact on health inequalities and to create healthy, more resilient, and sustainable communities, working with Public Health's YGT funded Creating Active and Healthy Spaces Lead.
- Manage patterns of growth to make the fullest possible use of public transport, walking and cycling, including the creation of active travel routes and quality green spaces, which include areas for food growing, to increase physical activity and for social and employment opportunities, informal recreation and to minimise air pollution.
- Improve the health of Middlesbrough residents by encouraging Active Travel particularly to educational settings.
- Improve access to both existing and proposed facilities and services within the town by sustainable transport.
- Aspire to be a cycling city that actively encourages more people to cycle more often in a safe manner.
- Support rail and bus travel to improve accessibility to employment, education, retail and recreation, health services and countryside.
- Work towards implementing the Tees Valley Local Cycling and Walking Infrastructure Plan.
- Evidence of improvements to the existing public rights of way network, e.g. better signage/route information to give increased accessibility.
- Address road safety issues in Middlesbrough, including through producing a Road Safety Action Plan, that will prioritise high need in particular geographic areas (when appropriate), whilst balancing broader campaigns that are tailored to specific times of year, such as drink driving at Christmas, winter driving, school crossing patrols and travelling to and from school at darker times of year.

Stronger Communities

- Work jointly with Public Health to produce a Community Capacity Building Strategy, that includes our approach to building social capital and community wealth building and support the implementation of the strategy.
- Ensure place-based action plans have a public health focus jointly developed with Public Health to meet the needs of the community and reduce inequalities.
- Work with Public Health to identify training needs for front line staff to enable them to deliver interventions and signpost into services (e.g. Stop Smoking Service, Recovery Support Services).
- Support Public Health to build local community insight which will support the delivery and targeting of services.

- Ensure that community hubs promote key public health messages.
- Working with community organisations and stakeholders to increase awareness of positive breastfeeding messages and ensure all community venues that ECS work with are signed up to the Welcome to Breastfeed South Tees programme.
- Ensure all venues are also signed up to age and dementia friendly.
- Working with community organisations and stakeholders to increase effectiveness and approaches to identify, advise, refer, and support those at risk of food poverty.
- Work with community organisations and stakeholders to engage with Bring it on Boro! (Holiday Activity and Food Programme) to increase access for those eligible for the programme and enhance the offer across the town.
- Support the identification of community health champions and the distribution of key public health messages into communities.
- Further enhance the multi-agency approaches (outreach, harm minimisation, etc.) that operate within our communities, such as front-line staff attending training to enable them to provide advice and support to those misusing substances.
- Maximise the opportunities to take a public health approach (as opposed to enforcement) – by working in a multi-agency approach to offer support, such as making referrals to services and sharing relevant information.
- Develop robust pathways into key public health services such as Substance misuse, Sexual Health and Stop Smoking.

Public Protection and Licensing

- Utilise the data gathered by the new North East wide Reducing Gambling Harms workstream to develop our licensing approach to prevention.
- Continue to work collaboratively with Public Health to deliver the South Tees Smokefree Alliance actions.

Parks/Environment

- Manage the contract with 'We Do Tennis' to operate the five newly refurbished tennis court at Albert Park.
- Manage the Council's commitments within the funding agreement with the Lawn Tennis Association to refurbish the five tennis courts at Albert Park.
- Support the application process, development and future management of the Football Foundation's 'Playzone' spaces. The proposed sites for these currently are Pallister Park and Albert Park but this is subject to both insight gathering and match funding.
- Continue to support the delivery of existing Parkruns at Albert Park and Stewart Park and the Junior Parkruns at Hemlington Lake and Albert Park.
- Continue to deliver the Holiday Activity and Food (HAF) programme at Albert Park.
- Continue to support work to develop 'Friends of Groups' and their proposed programming on Middlesbrough's parks.
- Meet the conditions of the Levelling Up Parks Fund agreement to refurbish Carter Park; deliver a launch event for the refurbished Carter Park; and install an outdoor chess table at Albert Park working with the Chess Association and local partners to activate/programme the outdoor chess table.

Public Health Commitments

- Provide up-to-date training for ECS staff to access.
- Support the implementation of Health Inequality Impact Assessments in transport planning through a funded fixed-term two-year post (Creating Active and Healthy Places Lead) through You've Got This, a Sport England Local Delivery Pilot.
- Work with ECS to develop a cross directorate strategy for the development, management and use of formal and informal spaces, building on the Middlesbrough Green and Blue Infrastructure Strategy.
- Dedicated representative to support Community Capacity Building related work.
- Dedicated representative to support the delivery of the Alcohol Harm Reduction Strategy and gambling harms related work.
- To provide regular updates to relevant ECS staff on the progress and development of cross cutting work streams.
- Dedicated representative to attend the Community Safety Partnership.
- Nominating key staff to support achievement of outcomes.

6. Guiding Principles

The following guiding principles underpin the work:

- Partners have equal status and will work collaboratively and support each other in the spirit and intention of this SLA.
- Partners will discuss any changes to services that may impact on the delivery of Public Health outcomes with Public Health prior to changes being agreed.
- As the Public Health Grant is allocated to a percentage of the overall service delivery which is deemed to contribute to Public Health outcomes, Public Health cannot be held responsible to fund any changes in service budgets such as pay increases.
- Partners will be open and transparent and act in good faith towards each other.
- Partners will commit resources appropriately to support the delivery of the SLA outcomes.
- Partners will demonstrate a willingness to put the needs of the public before the needs of individual organisations.
- All partners recognise and acknowledge that integration is an interactive and iterative process.

7. Monitoring and ongoing development

Quality assurance and delivery against the SLA outcomes will be monitored via quarterly meetings between Environmental and Commercial Services and Public Health (performance frameworks and narrative report templates will be supplied by Public Health). Outcomes from these meetings will feed in bi-annual Public Health Grant Oversight Board. Service areas will also be required to co-produce an annual report to provide the Director of Public Health oversight on the delivery against the investment.

The post supported by Sport England, through You've Got This, is externally funded and therefore subject to separate monitoring. Grant payments are subject to continued funding from Sport England.

8. Key Monitoring Metrics

Progress against all the above targets will be reported quarterly.

- Development of transport planning guidance setting out expectations of developers in terms of the delivery of healthy development and communities.
- Agreements on thresholds for undertaking HIAs in relation to different types of transport development.
- Number/type of transport developments undertaking a HIA.
- Evidence of progress of working towards implementing the Tees Valley Local Cycling and Walking Infrastructure Plan.
- Evidence of the promotion of cycling routes through the circulation of route information on new routes.
- Road Safety Action Plan in place and signed off.
- Identified training plan for front line staff and evidence of implementation (e.g. HWD e-learning MECC etc).
- Community Capacity Building Strategy in place.
- Jointly developed neighbourhood plans agreed.
- Staff issue of naloxone, c-card and STI screening kits.
- Number of community venues, breastfeeding welcome and dementia friendly.
- Number of sessions held in community hubs and libraries which support the public health agenda.
- Number of residents identified and undertaking community health champion training.
- Representation at relevant Public Health meetings.
- Evidence of support with community conversations to improve targeting of services.
- Evidence of libraries supporting the family literacy agenda and providing books on prescription.

9. Signatories to this SLA: Public Health South Tees and Middlesbrough Council Regeneration

- This SLA is effective from 01.04.2023 for a period of one year, subject to early termination in the event of changes to the Public Health Grant such as a reduction in overall allocation to the Council.
- The SLA will be reviewed on an annual basis and subsequent allocation of Public Health Grant to the Directorate.
- The Agreement may only be varied with the express written agreement signed by the partners (or their authorised representatives).
- Any changes to the service which may impact on specified Public Health outcomes need to be discussed with Public Health before any final decisions/agreements.

I hereby agree the above conditions on behalf of Public Health South Tees:

Signed _____ **Date:** _____

Name: _____

I hereby agree the above conditions on behalf of the Environment and Commercial Services Directorate:

Signed _____ **Date:** _____

Name: _____

Schedule 1- Price and payment

- The Service will be funded through Public Health South Tees
- The following funding is available to contribute towards delivering the service outcomes:

£919,700

- Internal transfer will be arranged by the Public Health Business Partner

Appendix 1. Public health mandated and non-mandated functions

Mandated functions include:

- Weighing and measuring of children at reception and year 6 (National Weight Measurement Programme)
- NHS Health Check assessment and delivered, offered every 5 years to eligible residents who meet screening criteria;
- Provision of sexual health services – STI testing and treatment and contraception;
- Provision of Public Health advice to the ICB;
- Health protection, including prevention, planning for and responding to emergencies;
- Oral health, including initiation, variations and termination of fluoridation; oral health promotion; oral health surveys; oral health needs assessment (subject to change)

Non-mandated functions that are conditions of the Public Health Grant:

- Drug and alcohol provision
- Children and young people (Health Visiting and School Nursing)

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Service Level Agreement

Public Health South Tees and Middlesbrough Council Children's Services Directorate

1. Introduction

The purpose of this Service Level Agreement is to establish a framework for collaboration between Public Health South Tees and Middlesbrough Council Children's Services Directorate to deliver public health outcomes which contribute to reducing health inequalities across Middlesbrough, specifically the Public Health objectives of ensuring all children have the best start in life and develop well.

Partners in the SLA are:

- Public Health South Tees
- Middlesbrough Council Children's Services Directorate

2. Background

The Local Authority, via the Director of Public Health, has a duty to improve public health under **Section 12** of the **Health and Social Care Act 2012**. Under the provisions of the Act, Middlesbrough Council has a duty to improve the health and wellbeing of the population. This means the council should pay regard to the evidence of need and identify services, approaches or interventions to improve health outcomes and address inequalities.

To support this duty the Director of Public Health is accountable for the delivery of Middlesbrough Council's public health duties and is an independent advocate for the health of the population, providing leadership for its improvement and protection. The duty is expected to be executed via the delivery of mandated and non-mandated functions (Appendix 1) that best meet the needs of the local population, including having regards to the Joint Strategic Needs Assessment and Joint Health & Wellbeing Strategy.

To support these responsibilities the DPH is responsible for a public health grant. The level of the grant is set by the Treasury and is ring-fenced for specific uses with its requirements set out in the grant determination letter.

3. Principles of Public Health Grant Allocation

The council needs to demonstrate that the public health grant has been used to improve the health and wellbeing of the population in line with evidence of need and in accordance with the legislation and requirements set out in the grant determination letter.

The DPH and Chief Executive/s151 officer must be able to confirm that expenditure of the grant is in line with the legislative requirements and will assure that:

- The main and primary purpose of any spend against the public health grant is in support of the delivery of strategic public health outcomes;

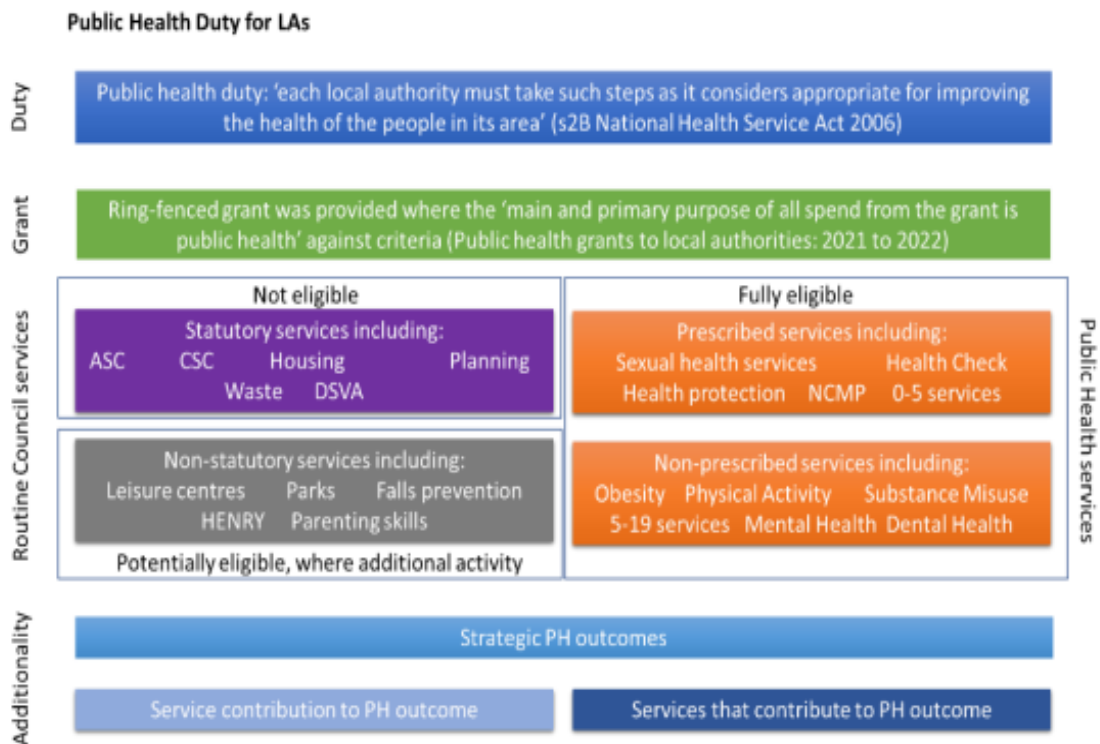
- Expenditure is transparently and demonstrably in line with the grant determination requirements;
- Governance processes are robust and adequate; and
- Public health outcomes are reviewed and monitored.

To reduce health inequalities and improve health and wellbeing outcomes in Middlesbrough, Public Health South Tees has adopted a Programme Approach across the lifecourse (Start Well, Live Well and Age Well) underpinned by five priority areas to improve health and reduce inequalities:

- Creating healthy and sustainable places
- Health protection
- Preventing ill-health
- Reducing vulnerability
- Promoting positive mental health and emotional resilience

All expenditure must be in line with the principles and processes set out in the legislative model for Public Health grant expenditure (Figure 2). This framework aims to ensure that public health grant is used in a way which is based on a solid understanding of health and wellbeing needs; prioritises prevention; and delivers best value, including a process for continuous improvement.

Figure 2. Legislative model for public health grant expenditure



The planned use of the public health grant allocation must be assessed as being an effective and efficient use of the resource available to ensure:

- All grant expenditure is eligible, as per public health grant conditions;
- The effective delivery of all prescribed/mandated public health services; and
- The delivery of activity identified as being required to address the five priorities set out within the Public Health Strategy and programme approach.

Improvement to the health and wellbeing of the population is delivered through a combination of interventions: understanding the needs of the population, influencing system policy and developing collaborative and integrated approaches. The public health grant will be used to support a breadth of services against strategic outcomes to ensure equity of access, cover different levels of prevention and reduce inequalities. Where the public health grant is invested in internal council services, they will be supported by service level agreements that demonstrate the contribution to achieving outcomes aligned to the five priority areas and will be reviewed at least annually.

4. Service Scope

Health inequalities exist in Middlesbrough. The population of Middlesbrough has a lower life expectancy when compared to regional and national averages. Residents of Middlesbrough can also expect to live a shorter proportion of their lives in good health. People experiencing the greatest deprivation have the shortest life expectancy, living on average 13 years less than those in the most affluent wards. The trend of other key outcomes, such as proportion of children living with overweight or obesity and ill-health attributed to smoking, is worsening. This demonstrates that health impacts should be an important part of any decision making to contribute towards reducing the inequality gap and through evidence base we know that poor health outcomes can begin from conception and can follow an individual throughout their life course.

From birth through to their teen years, foundations are laid that will influence all aspects of a child's future. Investment in this period generates long-lasting, cumulative benefits. Effective support for families in the earliest years brings savings to the public purse through reduced demand for public services and increased participation in the economy in later life. Failing to invest in early development will ultimately cost the local area in the longer-term. Early investment, targeted where it is most needed, makes more economic sense than later interventions which can be less effective and more costly. Whilst there are challenges in measuring the return on investment from particular policies and interventions, there is a clear economic case for investment in our children.

The Early Intervention Foundation has estimated that in England and Wales, the cost of late intervention in 2016/17 was £17 billion, equivalent to around £300 per person, because of the need for services to address problems such as mental ill-health, youth crime and exclusion from education. The largest costs included: £5.3 billion spent on Children Looked After and £2.6 billion spent on benefits for 18–24-year-olds who were not in education, employment or training. Mental health problems during childhood and adolescence are estimated to cost between £11,030 and £59,130 annually per child in the UK. These are immediate and short-term fiscal costs. The longer-term cumulative costs, over decades, will be considerably larger.

The scope of this SLA includes reviewing how strategies, plans and service delivery impact on and support the improvement of public health outcomes for children, young people and families.

5. Outcomes and Actions

The strategic public health outcomes have been described in the Public Health Strategy.

The overarching outcome of this SLA is for Public Health and Children's Services to work collaboratively using a system led approach to support the Best Start in Life and Developing Well agenda across the Local Authority.

Children's Services Commitments

All Directorate Action

HDRC

- Engage proactively with the NIHR Health Determinants Research Collaboration (HDRC) – for example by nominating a senior level ambassador to represent the Directorate at HDRC meetings etc.
- To work with HDRC colleagues to proactively identify research and evidence priorities for the Directorate.
- Positively consider staff intentions to apply for and undertake personal fellowships (e.g. NIHR Pre-Doctoral/Doctoral Fellowships) as part of their continuing professional development.
- In conjunction with the HDRC, work towards embedding evidence use and creation in Directorate processes.
- Actively participate in the Memorandum of Understanding between the Local Authority and Teesside University.
- Support the development of the Joint Strategic Needs Assessments and delivery of the Live Well South Tees Health and Wellbeing Strategy.

Training

- Encourage staff to attend relevant public health training including C-card and wider sexual health, Trauma informed, Healthy Weight Declaration e-learning, Making Every Contact Count (MECC), brain development, substance misuse and Physical Literacy
- Reciprocal training between children's and public health services to upskill staff in current services and referral pathways to aid better collaboration.
- Actively engage in shadowing experiences to gain greater understanding of services approaches and offers.
- Identify key staff to be trained as mental health first aiders across the directorate.
- As a directorate complete an annual public health audit which demonstrates application of knowledge.

Strategic Partnerships

- Ensure appropriate directorate attendance at key partnership boards such as the HRDC Oversight Board, 0-19 Governance Board, Children and Young People Emotional Health and Wellbeing Board, The South Tees Teenage Pregnancy Partnership, Changing Futures Board and the Best Start Partnership.
- Develop co-delivered plans and strategies – such as the Teenage Pregnancy Partnership Action plan and sharing data and information alongside supporting the development of the Joint Strategic Needs Assessments.
- Develop robust pathways into key public health services such as Substance Recovery, Sexual Health and Stop Smoking Services.
- Support the Core20plus5 principles for children and young people such as supporting and raising awareness of positive oral health, mental health, asthma, epilepsy and diabetes to reduce health inequalities.
- Nominate a wellbeing champion for the directorate and to register on the South Tees Wellbeing Network
- Sign up to Age Friendly Charter as a directorate.

Children's Services – Resource Workers/Futures for Families

- Embedding Health Inequalities Impact Assessments as part of the planning process to ensure impact on health inequalities has been accounted for.
- Embedding health assessments targeted at reducing health inequalities, such as encouraging dental registration/appointment, immunisations and screening uptake.
- Contributing to the South Tees Talks agenda to improve literacy levels.
- Actively identify, refer, and support parents/CYP into appropriate Public Health Services for example substance misuse recovery services including follow up.
- Working closely with the Recovery Solutions Young People and Families Team to support the identification of risk, support care planning, and safety planning for children and young people.
- Improving Young Person to adult transition arrangements from a holistic perspective taking into account all vulnerabilities.
- Working with the Children with Disabilities Team to support and develop the HAF programme, to ensure the service is accessible to all and supports the work within this area.
- Lead on the development and delivery of training to upskill HAF providers to support provision for children and young people with additional needs.
- A nominated representative for the Ill Health Prevention Board and joint work with Public Health to develop key actions to improve the health outcomes for those at risk of poor health outcomes (SEND, Children in our Care).

Prevention/Early Help

- Deliver on the sexual health agenda through the promotion of condom use and STI testing.
- Demonstrate collaborative working with the 0-19 HCP team and explore co-delivery of services.
- Provide information on, and refer to, the Best Start Pathway.
- Ensure public health outcomes are considered in the development of early help plans.
- Develop robust pathways to improve the identification and referral into services with the Young People and Family Team at Recovery Solutions, the Stop Smoking Service and Sexual Health Service.
- Provide health education to families and ensure health is included in the initial and ongoing assessments, such as immunisation status and vision screening.

Risk and Resilience/Youth Services/Youth Justice Service

- Lead key actions from the teenage pregnancy partnerships.
- Deliver on the sexual health agenda through the promotion/distribution of condom use and STI testing.
- Support the development of an education-based Health Start offer and contribute to the delivery of health education sessions in targeted settings.
- Share information and data with Public Health to support the Recovery Solutions YP & Family team to continue to play a key role in the VPG and RMG.
- Actively identify, refer and support parents/CYP into substance misuse recovery services inclusive of follow up.
- Utilise the existing digital resilience network to disseminate key public health messages.
- Support the development of a joint exploitation hub in partnership with Public health Services including the monitoring of successes and sharing key learning points with wider key partners.

Education/School Readiness

- Promote the uptake of breastfeeding and embed breastfeeding support in Family Hubs.
- Ensure all early years professionals in contact with pregnant women and families receive appropriate and up to date training on breastfeeding in line with Baby Friendly Initiative (BFI) Standards.
- Family Hubs to sign up to the Welcome to Breastfeed South Tees programme.
- Raise awareness and increase access to Vitamin D and Healthy Start Vitamins for pregnant, breastfeeding mother's infants and children under 5 years old.
- Family Hubs to distribute and record Healthy Start Vitamins to families, using the Firmstep system and staff to undertake mandatory training on the Healthy Start Scheme.
- Support the delivery of Preparation for Birth and Beyond in multi-agency antenatal educational programmes across Middlesbrough, along with HENRY Starting Solids and Fussy Eating programmes with families.
- Promote the HAF programme to eligible families and signpost families to the service.

- Work towards hosting a HAF club in each venue, during each HAF delivery period, including staff participating in supplied training around nutrition and physical activity.
- Identify what further preventative services could be delivered from Family Hubs creating a one stop shop for families (Stop Smoking clinics, LARC clinics, screening and immunisation sessions).
- Ensure staff within hubs are MECC trained to deliver brief interventions where appropriate.
- Continued commitment to support the family prescribing offer within family hubs.
- Contribute to the education element of the Teenage Pregnancy Partnership via promoting and monitoring quality RHSE delivery in schools.
- Working with schools to achieve 'walk to school' recommendations as part of School Food Plans and increase physical literacy for children and young people.
- Support Early Years settings to enable a structured physical activity offer and health food policy.
- Support the introduction of school food policies including lunchbox policies.
- Working with schools to achieve the 'Eat Well Schools Award' evidencing the delivery of School Food Standards and a whole-school approach to healthy weight.
- Working with Early Years settings to achieve the 'Eat Well Early Years Award' evidencing the delivery of School Food Standards and a whole-settings approach to healthy weight.
- Working with schools, colleges and early years settings to embed and promote positive breastfeeding education/messages.
- Working with PH and Revenue and Benefits teams to explore, develop and deliver the auto enrolment of school children who are eligible for free school meals, simplifying the sign-up process for families, by utilising existing data held at government level.
- Working with schools to develop the HAF programme within schools, to target children, young people and their families, embedding physical activity in school holiday periods and school food standards.
- Support the promotion of the benefits of literacy within educational settings and with parents, linking into existing community offers and programmes.
- Support Public Health to engage with educational settings to disseminate key health protection messages about communicable diseases, vaccination and outbreaks.
- Ensure staff working within education attend the annual Health Protection workshops so they are up to date with the latest information.
- Front line staff working directly with young people to attend c-card training which will enable the distribution of c-cards and STI testing kits.
- Encourage all educational settings to have a poverty proofing policy in schools.

Public Health Commitments

Public Health South Tees commits to:

- Providing advice, guidance, and leadership to support the delivery on the SLA outcomes.
- Training and support on the implementation and application of the Health Inequalities Impact Assessment

- Hosting the Start for Life funded Infant Feeding Coordinator role to support breast feeding, UNICEF accreditation and staff development.
- The development of a comprehensive Public Health Training package relevant to this directorate
- Providing local, national and regional intelligence to guide the agenda and will lead forward the relevant stakeholder boards:
 - 0-19 Governance board
 - Best Start in Life Partnership
 - South Tees Teenage Pregnancy Partnership
- The commissioning of the 0-19 service which contributes to the early help and safeguarding agenda.
- Young Peoples Children and Families team working in partnership with the exploitation hub.

6. Guiding Principles

The following guiding principles underpin the work:

- Partners have equal status and will work collaboratively and support each other in the spirit and intention of this SLA.
- Partners will be open and transparent and act in good faith towards each other.
- Partners will discuss any changes to services that may impact on the delivery of Public Health outcomes with Public Health prior to changes being agreed.
- As the Public Health Grant is allocated to a percentage of the overall service delivery which is deemed to contribute to Public Health outcomes, Public Health cannot be held responsible to fund any changes in service budgets such as pay increases
- Partners will commit resources appropriately to support the delivery of the SLA outcomes.
- Partners will demonstrate a willingness to put the needs of the public before the needs of individual organisations.
- All partners recognise and acknowledge that integration is an interactive and iterative process.

7. Monitoring and ongoing development

Quality assurance and delivery against the SLA outcomes will be monitored via quarterly meetings between Childrens Services and Public Health (performance frameworks and narrative report templates will be supplied by Public Health). Outcomes from these meetings will feed in biannual Public Health Grant Oversight Board. Service areas will also be required to co-produce an annual report to provide the Director of Public Health oversight on the delivery against the investment.

Key Monitoring Metrics

- Attendance at key recommended boards
- Identified research and evidence priorities for the directorate in partnership with HDRC colleagues.
- Identified ambassadors for the HDRC.

- Completion of an annual training audit (inclusive of number of staff c-card trained, trauma informed).
- Number of venues obtaining UNICEF accreditation.
- Number of co-delivered sessions/groups provided which contribute to the agreed public health outcomes.
- Number of referrals to the Best Start Pathway.
- Number of jointly delivered ASQ assessments.
- Number of children supported following ASQ scores.
- Numbers attending parenting programmes with a Public Health acknowledged element.
- Referrals pathways developed with targeted Public Health services (stop smoking/substance/sexual health).
- Production of jointly delivered plans.
- Number of referrals into Public Health Services such as stop smoking, sexual health, young persons substance misuse.
- Evidence of joint working.
- Public Health attendance quarterly at Childrens Services DMT to share best practice and updates.

8. Signatories to this SLA: Public Health South Tees and Middlesbrough Council Children’s Services

- This SLA is effective from 01.04.2023 for a period of one year, subject to early termination in the event of changes to the Public Health Grant such as a reduction in overall allocation to the Council.
- The SLA will be reviewed on an annual basis and subsequent allocation of Public Health Grant to the Directorate.
- The Agreement may only be varied with the express written agreement signed by the partners (or their authorised representatives).
- Any changes to the service which may impact on specified Public Health outcomes need to be discussed with Public Health before any final decisions/agreements.

I hereby agree the above conditions on behalf of Public Health South Tees:

Signed _____ **Date:** _____

Name: _____

I hereby agree the above conditions on behalf of the Children’s Services Directorate:

Signed _____ **Date:** _____

Name: _____

Schedule 1- Price and payment

- The Service will be funded through Public Health South Tees
- The following funding is available to contribute towards delivering the service outcomes:

Children's Social Care: £2,879,000

Education and Partnerships: £566,000

- Internal transfer will be arranged by the Public Health Business Partner

Appendix 1. Public health mandated and non-mandated functions

Mandated functions include:

- Weighing and measuring of children at reception and year 6 (National Weight Measurement Programme)
- NHS Health Check assessment and delivered, offered every 5 years to eligible residents who meet screening criteria;
- Provision of sexual health services – STI testing and treatment and contraception;
- Provision of Public Health advice to the ICB;
- Health protection, including prevention, planning for and responding to emergencies;
- Oral health, including initiation, variations and termination of fluoridation; oral health promotion; oral health surveys; oral health needs assessment (subject to change)

Non-mandated functions that are conditions of the Public Health Grant:

- Drug and alcohol provision
- Children and young people (Health Visiting and School Nursing)

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Service Level Agreement

Public Health South Tees and Middlesbrough Council Adult Social Care Directorate

1. Introduction

The purpose of this Service Level Agreement is to establish a framework for collaboration between Public Health South Tees and Middlesbrough Council Adult Social Care Directorate to deliver public health outcomes which contribute to reducing health inequalities across Middlesbrough, specifically the Public Health objective of preventing ill health and reducing vulnerability at a population level.

Partners in the SLA are:

- Public Health South Tees
- Middlesbrough Council Adult Social Care Directorate

2. Background

The Local Authority, via the Director of Public Health, has a duty to improve public health under **Section 12** of the **Health and Social Care Act 2012**. Under the provisions of the Act, Middlesbrough Council has a duty to improve the health and wellbeing of the population. This means the council should pay regard to the evidence of need and identify services, approaches or interventions to improve health outcomes and address inequalities.

To support this duty the Director of Public Health is accountable for the delivery of Middlesbrough Council's public health duties and is an independent advocate for the health of the population, providing leadership for its improvement and protection. The duty is expected to be executed via the delivery of mandated and non-mandated functions (Appendix 1) that best meet the needs of the local population, including having regards to the Joint Strategic Needs Assessment and Joint Health & Wellbeing Strategy.

To support these responsibilities the DPH is responsible for a public health grant. The level of the grant is set by the Treasury and is ring-fenced for specific uses with its requirements set out in the grant determination letter.

3. Principles of Public Health Grant Allocation

The council needs to demonstrate that the public health grant has been used to improve the health and wellbeing of the population in line with evidence of need and in accordance with the legislation and requirements set out in the grant determination letter.

The DPH and Chief Executive/s151 officer must be able to confirm that expenditure of the grant is in line with the legislative requirements and will assure that:

- The main and primary purpose of any spend against the public health grant is in support of the delivery of strategic public health outcomes;

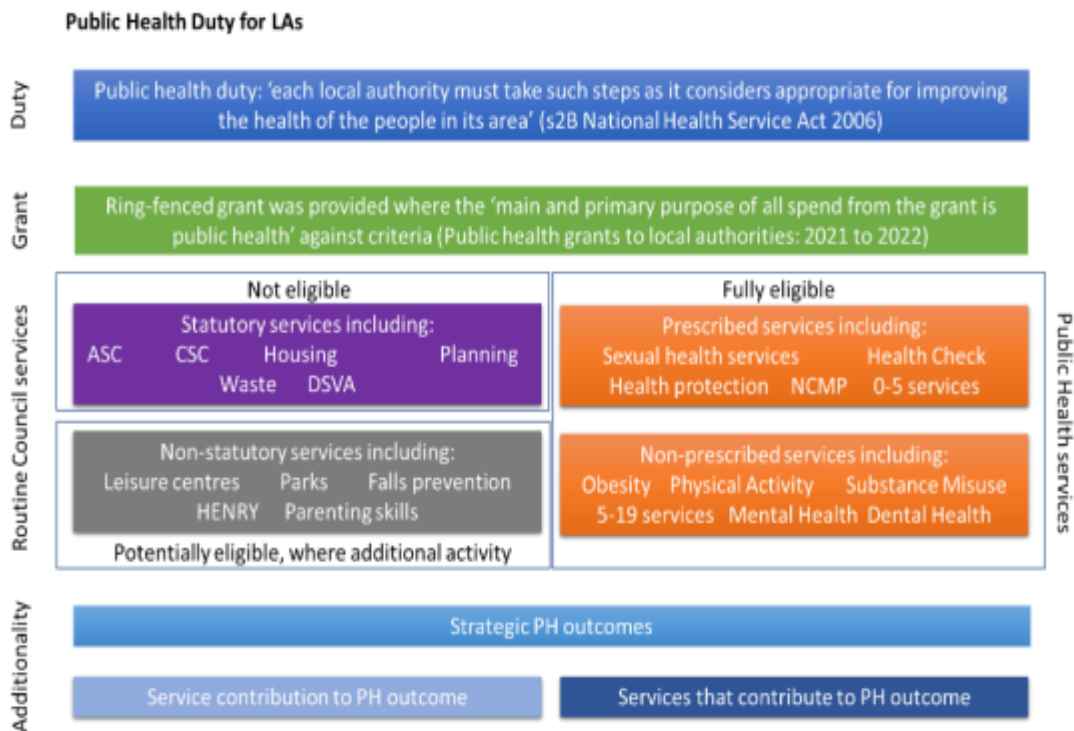
- Expenditure is transparently and demonstrably in line with the grant determination requirements;
- Governance processes are robust and adequate; and
- Public health outcomes are reviewed and monitored.

To reduce health inequalities and improve health and wellbeing outcomes in Middlesbrough, Public Health South Tees has adopted a Programme Approach across the lifecourse (Start Well, Live Well and Age Well) underpinned by five priority areas to improve health and reduce inequalities:

- Creating healthy and sustainable places
- Health protection
- Preventing ill-health
- Reducing vulnerability
- Promoting positive mental health and emotional resilience

All expenditure must be in line with the principles and processes set out in the legislative model for Public Health grant expenditure (Figure 2). This framework aims to ensure that public health grant is used in a way which is based on a solid understanding of health and wellbeing needs; prioritises prevention; and delivers best value, including a process for continuous improvement.

Figure 2. Legislative model for public health grant expenditure



The planned use of the public health grant allocation must be assessed as being an effective and efficient use of the resource available in order to ensure:

- All grant expenditure is eligible, as per public health grant conditions;
- The effective delivery of all prescribed/mandated public health services; and
- The delivery of activity identified as being required to address the five priorities set out within the Public Health Strategy and programme approach.

Improvement to the health and wellbeing of the population is delivered through a combination of interventions: understanding the needs of the population, influencing system policy and developing collaborative and integrated approaches. The public health grant will be used to support a breadth of services against strategic outcomes to ensure equity of access, cover different levels of prevention and reduce inequalities. Where the public health grant is invested in internal council services, they will be supported by service level agreements that demonstrate the contribution to achieving outcomes aligned to the five priority areas and are reviewed at least annually.

4. Service Scope

Health inequalities exist in Middlesbrough. The population of Middlesbrough have a lower life expectancy when compared to regional and national averages. They can also expect to live a shorter proportion of their lives in good health. People experiencing the greatest deprivation have the shortest life expectancy, living on average 13 years less than those in the most affluent wards and in less good health. The trend of other key outcomes, such as proportion of children living with overweight or obesity or ill-health attributed to smoking, are worsening. This demonstrates that health impacts should be an important part of any decision making to contribute towards reducing the inequality gap.

Adult social care is an integral part of the public health system, working to improve health outcomes, prevent illness, and support individuals in maintaining a high quality of life. In addition, the impact of homelessness and domestic abuse on health and wellbeing is significant, impacting on life chances, mental and physical health.

5. Outcomes and Actions

The strategic public health outcomes have been described in the Public Health Strategy.

The scope of this SLA includes collaborative working with public health to reduce health inequalities taking a population health management approach to identifying those most at risk of ill health and preventing, mitigating and responding to local needs.

Adult Social Care Commitments

All Directorate Action

HDRC

- Engage proactively with the NIHR Health Determinants Research Collaboration (HDRC) – for example by nominating a senior level ambassador to represent the Directorate at HDRC meetings.
- To work with HDRC colleagues to proactively identify research and evidence priorities for the Directorate.
- Positively consider staff intentions to apply for and undertake personal fellowships (e.g., NIHR Pre-Doctoral/Doctoral Fellowships) as part of their continuing professional development.
- In conjunction with the HDRC, work towards embedding evidence use and creation in Directorate processes.
- Actively participate in the Memorandum of Understanding between the Local Authority and Teesside University.

Training

- Actively engage in shadowing experiences to gain greater understanding of services approaches and offers.
- Encourage staff to attend relevant public health training including, the Healthy Weight Declaration e-learning, Suicide Prevention, Making Every Contact Count (MECC), Age Friendly, Dementia Friendly and Physical Activity
- As a directorate complete an annual public health audit which demonstrates application of knowledge.
- Reciprocal training between Adult Social Care and Public Health to upskill staff in current services and referral pathways.
- Identify key staff to be trained as mental health first aiders across the directorate.
- Nominate a wellbeing champion for the directorate and to register on the South Tees Wellbeing Network.

Strategic Partnerships

- Support the development of the Joint Strategic Needs Assessments and delivery of the Live Well South Tees Health and Wellbeing Strategy.
- Develop co-delivered plans and strategies including the sharing of data/information alongside supporting the development of the Joint Strategic Needs Assessments.
- Ensure appropriate Directorate attendance at key partnership Boards such as the HDRC Oversight Board, Healthy Weight Alliance, Changing Futures Board, Age Friendly Steering Group, Dementia Friendly Network and Ill Health Prevention Board.
- Develop robust pathways into key public health services such as Substance Recovery, Sexual Health and Stop Smoking Services.
- Support the Core20Plus5 principles for adults.
- Sign up to Age Friendly Charter as a directorate.

Adult Social Care

- Work in partnership with Public Health to ensure that inclusion health groups are including in the Supported Housing Strategy.
- Identify a nominated lead to support the development of an Age Well Strategy
- All staff being aware, promoting or signposting to activities and support which is available for Older People including dementia support.
- Explore embedding preventative approaches across adult social care to improve the lives of different groups that experience poorer health outcomes such as those with a learning disability, LTC, Mental Health, older people, carers, homelessness. This will include staff being trained in very brief advice for smoking cessation and supporting referrals into stop smoking services for these groups and staff being trained to give very brief advice for alcohol including use of AUDIT C and supporting early identification of problem drinking and onward referral.
- Explore opportunities to train staff that are in contact with those in social housing, including residential and hostel staff to encourage 'swap to stop' offering vapes to encourage smoking cessation, building capacity across the adult social care workforce to support the reduction of smoking rates and reducing inequalities.
- Working in partnership across the Directorate with Public Health colleagues and primary and secondary care to develop in reach interventions that address unmet health needs of inclusion health groups within substance, alcohol and homeless provision.
- Support with promoting independence and wellbeing of older residents in care homes and residential settings, helping people stay out of hospital ensuring 'active' care homes providing falls prevention, supporting uptake of vaccinations, IPC, independence, and general wellbeing.
- Embed key elements of the Core20Plus5 framework into ASC approaches such as support with early identification and referral to services (an example of this would be supporting uptake of the healthy heart checks).

ACT Partnership

- Participate in quarterly audits to ensure effective transition between young people and adult services.
- Front line staff accessing key training provided by Recovery Solutions include naloxone.
- Nominated and dedicated representatives from statutory housing and homelessness and DA at all levels of South Tees Changing Futures programme – at the strategic/Board, themed groups (e.g., the Housing Development Group) and events.
- Statutory Housing and Homelessness and DA support to work collaboratively with Public Health to develop improved pathways and support in the planning, development and evaluation of joint projects (e.g., Rough Sleeping & Drugs/Alcohol Treatment Grant Programme and the Housing Support Grant) including timely responses to data/progress reports.
- Improved collaboration with partners, particularly when dealing with vulnerable clients and stepping down support.

- Influencing housing and homeless agenda and DA support elements via collaborative work with broader partners and developing improved pathways.
- Explore opportunities for joint commissioning approaches to remove barriers, improve support and provide better value for money (e.g., building on the vulnerable women’s collaborative housing pilot), via the Changing Futures Board and ACT strategic meetings.
- Domestic Abuse to provide information on evidence-based training for key partners including GP and wider health partners.
- Key partners in ACT to utilise CDP as a means of sharing information and support any future service developments.
- ACT partners to actively share information with each other as and when appropriate.
- Ensure Public Health input into the refresh of the Domestic Abuse strategy which supports the Public Health agenda.
- ACT leads to play an active role in reviewing the current ACT service model ahead of the 2024/25 grant allocation proposed changes.
- Actively engage in shadowing experiences to gain greater understanding of Recovery Services approaches and offers.

Public Health Commitments

- A dedicated “Making Research Happen” officer for ASC.
- Training and support on the implementation and application of the Health Inequalities Impact Assessment.
- Support with training staff around benefits of physical activity in adults and older adults via the Specialist Physical Activity Team and You’ve Got This.
- Delivery of bespoke Dementia Friendly and Age Friendly Training.
- Work in partnership with ASC and wider partners to develop and implement recommendations from the Age Well JSNA.
- Attendance at DASP – PH input into DA strategy review and needs assessment.
- Recovery Solutions working in partnership with the wider ACT model.
- Public Health training tailored to staff needs.

6. Guiding Principles

The following guiding principles underpin the work:

- Partners have equal status and will work collaboratively and support each other in the spirit and intention of this SLA.
- Partners will be open and transparent and act in good faith towards each other.
- Partners will discuss any changes to services that may impact on the delivery of Public Health outcomes with Public Health prior to changes being agreed.
- As the Public Health Grant is allocated to a percentage of the overall service delivery which is deemed to contribute to Public Health outcomes, Public Health cannot be held responsible to fund any changes in service budgets such as pay increases.
- Partners will commit resources appropriately to support the delivery of the SLA outcomes.

- Partners will discuss any changes to services that may impact on the delivery of Public Health outcomes with Public Health prior to changes being agreed
- As the Public Health Grant is allocated to a percentage of the overall service delivery which is deemed to contribute to Public Health outcomes, Public Health cannot be held responsible to fund any changes in service budgets such as pay increases
- Partners will demonstrate a willingness to put the needs of the public before the needs of individual organisations.
- All partners recognise and acknowledge that integration is an interactive and iterative process.

7. Monitoring and ongoing development

Quality assurance and delivery against the SLA outcomes will be monitored via quarterly meetings between Adult Social Care and Health Intergration and Public Health (Performance frameworks and narrative report templates will be supplied by Public Health). Outcomes from these meetings will feed in biannual Public Health Grant Oversight Board. Service areas will also be required to co-produce an annual report to provide the Director of Public Health oversight on the delivery against the investment.

8. Key Monitoring Metrics

- Attendance at key recommended boards (in particular Ill Health Prevention, Changing Futures and HDRC oversight board).
- Identified research and evidence priorities for the directorate in partnership with HDRC colleagues.
- Identified ambassadors for the HDRC.
- Annual training audit completed.
- Number of staff trained in dementia/age friendly/naloxone/suicide prevention/physical activity.
- Nominated mental health first aiders.
- Evidence of contribution to the development of key strategies and documents such as JSNA and Age Well Strategy.
- Sign up to the Age Friendly Charter.
- Evidence of preventative approaches in adult social care such as brief intervention training for staff.
- Increased referral into the stop smoking service.

9. Signatories to this SLA: Public Health South Tees and Middlesbrough Council Adult Social Care

- This SLA is effective from 01.04.2023 for a period of one year, subject to early termination in the event of changes to the Public Health Grant such as a reduction in overall allocation to the Council.
- The SLA will be reviewed on an annual basis and subsequent allocation of Public Health Grant to the Directorate.

- The Agreement may only be varied with the express written agreement signed by the partners (or their authorised representatives).
- Any changes to the service which may impact on specified Public Health outcomes need to be discussed with Public Health before any final decisions/agreements.

I hereby agree the above conditions on behalf of Public Health South Tees:

Signed _____ **Date:** _____

Name: _____

I hereby agree the above conditions on behalf of the Adult Social Care Directorate:

Signed _____ **Date:** _____

Name: _____

Schedule 1- Price and payment

- The Service will be funded through Public Health South Tees
- The following funding is available to contribute towards delivering the service outcomes:

£1,003,500

- Internal transfer will be arranged by the Public Health Business Partner

Appendix 1. Public health mandated and non-mandated functions

Mandated functions include:

- Weighing and measuring of children at reception and year 6 (National Weight Measurement Programme)
- NHS Health Check assessment and delivered, offered every 5 years to eligible residents who meet screening criteria;
- Provision of sexual health services – STI testing and treatment and contraception;
- Provision of Public Health advice to the ICB;
- Health protection, including prevention, planning for and responding to emergencies;
- Oral health, including initiation, variations and termination of fluoridation; oral health promotion; oral health surveys; oral health needs assessment (subject to change)

Non-mandated functions that are conditions of the Public Health Grant:

- Drug and alcohol provision
- Children and young people (Health Visiting and School Nursing)

Service Level Agreement

Public Health South Tees and Middlesbrough Council Finance Directorate

1. Introduction

The purpose of this Service Level Agreement is to establish a framework for collaboration between Public Health South Tees and Middlesbrough Council Finance Directorate to deliver public health outcomes which contribute to reducing health inequalities across Middlesbrough.

Partners in the SLA are:

- Public Health South Tees
- Middlesbrough Council Finance Directorate

2. Background

The Local Authority, via the Director of Public Health, has a duty to improve public health under **Section 12** of the **Health and Social Care Act 2012**. Under the provisions of the Act, Middlesbrough Council has a duty to improve the health and wellbeing of the population. This means the council should pay regard to the evidence of need and identify services, approaches or interventions to improve health outcomes and address inequalities.

To support this duty the Director of Public Health is accountable for the delivery of Middlesbrough Council's public health duties and is an independent advocate for the health of the population, providing leadership for its improvement and protection. The duty is expected to be executed via the delivery of mandated and non-mandated functions (Appendix 1) that best meet the needs of the local population, including having regards to the Joint Strategic Needs Assessment and Joint Health & Wellbeing Strategy.

To support these responsibilities the DPH is responsible for a public health grant. The level of the grant is set by the Treasury and is ring-fenced for specific uses with its requirements set out in the grant determination letter.

3. Principles of Public Health Grant Allocation

The council needs to demonstrate that the public health grant has been used to improve the health and wellbeing of the population in line with evidence of need and in accordance with the legislation and requirements set out in the grant determination letter.

The DPH and Chief Executive/s151 officer must be able to confirm that expenditure of the grant is in line with the legislative requirements and will assure that:

- The main and primary purpose of any spend against the public health grant is in support of the delivery of strategic public health outcomes;
- Expenditure is transparently and demonstrably in line with the grant determination requirements;

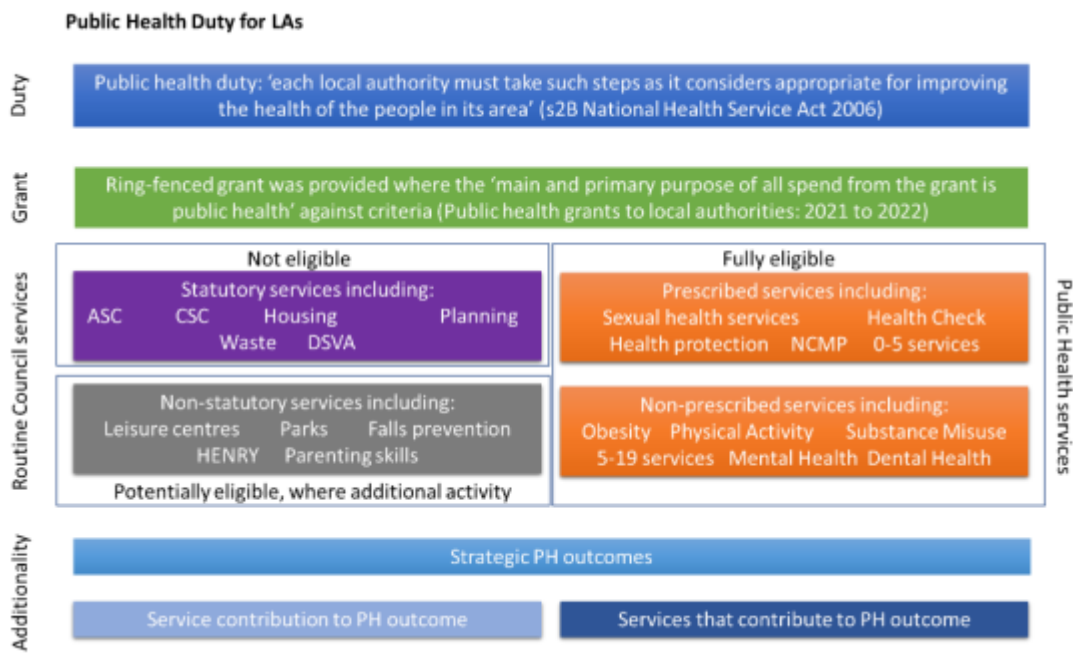
- Governance processes are robust and adequate; and
- Public health outcomes are reviewed and monitored.

To reduce health inequalities and improve health and wellbeing outcomes in Middlesbrough, Public Health South Tees has adopted a Programme Approach across the lifecourse (Start Well, Live Well and Age Well) underpinned by five priority areas to improve health and reduce inequalities:

- Creating healthy and sustainable places
- Health protection
- Preventing ill-health
- Reducing vulnerability
- Promoting positive mental health and emotional resilience

All expenditure must be in line with the principles and processes set out in the legislative model for Public Health grant expenditure (Figure 2). This framework aims to ensure that public health grant is used in a way which is based on a solid understanding of health and wellbeing needs; prioritises prevention; and delivers best value, including a process for continuous improvement.

Figure 2. Legislative model for public health grant expenditure



The planned use of the public health grant allocation must be assessed as being an effective and efficient use of the resource available to ensure:

- All grant expenditure is eligible, as per public health grant conditions;
- The effective delivery of all prescribed/mandated public health services; and
- The delivery of activity identified as being required to address the five priorities set out within the Public Health Strategy and programme approach.

Improvement to the health and wellbeing of the population is delivered through a combination of interventions: understanding the needs of the population, influencing system policy and developing collaborative and integrated approaches. The public health grant will be used to support a breadth of services against strategic outcomes to ensure equity of access, cover different levels of prevention and reduce inequalities. Where the public health grant is invested in internal council services, they will be supported by service level agreements that demonstrate the contribution to achieving outcomes aligned to the five priority areas and will be reviewed at least annually.

4. Service Scope

Health inequalities exist in Middlesbrough. The population of Middlesbrough has a lower life expectancy when compared to regional and national averages. They can also expect to live a shorter proportion of their lives in good health. People experiencing the greatest deprivation have the shortest life expectancy, living on average 13 years less than those in the most affluent wards. The trend of other key outcomes, such as proportion of children living with overweight or obesity and ill-health attributed to smoking, is worsening. This demonstrates that health impacts should be an important part of any decision making to contribute towards reducing the inequality gap.

5. Outcomes and Actions

The strategic public health outcomes have been described in the Public Health Strategy.

The overarching outcome of this SLA is for Public Health and Finance Directorate to work collaboratively to support the reduction in health inequalities in Middlesbrough residents.

Finance Directorate Commitments

All Directorate action

- Support the development and outcomes of the Joint Strategic Needs Assessments and delivery of the Live Well South Tees Health and Wellbeing Strategy.
- Encourage staff to attend relevant public health training including but not exhaustive: C-card and wider sexual health, Trauma informed, Making Every Contact Count (MECC), substance misuse, Breastfeeding Welcome, Healthy Weight Declaration E-learning, Suicide prevention e-learning and Dementia Friendly.
- Identify key front-line staff to be trained as mental health first aiders/advocates across the directorate.
- As a Directorate complete an annual public health audit which demonstrates application of knowledge.
- Ensure appropriate directorate attendance at key partnerships such as the South Tees Health Protection Board, South Tees Healthy Weight Alliance as required.
- Nominate a wellbeing champion for the Directorate and to register on the South Tees Wellbeing Network.
- Sign up to Age Friendly Charter as a directorate.

Commissioning and Procurement

- Support Public Health to develop innovative commissioning models to increase effective partnership working to deliver shared outcomes and maximise community wealth building in line with the Social Value Policy.
- Support Public Health to navigate procurement regulations to develop social enterprises to deliver Public Health outcomes and access different funding routes (as achieved with Recovery Connections).
- Work with Public Health to develop a collaborative commissioning model as used by You've Got This.
- Support with promoting independence and wellbeing of older residents in care homes and residential settings, helping people stay out of hospital ensuring 'active' care homes providing falls prevention, supporting uptake of vaccinations, IPC, independence, and general wellbeing.
- Continue to support the MUST service in care homes.
- Support the development of the Age Well Strategy.

Resident and Business Support

- Welfare Rights to work with Public Health to develop links with services to support residents access to Substance Misuse Recovery Services, Stop Smoking Services, Bring it on Boro programme (Holiday Activity and Food Programme) and mental health support services.
- Include Public Health as part of the Housing Needs Assessment to ensure consideration of health inclusion groups and support needed for a successful tenancy.
- Working with Public Health and Education Services to explore, develop and deliver the auto enrolment of school children who are eligible for free school meals, simplifying the sign-up process for families, by utilising existing data held at government level.

Public Health South Tees Commitments

- Nominating key staff to support achievement of outcomes.
- Provide up-to-date training for Finance staff to access.

6. Guiding Principles

The following guiding principles underpin the work:

- Partners have equal status and will work collaboratively and support each other in the spirit and intention of this SLA.
- Partners will be open and transparent and act in good faith towards each other.
- Partners will commit resources appropriately to support the delivery of the SLA outcomes.
- Partners will demonstrate a willingness to put the needs of the public before the needs of individual organisations.
- All partners recognise and acknowledge that integration is an interactive and iterative process.

7. Monitoring and ongoing development

Quality assurance and delivery against the SLA outcomes will be monitored via quarterly meetings between Finance Services and Public Health (performance frameworks and narrative report templates will be supplied by Public Health). Outcomes from these meetings will feed into bi-annual Public Health Grant Oversight Boards. Service areas will also be required to co-produce an annual report to provide the Director of Public Health oversight on the delivery against the investment.

8. Key Monitoring Metrics

Progress against all the above targets will be reported quarterly:

- Number of innovative commissioning models
- Attendance at relevant strategic partnerships/developments
- Number staff attending relevant public health training
- Pathway development between Welfare Rights and Public Health services

9. Signatories to this SLA: Public Health South Tees and Middlesbrough Council Finance Directorate

- This SLA is effective from 01.04.2023 for a period of one year, subject to early termination in the event of changes to the Public Health Grant such as a reduction in overall allocation to the Council.
- The SLA will be reviewed on an annual basis and subsequent allocation of Public Health Grant to the Directorate.
- The Agreement may only be varied with the express written agreement signed by the partners (or their authorised representatives).
- Any changes to the service which may impact on specified Public Health outcomes need to be discussed with Public Health before any final decisions/agreements.

I hereby agree the above conditions on behalf of Public Health South Tees:

Signed _____ **Date:** _____

Name: _____

I hereby agree the above conditions on behalf of the Finance Directorate:

Signed _____ **Date:** _____

Name: _____

Schedule 1- Price and payment

- The Service will be funded through Public Health South Tees
- The following funding is available to contribute towards delivering the service outcomes:

£1,005,500

- Internal transfer will be arranged by the Public Health Business Partner

Appendix 1. Public health mandated and non-mandated functions

Mandated functions include:

- Weighing and measuring of children at reception and year 6 (National Weight Measurement Programme)
- NHS Health Check assessment and delivered, offered every 5 years to eligible residents who meet screening criteria;
- Provision of sexual health services – STI testing and treatment and contraception;
- Provision of Public Health advice to the ICB;
- Health protection, including prevention, planning for and responding to emergencies;
- Oral health, including initiation, variations and termination of fluoridation; oral health promotion; oral health surveys; oral health needs assessment (subject to change)

Non-mandated functions that are conditions of the Public Health Grant:

- Drug and alcohol provision
- Children and young people (Health Visiting and School Nursing)

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Service Level Agreement

Public Health South Tees and Middlesbrough Council Legal and Governance Directorate

1. Introduction

The purpose of this Service Level Agreement is to establish a framework for collaboration between Public Health South Tees and Middlesbrough Council Legal and Governance Directorate to deliver public health outcomes which contribute to reducing health inequalities across Middlesbrough.

Partners in the SLA are:

- Public Health South Tees
- Middlesbrough Council Legal and Governance Directorate

2. Background

The Local Authority, via the Director of Public Health, has a duty to improve public health under **Section 12** of the **Health and Social Care Act 2012**. Under the provisions of the Act, Middlesbrough Council has a duty to improve the health and wellbeing of the population. This means the council should pay regard to the evidence of need and identify services, approaches or interventions to improve health outcomes and address inequalities.

To support this duty the Director of Public Health is accountable for the delivery of Middlesbrough Council's public health duties and is an independent advocate for the health of the population, providing leadership for its improvement and protection. The duty is expected to be executed via the delivery of mandated and non-mandated functions (Appendix 1) that best meet the needs of the local population, including having regards to the Joint Strategic Needs Assessment and Joint Health & Wellbeing Strategy.

To support these responsibilities the DPH is responsible for a public health grant. The level of the grant is set by the Treasury and is ring-fenced for specific uses with its requirements set out in the grant determination letter.

3. Principles of Public Health Grant Allocation

The council needs to demonstrate that the public health grant has been used to improve the health and wellbeing of the population in line with evidence of need and in accordance with the legislation and requirements set out in the grant determination letter.

The DPH and Chief Executive/s151 officer must be able to confirm that expenditure of the grant is in line with the legislative requirements and will assure that:

- The main and primary purpose of any spend against the public health grant is in support of the delivery of strategic public health outcomes;

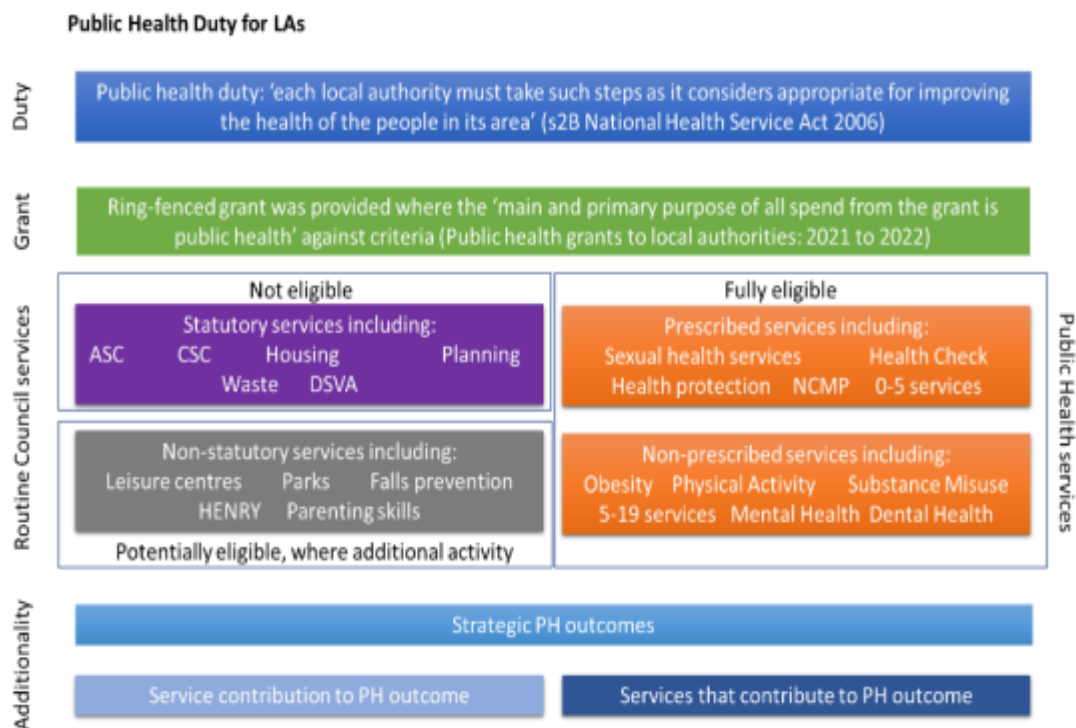
- Expenditure is transparently and demonstrably in line with the grant determination requirements;
- Governance processes are robust and adequate; and
- Public health outcomes are reviewed and monitored.

To reduce health inequalities and improve health and wellbeing outcomes in Middlesbrough, Public Health South Tees has adopted a Programme Approach across the lifecourse (Start Well, Live Well and Age Well) underpinned by five priority areas to improve health and reduce inequalities:

- Creating healthy and sustainable places
- Health protection
- Preventing ill-health
- Reducing vulnerability
- Promoting positive mental health and emotional resilience

All expenditure must be in line with the principles and processes set out in the legislative model for Public Health grant expenditure (Figure 2). This framework aims to ensure that public health grant is used in a way which is based on a solid understanding of health and wellbeing needs; prioritises prevention; and delivers best value, including a process for continuous improvement.

Figure 2. Legislative model for public health grant expenditure



The planned use of the public health grant allocation must be assessed as being an effective and efficient use of the resource available to ensure:

- All grant expenditure is eligible, as per public health grant conditions;
- The effective delivery of all prescribed/mandated public health services; and
- The delivery of activity identified as being required to address the five priorities set out within the Public Health Strategy and programme approach.

Improvement to the health and wellbeing of the population is delivered through a combination of interventions: understanding the needs of the population, influencing system policy and developing collaborative and integrated approaches. The public health grant will be used to support a breadth of services against strategic outcomes to ensure equity of access, cover different levels of prevention and reduce inequalities. Where the public health grant is invested in internal council services, they will be supported by service level agreements that demonstrate the contribution to achieving outcomes aligned to the five priority areas and will be reviewed at least annually.

4. Service Scope

Health inequalities exist in Middlesbrough. The population of Middlesbrough has a lower life expectancy when compared to regional and national averages. They can also expect to live a shorter proportion of their lives in good health. People experiencing the greatest deprivation have the shortest life expectancy, living on average 13 years *less* than those in the most affluent wards. The trend of other key outcomes, such as proportion of children living with overweight or obesity and ill-health attributed to smoking, is worsening. This demonstrates that health impacts should be an important part of any decision making to contribute towards reducing the inequality gap.

5. Outcomes and Actions

The strategic public health outcomes have been described in the Public Health Strategy.

The overarching outcome of this SLA is for Public Health and Legal and Governance Directorate to work collaboratively **to support the reduction in health inequalities in Middlesbrough residents and employees.**

Legal and Governance Directorate Commitments

All Directorate action

Training

- Encourage staff to attend relevant public health training including but not exhaustive: C-card and wider sexual health, Trauma informed, Making Every Contact Count (MECC), substance misuse, Breastfeeding Welcome, Healthy Weight Declaration E-learning, Suicide prevention e-learning and Dementia Friendly.
- Identify key front-line staff to be trained as mental health first aiders/advocates across the directorate.
- As a directorate complete an annual public health audit which demonstrates application of knowledge.

Partnerships/Collaborative Working

- Support the development of the Joint Strategic Needs Assessments and delivery of the Live Well South Tees Health and Wellbeing Strategy.
- Ensure appropriate directorate attendance at key partnerships such as the South Tees Health Protection Board, South Tees Healthy Weight Alliance as required.
- Nominate a wellbeing champion for the directorate and to register on the South Tees Wellbeing Network
- Sign up to Age Friendly Charter as a directorate.

Human Resources

- Develop an annual staff health and wellbeing plan with support and input from Public Health to support workplace health and wellbeing including access to counselling services.
- Support key Public Health messaging and engagement with staff for example promoting flu immunisation.
- Maintain '*Maintaining Excellence*' Better Health at Work Award Status.

Policy and Performance

- Work with Public Health to incorporate a Health in All Policies approach through embedding Health Inequality Impact Assessment in key policies and decision-making processes to ensure consideration a policy, strategy or service plan may have on the health of a population.
- Support the development and implementation of JSNA's which are a statutory requirement for the Council and ICB.
- Work with Public Health to develop the Social Value Charter

Public Health South Tees Commitments

- Training and support on the implementation and application of the Health Inequalities Impact Assessment
- Nominating key staff to support achievement of outcomes.
- Provide up-to-date training for LGS staff to access.

6. Guiding Principles

The following guiding principles underpin the work:

- Partners have equal status and will work collaboratively and support each other in the spirit and intention of this SLA.
- Partners will be open and transparent and act in good faith towards each other.
- Partners will commit resources appropriately to support the delivery of the SLA outcomes.
- Partners will demonstrate a willingness to put the needs of the public before the needs of individual organisations.
- All partners recognise and acknowledge that integration is an interactive and iterative process

7. Monitoring and ongoing development

Quality assurance and delivery against the SLA outcomes will be monitored via quarterly meetings between LGS and Public Health (performance frameworks and narrative report templates will be supplied by Public Health). Outcomes from these meetings will feed into biannual Public Health Grant Oversight Board. Service areas will also be required to co-produce an annual report to provide the Director of Public Health oversight on the delivery of public health outcomes against the investment.

8. Key Monitoring Metrics

Progress against all the above targets will be reported quarterly:

- Evidence of maintaining excellence (BHAWA)
- Representation at relevant Public Health Meetings.
- HIIA embedded into policy and decision-making processes.
- Social Value Charter development and implementation.
- Number staff attending relevant public health training.

9. Signatories to this SLA: Public Health South Tees and Middlesbrough Council Legal and Governance Directorate

- This SLA is effective from 01.04.2023 for a period of one year, subject to early termination in the event of changes to the Public Health Grant such as a reduction in overall allocation to the Council.
- The SLA will be reviewed on an annual basis and subsequent allocation of Public Health Grant to the Directorate.
- The Agreement may only be varied with the express written agreement signed by the partners (or their authorised representatives).
- Any changes to the service which may impact on specified Public Health outcomes need to be discussed with Public Health before any final decisions/agreements.

I hereby agree the above conditions on behalf of Public Health South Tees:

Signed _____ **Date:** _____

Name: _____

I hereby agree the above conditions on behalf of the Legal and Governance Directorate:

Signed _____ **Date:** _____

Name: _____

Schedule 1- Price and payment

- The Service will be funded through Public Health South Tees
- The following funding is available to contribute towards delivering the service outcomes:

£458,300

- Internal transfer will be arranged by the Public Health Business Partner

Appendix 1. Public health mandated and non-mandated functions

Mandated functions include:

- Weighing and measuring of children at reception and year 6 (National Weight Measurement Programme)
- NHS Health Check assessment and delivered, offered every 5 years to eligible residents who meet screening criteria;
- Provision of sexual health services – STI testing and treatment and contraception;
- Provision of Public Health advice to the ICB;
- Health protection, including prevention, planning for and responding to emergencies;
- Oral health, including initiation, variations and termination of fluoridation; oral health promotion; oral health surveys; oral health needs assessment (subject to change)

Non-mandated functions that are conditions of the Public Health Grant:

- Drug and alcohol provision
- Children and young people (Health Visiting and School Nursing)

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MIDDLESBROUGH COUNCIL	
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Report of:	Director of Public Health South Tees.
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Relevant Executive Member:	Mayor of Middlesbrough and Executive Member for Adult Social Care and Public Health
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Submitted to:	Executive
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Date:	20 December 2023
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Title:	South Tees Changing Futures Programme – Extended Funding
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Report for:	Decision
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Status:	Public
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Strategic priority:	Vulnerability
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Key decision:	Yes
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Why:	Decision(s) will incur expenditure or savings above £250,000 and have a significant impact in two or more wards
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Subject to call in?:	Yes
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Why:	Not Urgent
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Proposed decision(s)
<p>That Executive approves:</p> <ol style="list-style-type: none"> a. Accepting the boost funding. b. That Middlesbrough Council are to continue as lead organisation of the Changing Futures South Tees Programme. c. Middlesbrough Council will accept and hold monies, regarding South Tees Changing Futures Programme Boost Funding. d. Delegation for the allocation of monies for activities required to deliver the programme and management of associated procurement processes to the Director of Public Health, as advised by the South Tees Changing Futures Board, for the allocated period of April 2024-March 2025.

Executive summary

The purpose of this report is to seek approval to accept external grant funding that will enable the extension of the South Tees Changing Futures (STCF) programme for an additional year: 2024/25. In summary:

- Additional 'boost funding' to extend the STCF programme by a further year is now available. We had to bid for this funding, and South Tees Changing Futures Programme was one of ten (of the 15 programmes) to secure funding;
- Approval to pursue and secure the original funding and Middlesbrough Council hosting the STCF Programme was approved by Executive in April 2021;
- STCF covers both Middlesbrough and Redcar & Cleveland local authority areas in full and the incoming funds are above £0.250m;
- The recommendation to accept these funds and extend the programme to 31 March 2025 allows more time to further develop and increase the activities and interventions to improve outcomes for local people affected by multiple vulnerabilities;
- Changing Futures area status presents opportunity to attract further external funding, which would enable the sustainability of good practice and create a legacy from STCF;
- There will be additional activities that can be undertaken with the boost funding, some of which will be above the procurement threshold for direct award. The STCF programme team propose to work closely with corporate commissioning and procurement colleagues, and other relevant departments to develop and commission these activities;
- Securing the funding to extend the STCF programme will have a positive impact on local people who are affected by multiple vulnerabilities and continue to provide additional capacity to support them directly. It is not anticipated to have any negative impact on Middlesbrough Council and presents a compelling opportunity to continue delivering a programme of activity that is already delivering positive work;
- Additional information is set out in the main body of the report;
- The STCF Programme Board, DMT and LMT have reviewed and approved the proposed recommendations within this paper and endorse this request for Executive approval.

Purpose

1. To seek approval for Middlesbrough to accept 'boost funding' to enable the continuation, as lead organisation, for the South Tees Changing Futures Programme for the period of one additional year – from April 2024 – March 2025.

Background and relevant information

2. Following the Executive approval to bid for funding, Middlesbrough were awarded £3.1m via the funding bodies: the Department for Levelling Up Communities and Housing (DLUHC) and the National Lottery Community Fund (NLCF), for the South Tees Changing Futures (STCF) programme in 2021. This programme supports adults experiencing multiple disadvantages in both Middlesbrough Council and Redcar & Cleveland Borough Council areas. Further roll of out funding has become available, which the South Tees Changing Futures programme have successfully been awarded. A funding amount of £0.850m from April 2024 – March 2025 will be awarded.
3. There will be additional activities that can be undertaken with the boost funding, some of which will be above the procurement threshold for direct award. The STCF programme team propose to work closely with corporate commissioning and procurement colleagues, and other relevant departments to develop and commission:
 - Improving the lived experience and system consultation wider recovery support £0.150m;
 - Supporting Women who have experienced and/or are at risk of exploitation £0.124m;
 - Improved housing support for people with multiple vulnerabilities, including a pilot of a Housing First-style model (or similar). The budget for this work is yet to be finalised but it will be supplemented by TEWV NHS Trust 'Transforming Communities' funding, which has been aligned to the STCF programme objectives. STCF funding has been identified from the existing VCS workstream and the final amount will be agreed by the STCF Board.
4. Changing Futures will continue to work in partnership with the other 14 local areas, coordinate and share best practice, innovative approaches and improve outcomes for people experiencing multiple disadvantages, including a combination of: homelessness; substance misuse; mental health issues; domestic abuse and contact with the criminal justice system.
5. The boost funding will continue to support those in Changing Futures and demonstrate the following.
 - a. Addressing the needs of the whole person;
 - b. A system-wide approach;
 - c. Trauma-informed practice;
 - d. Meaningful lived experience input in the design and ongoing delivery;
 - e. Additionality, evidence based and targeted – not substituting universal, statutory or mainstream (existing) services.
6. In addition, some new areas of work, including to procure and deliver two new projects focused on sexually exploited woman and lived or living experience. These projects were included in the bid given the groundwork already undertaken across the Changing Futures Programme.

7. The original programme was due to cease on 31st March 2024, but DLUHC/National Lottery Community Fund agreed that the original funding (£3.1m) could be extended over a longer period, to 31st March 2025. The original STCF programme workstreams will continue, in line with the attached Boost Funding Programme Schedule at Appendix 1.

What decision(s) are being recommended?

8. That Executive approves:
 - e. Accepting the boost funding.
 - f. That Middlesbrough Council are to continue as lead organisation of the Changing Futures South Tees Programme.
 - g. Middlesbrough Council will accept and hold monies, regarding South Tees Changing Futures Programme Boost Funding.
 - h. Delegation for the allocation of monies for activities required to deliver the programme and management of associated procurement processes to the Director of Public Health, as advised by the South Tees Changing Futures Board, for the allocated period of April 2024-March 2025.

Rationale for the recommended decision(s)

9. Since successfully attaining Changing Futures area status in 2021, an opportunity has arisen to extend the programme and further invest into the community and services, for those with complex multiple disadvantages. The additional funding enables Changing Futures more time to make a positive impact for those experiencing these challenges, particularly in the current climate where demand on services is at an all-time high. It provides the opportunity to extend the programme management function, and key workstreams for the year 2024/25.
10. Being provided additional time to continue working with partner organisations and stakeholders creates better chances for the longevity of Changing Futures and to sustain new ways of past the programme end date. It also demonstrates the confidence of DLUHC and National Lottery Community Fund in the approach so far and facilitates ongoing conversations about future needs.
11. Accepting this funding will not only help those with multiple disadvantages, continued involvement in the Changing Futures Programme will give Middlesbrough (and South Tees) a further opportunity for ongoing research and evaluation of the programme, strengthening our relationships with DLUHC and National Lottery Community Fund and could increase the likelihood of further funding and support.
12. Additional activities will need to be undertaken to build on work undertaken to date and to address gaps identified in research, such as the A Way Out report on women facing multiple disadvantages – see Appendix 2. These activities will require procurement processes to be undertaken. The STCF team will work with corporate commissioning and procurement colleagues to ensure that the appropriate policies and procedures are followed for all such activities.

Other potential decision(s) and why these have not been recommended

13. Middlesbrough Council are the lead organisation for this programme and this request is to both continue the status of Middlesbrough Council being lead organisation and to accept the boost funding.
14. An alternative option would have been to not accept the funding and let the programme end – this would deny South Tees the opportunity for continued investment and ongoing improvement to benefit some of our most vulnerable residents, therefore, it is not deemed to be a worthy option.
15. A further option would have been to drastically alter the STCF workstreams, potentially making them much smaller in scope. This was not considered to be feasible as a network of support and relationships has been developed since the STCF programme was implemented in 2021. The application for extended/boost funding was based on the continuation of the existing programme. To deviate significantly from the current workstream would have likely impact the award of these funds and would not be a suitable recommendation.
16. The final alternative would have been for Redcar and Cleveland Borough Council (RCBC) to take on the role of lead organisation for STCF - given that Middlesbrough Council has been the lead organisation since the outset of the programme, RCBC now assuming that responsibility would risk disruption and delay to the objectives that we have been provided funding to deliver.
17. Part of the proposed plan includes a procurement process of two projects. These are to be procured and implemented ready for the funding commitment period, April 1st 2024 – March 31st 2025. Delayed funds could impact negatively, and implementation of service in a timely manner. This could delay/lower service provision and restrict opportunity to improve the lives of those with multiple disadvantages.

Impact(s) of the recommended decision(s)

Legal

18. There are no identified legal implications in relation to the extension of funding and to continue delivery of the programme up until March 2025.
19. Any contract extensions or new activity required to deliver the objectives that the boost funding has been awarded for will be consistent with Middlesbrough Council commissioning and procurement policies.

Strategic priorities and risks

20. No significant risks that would negatively impact on the strategic risk register have been identified.
21. Please see attached Risk Assessment carried out for the original proposal March 2021 as appendix 3.

Contribution to delivery of the 2020-23 Strategic Plan		
People	Place	Business
<ul style="list-style-type: none"> • work to address the causes of vulnerability and inequalities in Middlesbrough and safeguard and support those made vulnerable. • Tackle crime and anti-social behaviour head on, working with our partners to ensure local people feel safer. • Working with communities and other public services in Middlesbrough to improve the lives of local people. 		<ul style="list-style-type: none"> • Creating positive perceptions of our town on a national basis

Human Rights, Equality and Data Protection

22. Equality impact assessments were carried out for original Changing Futures proposal and found no negative impacts on any protected groups, nor was it likely to have any negative impact as a whole.

23. The EIA can be found, attached as appendix 4.

Financial

24. There are no formal match funding requirements from Middlesbrough Council or local partner organisations. Costs for programme management capacity were built into the original budget for Changing Futures and will be continued within the boost funding. A management fee has not been included, as it was not an option within the grant funding arrangements.

25. The STCF grant is subject to quarterly grant reporting processes with the funding bodies: Department for Levelling Up Housing and Communities (DLUHC) and the National Lottery Community Fund. It is essential that any expenditure is in line with the grant conditions and that reporting requirements are met to ensure no risk arises.

26. There may be a small element of redundancy liabilities in the final year of the programme, however, the grant funding can be utilised to cover these costs.

27. **Actions to be taken to implement the recommended decision(s):**

Action	Responsible Officer	Deadline
South Tees Changing Futures Programme: Boost Programme Schedule is agreed by the funders and Transfer of associated monies to Middlesbrough Council.	Jonathan Bowden / Chris Barlow	October – December 2023
Sign off boost funding schedule planned for 2024-2025	Mark Adams via STCF Programme Board	December 2023
Start procurement processes for specific projects – out to quote	Danielle Hall / Sam Haran	November – December 2023
Transfer relevant workstream/activity funding to Redcar and Cleveland Borough Council	Danielle Hall / Finance	March 2024
Implement procured projects	Danielle Hall/Chris Barlow	March 2024

Appendices

1	Boost Funding Programme Schedule
2	A Way-out research paper – Women experiencing multiple disadvantage
3	Executive Committee March 21 - Changing Futures Risk Assessment
4	Executive Committee March 21 - Changing Futures EIA level 1

Background papers

The Boost Funding Schedule for the Changing Futures delivery elements for 2024/25 is attached as Appendix 1. A research report, developed on behalf of STCF by A Way Out, providing an insight and greater understanding of the experiences of women who experience multiple disadvantages is Appendix 2. Finally, both Risk Assessment and Equality Impact Assessments are attached as appendices 3 and 4 respectively. These were developed to secure approval for the original round of Changing Futures funding in March 2021.

Contact: Jonathan Bowden, Head of Inclusion Health, Public Health South Tees
Email: Jonathan_bowden@middlesbrough.gov.uk

Appendix 1: Boost Funding Programme Schedule

Ref	Title	Description	Total
1	Extend Programme Manager role	Oversee delivery of the Sustainability and System Change Plan, taking lead on embedding/ sustaining priorities.	60,000
2	Extend Data Management Officer	The role provides expertise to the Key Worker Team Leaders in ensuring that data collection/ analysis is delivered.	27,000
3	Extend 3x CF Project Officer/ Quality Roles	Make linkages at a service level and generate wider understanding across the system. During 2024/25 they will commence working with different services to ensure new connections/ benefits are realised.	100,000
4	Extend VCS Infrastructure Leads.	They are critical to enhancing both strategic and operational links to the VCS. The scale of the sector, and it's evolving nature, mean that ongoing support in 2024/25 would enable momentum to continue.	115,000
5	Extend Lived Experience Coordinator	Continue funding the post during 2024/25 to further develop innovative practice and embed the approach in wider service delivery post-CF. Funding will support training and personal development for participating individuals.	60,000
6	Extend existing System Change Lead role	Lead thinking across the partnership/within VCS. Includes funding for training.	25,000

7	Identifying Hidden Victims of Domestic Abuse	Extend Key Worker role to cover engage with GP surgeries to better identify hidden victims of domestic abuse across Redcar & Cleveland and Middlesbrough. In total, 20 hidden victims of DA identified and supported.	64,000
8	Extend system change research capacity	Intensive research and mapping of the whole system/referral/support pathways, to inform radical system-wide improvement project to streamline access, improve efficiency/client experience.	90,000
9	Women experienced and/or are at risk of sexual exploitation	Project to proactively engage and support 90 women who have experienced and/or are at risk of sexual exploitation (including those engaged in street based sex work) and are not currently/consistently engaging with and/or accessing other services.	124,000
10	Lived Experience / Living Experience	Extend the Lived Experience/ wider recovery support Investment will have a longer-term impact in extending capacity for ongoing client support post-CF. 120 people will be supported.	150,000
11	Domestic Abuse in Ethnically Diverse Communities support	Co-produced research will inform DA strategy.	15,000
12	Extend Mental Health support at International Centre	Enhance mental health support capacity at International Centre working with 50 people, including refugees and other groups. The project will embed expertise across volunteers, leaving legacy post-CF.	20,000

Appendix 2 - A Way-out research paper – Women experiencing multiple disadvantage

This report was funded by the Changing Futures initiative to learn of the experiences of adult women across Teesside who experience multiple disadvantages and engage with the services of A Way Out. They share their experiences of services they use, the good and the bad and how they feel such services could be improved to be more appropriate to their needs. We would like to thank the women who took time out of their lives to share their stories within the face of such daily adversity and help shape services for them and other women across the area.

Gaynor Trueman
GSTConsultancy/NESWF

Executive Summary

The purpose of this project was to gain insight into the experiences of adult women across Teesside who experience multiple disadvantages and access support from A Way Out alongside a range of local community services. Through the Changing Futures initiative A Way Out sought to learn the barriers their service users face in accessing services, what they considered worked best for them and improvements needed within local services to encourage participation. The researcher, Gaynor Trueman, who has had significant experience in working with marginalised groups within this region, had contact with eleven women who engaged with A Way Out.

The participants were supported to tell their stories of navigating recovery while living in Teesside, highlighting the daily challenges they can face in accessing services. Their experiences have informed this report. A Way Out's main objective was to ensure their and other local services are fit for purpose and so improve outcomes in their client's lives. The report will provide practical recommendations for service development across the region.

Summary of findings from A Way Out service users

The women who took part in this report came from a variety of backgrounds ranging in age from 18-60, residing across Cleveland in various types of accommodation. All accessed support in varying degrees from the three adult women services that A Way Out provide, Liberty (for those involved in or exploited through the sex industry), STAGE (Adult Sexual Exploitation) and Phoenix (Criminal Justice Team). Participants also accessed an array of other services alongside A Way Out, such as the GP, Recovery organisations, probation and sexual health, with varying levels of challenge and success.

Although the majority of the women reported that services worked for them they also highlighted an array of both structural and personal challenges they faced in accessing the services mentioned.

Barriers faced included:

- o Feeling judged – Participants spoke of feeling judged by services, particularly for the women involved in addiction and felt their stories were assumed rather than enquired about. They reported feeling unheard and not listened to with a lack of empathy in service response.

- o Inflexible services – Participants reported rigid appointment times with the three strikes and you're out approach if they missed their slots without their circumstances being taken into account. They described a lack of out of hours support or weekend options.
- o Uncomfortable environments – Some felt they were not given options to move forward in their recovery due to their housing options or locations of their appointments being chaotic.
- o Inconsistent support – Participants reported feeling like a number due to erratic changes in support worker which meant that trust and relationship building became difficult with scant opportunities to ask questions or specify the support they needed.
- o Listened – when individual need was listened to rather than a blanket approach to service provision.
- o Gave opportunities to feedback - participants highlighted when they were given the chance to contribute to service development such as surveys etc or even just being asked when their appointment time best suited them.
- o Were consistent with their support – services who delivered what they promised were highlighted as being 'good' as participants were able to build trust and empathy with their worker.
- o Were trauma informed - when circumstances, both historical and current were taken into account for certain behaviours or missed appointment times. Being flexible with service provision by taking into account the impact of trauma.
- o Believed and encouraged – participants spoke of support workers who 'believed' in them and how successes were celebrated, no matter how small. This then encouraged them to keep moving forward with achievable goals.
- o Positive first response – highlighted as being crucial for continued attendance
- o Trauma informed – understanding the impact of past traumas
- o Improved communication between services – importance of wrap around services who appropriately communicate to halt the constant retelling of trauma
- o Respect – treating people as you would like to be treated
- o Valuing clients – treating people as individuals rather than as a number
- o Client led services – listening to feedback and responding appropriately

- Participants also reported positive experiences of local services, such as those who:
- Participants were asked what they felt a good service looked like. They highlighted the importance of being non-judgemental and listening to need in addition to:

Recommendations

- For more recognition of voluntary agencies as key leaders in care packages and pathways due to the specialist skills and awareness they hold. They are often key to the success of service users with multiple needs maintaining recovery journeys due to the unique advocacy work they are able to offer.
- All frontline services, including police, to ensure trauma informed training to all staff is standard policy. It is crucial for staff to be aware of and understand how past trauma can manifest as problematic behaviour traits and how to adequately respond in such situations.
- Services to be more flexible and trauma informed in their service provision, recognising that potentially vulnerable women may have specific needs to be considered regarding timings of appointments alongside the consideration of an increase in out of hours support.
- For commissioners and policy makers to understand and consider the multiple needs of women who are involved in or exploited through the sex industry and/or involved in the criminal justice service, within a health and safety model of service provision.

- The development of a peer informed, collaborative pathway offering consistent gold standard services across the region for those involved in or exploited through the sex industry.
- Improved reporting routes to police with specific points of contact for women who experience multiple disadvantages such as the development of non-uniform, non-enforcing officers who are specifically trained to offer an enhanced response.
- For more effective collaboration to be developed amongst frontline services, both public and voluntary to ensure sustained appropriate services for women experiencing multiple disadvantages.
- For women across Cleveland who may present to services with multiple needs to be considered within a whole person approach, considering their needs through a holistic lens rather than as 'too complex'. For services to recognise when their delivery needs to diversify to fulfil a more holistic approach.
- Opportunities for women with lived experience of multiple disadvantages to feedback on current services and any future development of service provision.
- Improvement of through the gate support from custody to community including the provision of suitable housing. Consistent informed support is considered vital to decrease the chance of recidivism.
- An improvement in women only supportive housing with trauma informed support available and accessible across the region.
- For the discontinuation of specific support such as counselling to be timely, planned out and thought given to onward referrals if additional support is needed.

Introduction

The aim of this project was to gain insight into the experiences of adult women across Teesside who experience multiple disadvantages and access support from A Way Out alongside a range of local community services. Through the Changing Futures initiative A Way Out sought to learn the barriers their service users face in accessing services, what they considered worked best for them and improvements needed within local services to encourage participation. Women were supported to tell their stories of navigating recovery while living in Teesside, their experiences have informed this report and have highlighted the daily challenges they can face to seek help. A Way Out's aim is to ensure theirs and other local services are fit for purpose and so improve outcomes in their clients lives by providing practical recommendations for service development.

Rationale

The Changing Futures Programme is a Government initiative born out of the COVID pandemic, when in the face of such adversity, communities came together to support the most vulnerable. More innovative ways of working were also developed relying on collaboration and shared learning. The aim of the programme is to learn from those in the community who experience multiple disadvantages such as mental ill health, homelessness, substance misuse, domestic abuse, contact with the criminal justice system and the challenges they can face in accessing services 1.

Such learning will then be taken forward to make an impact on three levels: Individual - i.e. better outcomes for adults experiencing multiple disadvantages through achievable goals; Service - to improve person-centred support through effective collaboration of services; System – improving links between government and local areas for future commissioning and system change to truly reflect local need 2.

1 *Changing Futures: Prospectus (2021)*;
2 *Moreton et al, (2022)*.

People who experience multiple disadvantages can face an array of challenges when accessing services. Research has shown that there is a high likelihood of mental ill health among such communities which can be the main instigator in preventing sustained engagement in support services. Access to support for mental health needs can be complex and challenging due to long waiting lists, high eligibility thresholds and inflexible service delivery. This then creates further barriers due to problematic behaviour traits which can manifest during periods of frustration and stress.

For people, particularly women, who are involved in stigmatised activities such as substance misuse, involvement in the criminal justice system and/or sex work, barriers to accessing support can be significant due to such factors as fear of judgement and/or repercussions from the perpetrator or indeed the very authorities who can offer support 3. Women with multiple needs are the most likely to be involved in sex work with research showing women experiencing homelessness are significantly more likely to be involved in street sex work than men. Homeless women are also thought to be under represented within homeless statistics due to the likelihood of them moving around to avoid detection or to utilise friends' homes aware of their own vulnerability when sleeping rough 4.

3 *Campbell & O'Neill (2011)*;
4 *Robinson (2016)*;
5 *Middlesbrough Joint Health and Wellbeing Strategy 2013-2023*;
6 *Stockton-on-Tees Joint Health and Wellbeing Strategy 2019-2023*.

Teesside is a region whose communities can experience multiple disadvantages due to areas of high deprivation, low educational attainment, above average unemployment rates and high benefit reliance. Life expectancy for people living within areas of Teesside are below the national average with high cases of domestic abuse - within Middlesbrough reported levels are double the national average; mental ill health and substance misuse - substance misuse and alcohol related harm to individuals, families and communities are higher than regional and national averages. Health and Wellbeing Boards across the region are aiming for better joined up services and improved service provision to tackle such inequalities.

A Way Out is an outreach and preventions charity based in Stockton-on-Tees which aims to engage, empower and equip vulnerable and excluded women, families and young people to live lives free from harm, abuse and exploitation. The charity offers services across Teesside to women and families suffering multiple disadvantages and aims to improve trauma informed services and effective collaboration across the region. This report will focus on the three teams who support adult women, Liberty, STAGE and Phoenix who offer dedicated wrap around services for women with multiple needs.

A Way Out is perfectly placed to utilise the Changing Futures Programme and amplify the voices of their service users due to being witness to the daily challenges such women face to access appropriate support. Such challenges can be due to internal vulnerabilities and/or inappropriate service delivery within their local community. During the COVID 19 pandemic A Way Out experienced their own frustrations when attempting to continue to offer services to their vulnerable clients. It was quickly realised that a change in service delivery alongside improved service collaboration was needed to ensure a continued level of support, if somewhat limited.

Rather than shutting up shop A Way Out diversified. The essential supplies that were usually offered within Liberty drop-ins such as food parcels, toiletries and mental health activities became lifesaving doorstep drops, following covid social distancing restrictions. This meant they could maintain a check on the physical and mental health of their clients; for those who had access to online facilities support was also offered remotely with online chats and communication. A Way Out also became the conduit for other services, delivering appointments and ensuring communication was still open between their clients and essential services such as substance misuse support.

As restrictions gradually lifted, the Liberty team were able to restart face to face support but again a diversified version of their usual one-to-one model of support. As enclosed contact was still restricted, walk and talk sessions were offered whereby clients could be personally supported again but outside and following social distancing rules. Evening outreach could also restart whereby the much needed safety supplies could be accessed.

Such diversification is what the Changing Futures programme represents. A Way Out listened to what their clients needed and continued to meet that need, going over and above in their service delivery. From this report the Liberty, STAGE and Phoenix teams aim to continue to diversify theirs and other services in the area. By amplifying the voices of women who experience multiple disadvantages local services can learn where improvements are needed, how more appropriate support can be offered and so achieve better outcomes for women to live safe and healthy lives.

Methods

The challenges we faced in engaging with women who face such life impacting disadvantages is reflected in the small size of the research sample, but despite this the findings are consistent with the empirical data A Way Out has gathered over the twenty one years of its service delivery. The research was conducted using a mixed methods approach, both surveys and semi-structured interviews were utilised, to gain a snap shot of client views across the breadth of women's services delivered by A Way Out. To ensure inclusivity, the project was introduced to the adult women teams of A Way Out, Liberty, STAGE and Phoenix prior to gathering data to gain their opinions on how best to reach out to their clients. Surveys containing seven multi-choice questions, designed with space to expand answers, were then shared by the teams with clients on case load, or in the case of Liberty, also to women who they might encounter on evening outreach. Face-to-face interviews were then conducted allowing for more in-depth data gathering and for the voices of the women to be heard.

Potential interviewees were contacted through the details they had consensually provided within the survey or through their case worker. Although an initial picture of services used in the local community and main barriers to access was highlighted within the survey, to truly allow for the voices of this community to be heard qualitative interviews were conducted. The interviews were semi-structured, that is questions to direct the interview but allowing the participant space to expand their views if needed.

The interviews were conducted face-to-face following ethical guidelines (Appendix 1). Participants were given information sheets (or they were read out) which detailed why they were being asked to take part; their right to withdrawal and what would happen to the data collected. Once understanding was confirmed and consent given, the interviews were recorded. They were conducted during October/November 2022 in a variety of locations

such as A Way Out premises, community support hubs and cafes. The location was decided by the participant and supported by their A Way Out support worker. Although the questions were designed to not retraumatise participants, interviewees were offered support during and following the interviews.

Focus groups were also conducted in January/February 2023 with the teams from Liberty and Phoenix in order to gain insight into the challenges their clients face in accessing services and where they felt improvement was needed. All data was then analysed into themes (see interview findings pg. 9), identifying barriers to support and recommendations for improvement. Recommendations will be shared with relevant partners. 10

Findings

Surveys were distributed by the three A Way Out women's teams, Liberty, STAGE and Phoenix to their clients within their 1-1 support sessions and taken out on evening outreach by the Liberty team. Seven multi-choice tick box questions were asked, with space provided for more expansive answers. Eleven surveys were completed with the following results:

- Fig 1. Locations of where participants lived, majority being in Stockton-on-Tees
- Fig 2. shows the age ranges of the women completing the questionnaires ranged from 18 – 55+, with the majority being within the 35-44 years range.

As shown here the accommodation was pretty fairly split between friends, supported and council, (n=2) with private rented slightly more (n=3). For one of the women having to split her time between living on the street and staying with friends when she could was due to her being evicted from supported accommodation, she commented: "How am I supposed to change when I'm stuck in these 's**t holes'"

Fig. 3 highlights the range of local services the participants used. The GP service was the most attended (n=10) with recovery (Substance use) second (n=8). Only 1 participant indicated using sexual health services. The category of other was used to mention a Social Worker and the psychotherapist service that A Way out provide. A couple of the participants added comments regarding the evening outreach service A Way Out provides as being particularly supportive:

"A Way Out with the van, when they come round on a night – take condoms, sandwiches, they listen to me, don't 'fob' me off"

And:

"It's good having the van because I know I can get help and it's easy to use" 0 1 2 3 4
Private rented Council Supported Temporary Friends OtherAccommodation Type 0 5 10
15 Sexual Health GP Dentist Counselling Recovery Probation Other Services Used 12

As shown in Fig. 5 the majority of participants (n=7) reported that services worked well with one woman commenting:

"I suppose so, when I go to them"

But as shown below despite only 3 participants stating the services did not work for them, significant barriers were mentioned.

Fig. 6 highlights the barriers participants faced when accessing local support services with cost and appointment times highlighted as problematic by half of the participants:

"Sometimes the appointments are too early and I forget about them. If the appointment is somewhere like a hospital, I don't have the money to get there"

As highlighted the most common barrier to attending was reported as being anxiety/nervousness (n=8) with one of the participants commenting:

"I don't like going into the office at my drug support, I get anxious being in a room with other users. Sometimes I don't have a choice if I see my worker alone. I will go, but not in a group"

Participants were asked their opinions regarding local police as due to issues faced they could often have interaction. As shown 5 women did not feel able to report due to various reasons such as:

"No support with past incidents, don't have trust"

"They're ok, but I don't tell them anything because they don't believe me or nothing gets done"

"I have in the past, but I don't bother anymore"

"I still have friends who are missing, police chase the wrong people, no confidence in them, they don't care about people, just the job"

For those who felt able to report (n=6) there were a variety of answers which considered their approach as positive and helpful:

"Found them co-operative, professional and dealt with issue ok"

"Always helpful"

"They do a good job under difficult circumstances"

With one participant who although felt able to report, sometimes chose a different route:

"I will report things if I want to but sometimes I will tell others like my drug worker or A Way Out and they will do it for me, as I don't want my name being used or police at my door. It causes hassle and I don't want that"

And another, who again would report but felt the police needed to "care for people more" and "listen to everyone's point of view" as she didn't always feel believed.

Seven of the participants who completed questionnaires agreed to a more in-depth interview but due to challenging personal circumstances, two women were unable to attend.

Interviews with A Way Out Clients

Five semi-structured interviews were conducted with women who currently utilise the services and support of A Way Out and their three projects for adult women, Liberty, STAGE and the Criminal Justice Interventions Programme. The interviews were conducted face to face in various locations across Cleveland depending on suitability for the interviewee. One participant identified with the Liberty project and the vulnerabilities that can exist within street sex work such as homelessness, addiction, poverty and ill health; two women with STAGE (Adult Sexual Exploitation) both who suffered mental ill health, one with addiction domestic abuse and another with trust and forming positive relationships; two women who were on probation supported by the Criminal Justice Team and also experiencing domestic abuse, ill health and unemployment. Two other interviews with women who are supported by the Liberty Project failed to happen due to an exacerbation in personal challenges the women were facing.

The five women who took part in the interviews lived in various locations across Cleveland; all identifying as white British and ranging in age from 18 to 60 (this was not due to purposeful sampling but rather simply due to who agreed to the interview). Two of the interviewees lived in council accommodation, two with family and one in temporary supported housing. None of the women were currently employed; one was in college and

one had lost her job due to a local media outlet vilifying her online following her involvement with the criminal justice system. 14

The participants spoke of varying levels of family support, mostly from parents if at all. Four of the women had children, although none lived with them due to either living independently as adults or due to issues they were coping with meaning that their children were temporarily living with other family members with involvement from Social Services. One participant still lived with her parent and siblings. All participants suffered from multiple disadvantages the most prevalent being mental ill health, but also included homelessness, substance misuse, contact with the criminal justice system and domestic abuse.

The interviews focused on the women's experiences of services in the area; the barriers/challenges they felt in accessing support, both structural and individual; when they felt such services had been successful and why; how they felt this could be improved and what a good service should look like. The questions were semi-structured to allow for scope within the interview whilst still maintaining brief. The interviewer ensured the questions were not intrusive to safeguard against re-traumatising and gave space if the women preferred not to answer. Support by their case worker was offered during and following the interviews. The names of the women who took part have been changed to protect their anonymity; this is what they had to say.

Barriers to support

The barriers faced by people experiencing multiple disadvantages to access support, in particular women, can be twofold, external/structural such as location, availability, suitability of programme, staff attitudes etc or internal/individual such as feelings of inadequacy, mental/emotional stability, judgement and fear. Such challenges can be far reaching and permeate throughout people's lives particularly when a multi-agency approach is used to offer the wrap around support needed, resulting in numerous appointments and goals to reach. The interviewees gave examples of such when describing how they attempted to navigate their recovery journeys by accessing an array of services across Cleveland both statutory and voluntary such as A Way Out, Recovery agencies, Domestic Abuse, Social Services, Dentist, GP and Probation. 15

Participants spoke of various barriers they faced in gaining appropriate support within local services such as fear of judgement, not feeling heard, chaotic environments, inconsistency of service and unsuitable service times/locations. This latter point was highlighted as having a significant impact on the ability to stay in recovery for a significant period especially when struggling with ill health and services not offering flexibility despite obvious struggles some might face to keep to a rigid routine. Susan describes how this had led to her missing substance use appointments:

"It's totally closed on a weekend"... "If you miss your pick up 3 days in a row then you're out of treatment but a lot of people pick up on a Friday for the Saturday or Sunday, so if you don't pick up Friday you've technically missed Friday, Saturday and Sunday"... "They lock the prescriptions in the safe at 4 o'clock so if you don't get there before 4 on a Friday and your appointments on a Friday, you don't get your script for the whole weekend and then you're out of treatment"

Despite trying to combat the times when she can't make it due to her health and such comments from services as "if you want to be on script that much then you should class it

as important” by asking for her partner, who had been assessed as suitable due to no history of substance misuse himself, to occasionally pick up for her if needed, Susan describes the difficulties of this actually being put in place despite it being agreed to: “I’ve been asking now for how long whether [Partner] could go down and pick mine up with my leg because some days, sometimes I can’t walk and they keep saying they’re going to start it but they haven’t yet”... “It’s always the next time and the next time”

Despite her clear frustration with the situation which often resulted in her being out of treatment and the cycle of trying to get a new appointment beginning again, Susan conceded that it could be service capacity due to the high number of people accessing it which made tasks like this difficult for the staff. She also considered consistency of staff could be a factor in the communication breakdown in her care stating, “you see about 6 or 7 workers before you finally get your own”.

Such staffing difficulties were also mentioned by Pauline who similarly described having had “4 key workers [recovery] and I’ve only now met my actual key worker”, but who stated that this was also evident when accessing her local GP’s office, having been seen by various doctors which affected how comfortable she felt being open about her needs: “Every time I go I’m seeing someone else, someone different and you’re not comfortable. I’ve seen my own doctor I think twice and I’ve been there about six years”... “Personally I haven’t got a lot of self-confidence at the moment which 16

I’m working on with [A Way Out support worker], and to go in and if you’re not comfortable around just meeting someone, you don’t want to say what’s wrong with you, if it’s really personal to yourself. You have to feel comfortable and it’s getting that, like friendship or relationship on a level to be able to be open with them” Pauline

This feeling of ‘being comfortable’ was a thread that wound throughout the women’s testimonies describing the fear of judgment from services as a defining factor in whether or not they would access support. Internal feelings of vulnerability or shame regarding appearance or circumstance were evident particularly by the two women who had addiction issues.

Susan stated, “It’s sort of like judging a book by its cover” and “they should speak to the individual rather than assume who we are” when she described the negative experiences she’d had when visiting her GP for pain relief, clearly exacerbating the omnipresent feelings of shame people in her situation can feel on a daily basis.

Susan felt that although she was clearly judged for both the situation she found herself in currently and her historic issues she was not given a chance to move on due to housing restrictions which she felt limited the chance of more positive influences and so a less chaotic lifestyle:

“Well the hostels are a load of rubbish, they charge you a fortune in rent and they just don’t even want you to leave, you’re not allowed any visitors, I’ve got a proper flat there now but my partner can’t come down or anything and have his tea there nothing like that”... “the only guests you’re allowed in your flat is the people who live in the [name of Hostel] building so people who have just got out of jail and maybe want to turn their lives around and stuff like that, they can’t”... “they don’t give you a chance to mix with anyone else”

For Pauline, also in recovery, her experiences of judgement came from social services regarding the care of her children, which unfortunately resulted in her being hospitalised:

“The first worker I had was terrible, but she’s left now. She was very judgemental every time she came round, she made me feel like ‘you’re not going to overcome this’, I felt like she was attacking me at my appointments, and I had a social worker myself and she was fantastic she made sure she came to my house to do calls, and she was even shocked at the way that she [her children’s social worker] was approaching me in the state I was in, I sort of feel like she put a lot of pressure on me and I ended up in Roseberry Park, I felt like I didn’t get any of the services from them that I needed” Pauline 17

The judgement felt by Louise was unfortunately more of a public nature, when she was vilified in the local press due to the crime she had committed but where her situation was misquoted as being violent and her being given a prison sentence, which was all untrue. She felt she was grossly unfairly treated when they included her in an article describing “violent women, child abusers and killers with my photo right in the middle!” Although the media outlet apologised and retracted the story, it led to her losing her job and an increase in both her mental ill health and the need for financial support. She describes the difficulties she then faced in qualifying for PIP (Personal Independence Payment) due to a problematic and inconsistent system of assessment:

“The thing that gets me is I have osteoporosis which I have medication for, I’ve got depression which I’m on medication for, I’ve got irritable bowel which plays up, you know, and yet they didn’t think any of that warrants giving me even the slightest chance, but I know people who are working and getting the full whack!”... “I’ve only spoke on the phone, and I don’t know how they can do phone assessments, how does a phone assessment let you know how bad or how not bad somebody is, you know what I mean, they don’t see you do they!”

Claire mentioned what she thought was unfair accommodation practices in her local authority due to her consistently being offered unsuitable housing, she felt there was a clear lack of awareness of why she wouldn’t want to live in an unsafe area as a vulnerable female and didn’t feel listened to “They just didn’t get it”. At one point she was the only woman in a block of flats where the other 25 flats were occupied by men.

For Marie it was not being listened to by local police officers who assumed her story due to the historical factors with her family, which made her feel judged and her needs not heard. She felt their unfair use of the position of authority they held created a power dynamic which left her feeling unable to respond or question their treatment of her:

“They [police] should actually sit with people more and talk to them and treat people how they want to be treated, like I always say people will treat you the same way you treat because what goes around comes around and then if we treat them like that they’re like well you’re going to be arrested” Marie

Participants also highlighted the problematic retelling of their stories to numerous services highlighting the need for improved collaboration and consensual information sharing. 18

Positive Experiences

When describing positive experiences of support the women mentioned factors such as empathy, understanding, feeling listened to and knowing someone was there “in the dark times”. Being given the chance to feedback about current and future services was highlighted as important to feel listened to:

“I do think you’re heard when you’re in certain places that want to know, you feel like they actually want to benefit us, not just ‘oh we’re a service and we’re going to do this, this and this’, it’s like what do you feel we can do?” Pauline

A Way Out and probation were described as stand out services due to their consistency, empathy and non-judgemental attitudes:

“A Way Out, they do what they say they’re going to do on the tin, du know what I mean?... “Because they come out when they say they’re going to and they do what they say they’re going to, like if you make a plan they stick to that plan”... “I’ve had the same worker now for god knows how long, [support worker] has been my worker for ages, yeah and so you get to build up a bit of a rapport with that person don’t you, trust there yeah” Susan

Being flexible and trauma informed, i.e. understanding why her behaviours might manifest in a certain way due to past negative experiences was clearly important to Pauline when describing her attendance with A Way Out’s psychotherapist:

“There has been a couple of times where I’ve sort of let [therapist] down because of my mental health and she’s never said right that’s it, I know you’re supposed to have that where you come and if you don’t see them, 3 strikes and you’re out, but she’s been understanding and I’m in a better place now where I do know I want to go every week and have these sessions. Because obviously getting that comfortable, and now that I am I know that right, you feel comfortable when you’re there so...” Pauline

She also went on to describe how the local recovery service had been empathetic with her regarding the difficulties she faced when attending their service which can be somewhat chaotic: 19

“Well with [Recovery Service] you’ve got one side where you feel very uncomfortable, there’s a lot of people that you wouldn’t feel comfortable around, now they send me on the other side which you wouldn’t even know you were going into [Recovery Service] and it’s a back entrance and its, they only send people round that side that they know they wouldn’t feel comfortable round the other side” Pauline

And how women only spaces had made a difference to her previous reluctance to attend different services:

“Being around men is a big thing for me, I do get uneasy even with council coming in my house I get people to come and sit with me when I’ve got appointments” Pauline

For Marie, a young woman who struggles with self-esteem and confidence it was simply having empathetic tutors at her local college which had made a difference to how she approached her course and helped her to be more consistent with her attendance:

“They actually sit down and talk to you and say are you alright and all that and see if I’m fine, they literally talk to you and say are you ok. Yeah, like when people focus on you and they are actually listening and they tell you what’s wrong and they help” Marie

All participants spoke of the difference it made when their ‘worker’ believed in them and recognised their progression, no matter how small. For such women who are often considered socially deviant due to past digressions into criminality, addiction or other marginalising activities such as street sex work, this belief was crucial for relationships and also their recovery journey to be successful:

“It’s working because the worker I’ve got now has pushed things and she’s realised I am getting the help, I am going to my groups so if I’m doing good then I should benefit from that so she let me have access to the kids alone, then it got to the point of weaning myself into, well nights and each week, every other week she’ll go to the kids and add another night on”... “Now it’s like I know she knows my situation, she knows where I was when she started and to where I am now, whereas the others were just seeing me and then didn’t see me after that so they wouldn’t have known if I’d improved” Pauline

For Louise, who is completing community service within a local charity organisation, it's the attitude of the managers who have made a difference to this unexpected challenge in her life, simply by making her feel part of the community. She states they have treated her like any of the volunteers, doesn't highlight or judge why she's there, and most importantly empathises with her situation stating 'everyone makes mistakes':

"Everybody who knows me, knows that that happened but they know that's not me" Louise

What a good service looks like

When asked what a good service would like for them, participants mentioned consistency of service, friendliness, non-judgemental staff, a comfortable environment and person centred, i.e. not feeling "like a number". This desire to feel heard and listened to was clearly a priority alongside the recognition of individual needs and not considering people through a homogenous lens, what works for one person might not work for another:

"What works for me with [recovery agency] is I do have weekly appointments and they're all at the same time, because I do have a bit of a problem with times and dates, whereas this is a ritual thing, every week I know I'm going there, and [A Way Out case worker] always worked around me basically and my availability and also trying to slot me when's best for herself which also [other A Way Out workers] do as well" Pauline

The first response they were met with was highlighted as important for trust to build especially for such women who have often experienced hostility and marginalisation within their local community:

"Well not judgemental or anything, meet any person... see if it's the first time they meeting them, du know what I mean, don't go on what other people say" Susan

but also continuing that response throughout the service with empathy of circumstance and being more aware of why a behaviour trait might manifest itself and why sometimes as Claire puts it "your brain sometimes says I've had enough here".

For women who have such manifold needs, a multi-faceted service which offered wrap-around holistic support was also considered essential : 21

"I've actually told people about yourselves [A Way Out] and said how, they don't just work in that one department , they help you with a lot of other things, which my friend was quite surprised at as she just thought when I mentioned it, it was just to do with sexual exploitation and she was a bit like shocked and when she seen the work I get from yourselves and the benefits I've got" Pauline

It is well known that a well-informed, multi-agency response is considered best practice to effectively support people suffering from multi-disadvantages and although this was something participants conceded, it was also highlighted how effective collaboration between such agencies could be lacking within their care. A Way Out, like other non-profit organisations are uniquely positioned in that they can be the linchpin of such a care package as their person centred advocacy model provides a more flexible and client-led service provision. Unfortunately NGOs such as these are often dismissed as purely a 'tea and sympathy' service rather than recognised in this potential leadership role.

**Recommendations for improved service provision informed by the data are provided at the end of the document 22

Focus Groups with A Way Out Teams

Liberty and STAGE Projects

The Liberty project within A Way Out work with adult women who are currently or have historically been involved in sex work across Stockton and Middlesbrough, predominately street sex work. The STAGE project offers support to women across the whole of Cleveland aged 18 and over who are at risk of, have been or are currently being sexually exploited or groomed by groups or individuals. The team is made up of three full-time project workers and one team leader. Liberty currently has a caseload of 66 clients who receive 1-1 support, in addition to offering crisis support to women they class as pre-engagers who might not yet be ready to fully engage in the service.

The team provide client led Trauma Informed support, assisting clients with multiple needs through a variety of mediums such as structured one to one sessions, Walk & Talk (developed during COVID to still be able to offer face to face work whilst maintaining social distancing), advocacy and through assertive Outreach (A Way Out, 2023), but highlight the importance of their work being client led so each support plan can look completely different to the next. They also deliver an invaluable evening outreach service, reaching out to women in the community and offering direct support whilst they are actively street sex working. Over the past year they have supported 51 women on evening outreach, some will be on caseload others receiving the forementioned crisis support; they report a gradual increase in street sex work during this time. The aim of the service is to support women to live safer and healthier lives through a harm reduction approach rather than focusing on how many clients have left street sex work.

The team were interviewed regarding the challenges their clients experience; barriers in engaging with services and how involvement in sex work may affect this; support they offer; how local services could be improved to offer more holistic support and what they saw their role was in this.

The main issues the team reported as seeing their clients struggle with are mental health, substance misuse, poverty and housing. The former often being entrenched from childhood which can have an ongoing impact on their ability to engage successfully with services especially over an extended period of time:

“Main issues, mental health and use of substances to get them through the day and to manage their mental health and entrenched trauma, often from childhood, never been able to break the cycle, so that just carries on, they need to be ready and it needs to be the right time for them. Even though we have caseloads not all of them will engage on a regular basis, but might just pop up again, for example we have one woman who has come in and she’s historic from a couple of years ago, found her on the system, self-referral and she has remembered to come back to us” Liberty team member.

The team consider this ease of reintegrating clients back into the system and being able to offer flexible support as imperative with such vulnerable clients due to the time needed to engage “my clients can take a long time to talk, to trust you, a lot of that is building up the rapport with them before, it could be months, one has been a year and just starting to talk now”. This awareness or service capacity can often be absent from larger, more strategic organisations such as council run housing associations or public services due to the restrictive models of supply and demand they have to adhere to. Appropriate housing is recognised as one of the main pillars of sustainable recovery but often women are placed in unsuitable accommodation which for some with histories of exploitation and/or abuse can be particularly problematic. This can lead to an increase in substance misuse to cope and so ending up back in a cycle of chaos and refusals to rehouse due to numerous evictions:

“The accommodation they place them is mixed, mixed sex where they place them as well and I think a lot of the women are housed in there with historic perpetrators as well with various types of abuse and that can re-traumatise them as well it doesn't give them space to work through issues, they try but every time they're going home they're almost being re-triggered” Liberty Team Member

This can be particularly hard for women who have been victims of 'cuckooing' whereby drug dealers can take over their home, increase their addiction and so financial dependency on street sex work through coercion and threat. These women are often seen as perpetrators of their own demise rather than victims and rehoused back into chaos when they might have got to the stage of maintaining their own tenancy.

Unsuitable environments can often mean space for people to recover and move forward is absent from their recovery journey. As the team describe this can make their job even more difficult when encouraging their clients to make changes and step away from the familiar, albeit chaotic, when what is offered as an alternative is ill informed or hostile: “They get really lonely because as one women said to me the women she was living with in supported accommodation, they say they're friends but they're not really friends, I couldn't call them friends really, they're more associates' so then they're left with nothing, they don't even have the unhealthy, unstable community, they don't have anything around them, which must be really scary” Liberty Team Member

Unfortunately the existence of street sex work can attract a raft of problems to the community it takes place in such as kerb-crawling, volume of traffic, the presence of women working outside of residences, increase in drug use/dealing and what residents have highlighted as the 'shame' of being labelled a 'red light area'³. This only exacerbates the feelings of isolation and judgement for those involved resulting in an existence on the periphery of society with scant familial support, local inclusion or consideration of need: “The judgment is the biggest things, one of the women I support has been doing it [sex work] from when she was 18 and she's 67 now and she says she's met it all her life from services... she has no faith in services whatsoever” Liberty Team Member

In addition to offering this personal buffer for their clients the team also recognise the need to expand their advocacy role to professionally challenge external organisations regarding language, attitudes etc. As evidenced in the findings of client interviews, judgement and stigma can be the most problematic, but often the most common, barrier these women can face when accessing support. The team firmly believe in raising awareness of the trauma their clients may have experienced or how stigma can affect their ability to engage as a vital part of their role, but are also acutely aware of how divisive this can be if not approached sensitively:

“It's easier if 1-1 with them but if it's in say a meeting and someone might use the word prostitute, yes legal jargon, but when I do my update I will explain the term we use and why, so you're doing it as part of the conversation but not separating anyone out as don't want to embarrass anyone but sometime you have to be blunt and say you don't agree and why” Liberty Team Member

Although the team recognised areas of understanding, empathy and flexibility amongst partner organisations such as outreach to hostels by the local recovery agency due to the difficulties for some in accessing the building where they deliver their services, they found the lack of trauma informed practice problematic. This was considered an area that needed significant improvement if Cleveland was to be considered truly successful in offering holistic recovery for people with multiple needs.

“She might have done it numerous times (her behaviour) but go behind it as you might find the root of what we need to be looking at and dealing with in that person’s life” Liberty Team Member

The team also emphasised the need for SPOCs (Specific Point of Contact) within services for ease of referrals and enhanced support when needed. This was seen as particularly significant within the police service with the need for a fulltime SWLO (Sex Work Liaison Officer) highlighted. Areas who offer this level of service report significant higher levels of reporting by women in street sex work who may have experienced abuse or other crimes against them:

“I think a full time SWLO would be absolutely perfect because the women will build up the rapport, the barriers with the women have engaging with the police, you can work on those with them, I think as professionals that’s your go to person, so you know you can go to them, whatever details you’re talking about, you can go for advice even, but you know that that’s their role and they become entrenched in it and that is what they do. To me I think that person should want to support to bring about change, not criminalising but actually bringing about change as the bigger picture” Liberty Team Member

Phoenix - Criminal Justice Team

The Phoenix team support women in the Criminal Justice System, to move past previous offending and build a stronger future for themselves and their families. Although employed by A Way Out, they are subcontracted to Changing Lives who holds the funding from the Ministry of Justice to deliver services in Middlesbrough and Redcar. They describe themselves as Criminal Justice Coaches, who provide community support, one to one and group work interventions to divert women away from re-offending. Their trauma informed and strength-based approach is focused on empowering their clients, building on their strengths, and working with them to overcome barriers that may be preventing progression to achieving their potential.

Their main referral point is the National Probation Service; their clients have either been released from custody to probation or are serving sentences within the community, tending to be under a year sentence but can be longer depending on the offence. The team which comprises of three coaches, a tenancy coordinator and a Service Manager support women with seven support pathways: Accommodation, Education Training and Employment, Finance Benefit and Debt, Dependency and Recovery, Family and Significant other, Lifestyle and associates, and Emotional Wellbeing.

Each coach can carry a case load of 30 maximum and all are almost at capacity. Again, similar to the Liberty team, the coaches identify mental health and homelessness as the main issues their clients struggle with but also other disadvantages such as substance misuse, debt., domestic abuse and child removal. Some clients are involved in sex work but not all. The team describe their support as ‘client led’ and will offer advocacy wherever it is needed but highlight their most important attribute is the ability to listen and understand a client’s behaviour without judgement, “Having someone to turn to, they know they’ve got someone in their corner, that’s not going to criticise them if they don’t turn up for an appointment like others might” .

The tenancy coordinator was originally based within the Liberty team but now works across both teams due to the high need of accommodation support, especially for women being released from custody. The team describe how women are being released homeless despite the work of housing teams within the prison and ending up in unsuitable

accommodation without the stability needed to allow for any positive progress made within custody to continue:

“They have to go and present as homeless at the council, or they get put into a hostel which isn’t ideal as full of other people who are still taking drugs and to get them out of there into another home takes time, it’s not a 5 second job but by the time you get them out of there, they might have succumbed to their environment” Phoenix Team Member

They feel this is unsupported by some community housing teams who only see the offender and the historic chaos that might have led to the offence not the person behind it. Empathetic, person centred support is considered missing for these women whose basic needs of stable foundations are not being met meaning abstinence from both substance misuse and reoffending is unachievable:

“I’ve had a lady turn up before and, she was in a right state and she just said I’d sooner be in prison, I’d sooner go down the road now and burgle a shop and get sent back because this is no life, nowhere to get clean...” Phoenix Team Member

The team felt wider societal attitudes regarding women offenders, alongside a lack of trauma informed services created barriers for their clients to access appropriate services. The fear of pre-judgement was significant due to past negative experiences within services they then have to reengage with, “a big barrier is being pre-judged, not just by housing but by every service, so they will often not go to those services or not engage with them because they know the reaction they’re going to get”. In addition to this was ineffective collaboration between services which meant clients had to continually repeat their story which often resulted in a communication breakdown, clients being asked to leave or in extreme circumstances services refusing to support and clients turning again to substance misuse as the only alternative:

“A lot of the women come out of prison and they’re just like terrified, they know they’ve got all these triggers and homelessness is a massive one and they’ll just say to me I’m just so scared that I’ll end up going back down that road because I can’t see anything better to do, why should I like sit in a squat shivering when I get off my head” Phoenix Team Member

Despite such challenges the team recognised services that positively contributed to their client’s recovery journey such as local supportive housing but also highlighted even within such empathetic services frustrations were still present due to when the nature of someone’s sentence might make them unsuitable. They felt there was an urgent need for more appropriate housing for women prisoners on release but also appropriate training to improve awareness of offences. Access for all was also understood to be a gap in support: “I think if it was more like a probation type place, there’s rules, there’s regulations it’s not like a free for all... in Stockton, they have so many flats, the conditions of staying there, they can stay there for 3 years but they’ve got to have support workers going in once a week to see them, and when I asked why they don’t have anything like that in Middlesbrough, they’ve said because Middlesbrough won’t pay for the supported side of that service” Phoenix Team Member

Psychotherapy Programme

As part of the research A Way Out’s psychotherapist was interviewed regarding her work, the women she engages with and the methods she has found to be the most successful way to engage with women who often live on the periphery of society due to the lack of understanding of who they really are. We have kept her words in interview form to truly understand the psychotherapy approach within A Way Out:

Q: What is your role within A Way Out?

“My role within A Way Out comprises of:

- Providing psychotherapy sessions one to one and therapeutic programmes
- Co-ordinating psychological services which include recruiting and supporting volunteer counsellors / psychotherapists
- Supporting the teams in their client work
- Providing training in psychotherapeutic topics”

Q: What issues do the women you support deal with?

“The main issues women have when referred for psychotherapy is childhood trauma and adverse childhood experiences. This has resulted in addictions”

Q: How do you feel their involvement in sex work affects their engagement with you/other services?

“Not sure about this. Perhaps clients who are sex working may not be in a place where they are ready to access psychotherapy?”

Q: What support do you offer, and is there any limitation?

“When clients don’t engage with the psychotherapy I switch emphasis to dialogue with their support worker. It could be that the psychotherapy is triggering the client especially if they have started to unpack their trauma. There is nothing surprising or unexpected in this and, for me, is part of the process of working with that client”

Q: What barriers do you see them facing in attending services?

“The barriers tend to be around the client’s perception of what psychotherapy can offer. There have been times when clients have asked me to rid their heads of the bad thoughts which is not how psychotherapy works. Also some of the clients we work with have very “unstructured lives” hence offering an appointment at the same time each week can seem too much structure”. 28

Q: Do you think local services are aware of these barriers, and how do they try and overcome them?

“Hmm! I think there are a combination of things to consider:

- Some of the agencies involved with the clients have specific statutory duties and hence may have restrictions placed on them which A Way Out doesn’t
- My anecdotal experience is that some agencies will see non-attendance and erratic engagement as the client “not wanting to change”.
- The other side of the coin is that the clients we work with are “survivors” and are experienced at surviving. This brings its own challenges to working with them I am not sure how other services try and overcome these barriers. What I observe is sanctions and ‘victim blaming language”

Q: How do you think this could be improved?

“The key to overcoming these is dialogue with the other agencies working with the clients. Being open to exploring someone’s behaviour and acknowledging that the client is trying to survive and get through what has happened to them. Yes sometimes we get hoodwinked and outmanoeuvred by the client! This is not failure its feedback and information about how that individual operates in the world.
Training – learn from each other”

Q: What does a good service look like?

“Currently at A Way Out we have decided to go for the Trauma Quality Mark – Silver award. This will make explicit how we are a trauma informed organisation. I know it’s a buzz phrase right now and everyone says that they are trauma informed. We want to make sure that we are not a “tick box trauma informed” organisation. This includes staff support as well”

Q: Please tell me anything else you feel people could benefit from knowing re your clients which isn’t mentioned above

“I would say its reminding people that “behaviour is not personality”. I think that there is a tendency to look at behaviours and assume they are the person. I was taught that behaviours have a positive intention (for the person doing the behaviour). Even the self-destructive behaviours. When we observe behaviours which we would describe as challenging or unhealthy we keep in mind that the individual will have valid reasons for doing those behaviours. We won’t know if we don’t talk with that individual and seek to understand”.

Explaining A Way Out’s psychological pathway:

“The psychological services pathway was recently introduced to help us to understand where the client is in relation to accessing psychotherapy. We have a lot of examples of clients asking for psychotherapy, getting referred in and then not actually accessing the psychotherapy. For example if a client is at the “pre-engagement stage” then referral for psychotherapy is not appropriate. I am also learning that clients at “awareness stage” flip between pre-engagement and engagement”.

Conclusion

The aim of this research was to provide a platform for women experiencing multiple disadvantages and who access support from A Way Out, to share their experiences while on journeys of recovery in Teesside. This has been achieved by including representation from each of their women’s services, Liberty, STAGE and Phoenix.

As highlighted women who suffer multiple disadvantages face an array of barriers to access services due to both physical and mental health needs. Although local services offer a variety of services to combat such disadvantages it is clear that diversity, flexibility of services and an awareness of a trauma informed, person-centred approach can be lacking.

In addition to barriers faced, participants reported what they thought of as a good service, who responded to their needs, heard their voices and listened without judgement. It is clear that services who provided more trauma informed, person centred service provision were who participants felt able to seek support from. Moving forward such experiences need to be more considered within service development. The Changing Futures Initiative is timely and clearly much needed within Teesside to help services learn from their service users and develop more person centred support. Only then can local service provision be truly effective in meeting the needs of communities who experience multiple disadvantages.

Recommendations

- For more recognition of voluntary agencies as key leaders in care packages and pathways due to the specialist skills and awareness they hold. They are often key to the

success of service users with multiple needs maintaining recovery journeys due to the unique advocacy work they are able to offer.

- All frontline services, including police, to ensure trauma informed training to all staff is standard policy. This is crucial for staff to be aware of and understand how past trauma can manifest into problematic behaviour traits and how to adequately respond in such situations.
- Services to be more flexible and trauma informed in their service provision, recognising that potentially vulnerable women may have specific needs to be considered regarding timings of appointments alongside the consideration of an increase in out of hours support.
- For commissioners and policy makers to understand and consider the multiple needs of women who are involved in or exploited through the sex industry and/or involved in the criminal justice service, within a health and safety model of service provision.
- The development of a regional collaborative pathway offering consistent gold standard services for those involved in or exploited through the sex industry. Such a pathway to be peer informed where possible to ensure any service development is specific and needs led.
- Improved reporting routes to police with specific points of contact for women who experience multiple disadvantages such as the development of non-uniform, non-enforcing officers who are specifically trained to offer an enhanced response.
- For more effective collaboration to be developed amongst frontline services, both public and voluntary to ensure sustained appropriate services for women experiencing multiple disadvantages.
- For women across Cleveland who may present to services with multiple needs to be considered within a whole person approach, considering their needs through a holistic lens rather than as 'too complex'. For services to recognise when their delivery needs to diversify to fulfil a more holistic approach.
- Opportunities for women with lived experience of multiple disadvantages to feedback on current services and any future development of service provision.
- Improvement of through the gate support from custody to community including the provision of suitable housing. Consistent informed support is considered vital to decrease the chance of recidivism.
- An improvement in women only supportive housing with trauma informed support available and accessible across the region.
- For the discontinuation of specific support such as counselling to be timely, planned out and thought given to onward referrals if additional support is needed.

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Appendix 3 – Executive Committee March 21 - Changing Futures Risk Assessment

Risk ID	Risk Description	Type of Risk	Likelihood	Impact	Severity (Likelihood x Impact)	Owner	Mitigation Strategies <i>Please give an outline of how you will mitigate this risk to delivery</i>
STCF001	Covid-19 reduces capacity of local providers	Project-level	Possible (3)	Moderate (3)	9	South Tees Partnership Changing Futures Governance and Steering Board (STCFB)	We will mitigate this by continuing to monitor that our local, blended approach with physical and virtual appointments/interventions is reactive to current restrictions. The DPH is Project Sponsor for CF and is also a key member of the COVID Recovery Group.
STCF002	Delay in procurement of services and/or roles	Project-level	Unlikely (2)	Major (4)	8	STCFB	Early engagement with relevant colleagues and outline, concise procurement and recruitment processes agreed. Onward engagement of key colleagues throughout process. Executive approval is being sought. DPH is Project Sponsor and Exec Member project champion. Agreements with relevant colleagues and stakeholders will be secured upon funding award, including DPH, Finance Director and Head of Corporate Procurement. Soft market stimulation will be carried out and we are confident of relevant interest in the interventions that we are proposing.
STCF003	Project delivery is delayed	Project-level	Unlikely (2)	Major (4)	8	STCFB	Dedicated project team resources will be identified to deliver the required activity. Additional Project Support Officer will be requested. Proven track record of delivering similar projects, e.g. Project ADDER, PHE Capital funding, etc. CMT approval of CF has been given.
STCF004	Procurement process for local, integrated service model (including substance misuse) is either delayed or unsuccessful	Project-level	Unlikely (2)	Moderate (3)	6	STCFB	Learning from similar projects will inform a procurement plan that will be developed complete with relevant providers identified who can be asked to quote.
STCF005	Inability to employ suitable staff for the roles identified via CF	Project-level	Unlikely (2)	Major (4)	8	STCFB	Positive preliminary discussions have taken place with suitable partner organisations. There is strong interest in collaborating on CF and roles will be appointed as soon as the programme is launched. Staff with relevant knowledge and experience are already engaged in CF, which provides a safety net if there are any small delays (though these are not anticipated).
STCF006	Other, competing local priorities reduces focus on Changing Futures	Project-level	Unlikely (2)	Moderate (3)	6	STCFB	Dedicated capacity has been identified in terms of a local project team and oversight group. There is senior commitment to delivering CF from across the ST partnership.
STCF007	Further cuts to local investment in existing and related services/capacity	Project-level	Unlikely (2)	Moderate (3)	6	STCFB	Project Sponsor (DPH) will aim to protect local investment and there are no current plans or indications that any further cuts are to be made. The new, integrated model commenced in Apr 21 and both Executive and CMT approval has been gained for this, including the budgets.

Risk ID	Risk Description	Type of Risk	Likelihood	Impact	Severity (Likelihood x Impact)	Owner	Mitigation Strategies <i>Please give an outline of how you will mitigate this risk to delivery</i>
STCF008	Lack of senior buy-in locally	Project-level	Unlikely (2)	Major (4)	8	STCFB	Relevant, senior colleagues have been kept informed about the potential CF programme opportunity from the outset. Commitment is evident as outline processes already agreed to enable CF to be successfully undertaken. This commitment has also been matched by relevant executive members.
STCF009	Desired outcomes are not delivered	Project-level	Unlikely (2)	Major (4)	8	STCFB	We have a strong track record of delivery in Middlesbrough/South Tees and do not anticipate issues in this regard. There is a history of innovative practice implemented by local services in partnership with commissioners. Local evaluation will be undertaken, which will provide a baseline for monitoring and allow us to measure the success of CF. Performance will be a standing agenda item on the STCFB to ensure that it is closely monitored and any remedial actions can be swiftly undertaken
STCF010	Projects may not be sustainable beyond CF funding timescales	Project-level	Possible (3)	Major (4)	12	STCFB	The local CF programme leads will aim to ensure a local legacy for CF. Driving collaboration with partner organisations and ensuring that sustainability is a factor in planning interventions will be a responsibility for this role. We have planned for sustainability in terms of our proposed interventions as much as possible.
STCF011	Delay in project commencement/launch or funding being allocated to LA, leading to compressed timescale for delivery of yr. 1 outcomes	Project-level	Possible (3)	Major (4)	12	STCFB	Maintain regular communication with national colleagues and do as much preparatory work as possible in order to hit the ground running.

Appendix 4 – Executive Committee March 21 - Changing Futures EIA Level 1

Initial screening assessment

Subject of assessment:	Delivery of Project ADDER (Addiction, Diversion, Disruption, Enforcement and Recovery). Investment in a whole system approach to tackling drug misuse in Middlesbrough NB CONFIDENTIAL (This project is currently embargoed by the home office pending national announcement)			
Coverage:	Service specific			
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)		
This is a:	New approach:	<input checked="" type="checkbox"/>	Revision of an existing approach:	<input type="checkbox"/>
This is driven by:	Legislation:	<input checked="" type="checkbox"/> National investment opportunity	Local or corporate requirements:	<input type="checkbox"/>

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Description:

	<ul style="list-style-type: none"> • Key aims, objectives and activities <p>Changing Futures aims to ensure that programme areas will work in partnership with MHCLG and other government departments to test innovative approaches and improve outcomes for people experiencing multiple disadvantage, including a combination of: homelessness; substance misuse; mental health issues; domestic abuse and contact with the criminal justice system.</p> <ul style="list-style-type: none"> • Key activities will include: <ol style="list-style-type: none"> 1. Work in partnership across local services and the voluntary and community sector at a strategic and operational level. 2. Coordinate support and better integrate local services to enable a ‘whole person’ approach. 3. Create flexibility in how local services respond taking a system wide view with shared accountability and ownership and a ‘no wrong door’ approach to support. 4. Involve people with lived experience of multiple disadvantage in the design, delivery and evaluation of improved services and in governance and decision making. 5. Take a trauma informed approach across local system, services and in the governance of the programme. 6. Commit to drive lasting system change with long term sustainable changes to benefit people experiencing multiple disadvantage and commitment to sustain the benefits of the programme beyond the lifetime of the funding. • Statutory drivers <p>The Council has a statutory duty to improve Public Health under the Health and Social Care Act 2012(under section 2B added to the NHS Act 2006)</p> • Differences from any previous approach <p>The addition of national funding enables the above enhancements to be fully funded up to March 2024. This will significantly improve the existing local offer and maximise the benefits of the new vulnerable person’s model which brings together domestic abuse, homelessness and substance misuse into an integrated service from 1st April 2020.</p> • Key stakeholders and intended beneficiaries (internal and external as appropriate): <p>Individuals living in South Tees who experience multiple vulnerabilities, their families and communities, health partners, criminal justice partners, youth offending service, children and adult social care, community and voluntary services supporting vulnerable adults.</p> • Intended outcomes:
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Changing Futures Executive Report Appendix 2- EIA level 1

	<p>Over a period of almost 3 years the project will aim to deliver improvements at the:</p> <ul style="list-style-type: none"> • Individual level: stabilise and improve outcomes for local cohorts of adults experiencing multiple disadvantage. • Service level: greater integration and collaboration across local services to provide a person centred approach, and reduced demand on 'reactive' services. • System level: Strong multi agency partnerships, governance and better use of data leads to lasting system change and informs commissioning. Learning from partnership between government and local areas improves cross government policy.
Live date:	Anticipated June/July 2021
Lifespan:	The pilot project will run until at least the end of March 2024 and detailed legacy/exit plans will be in place in the absence of a longer term funding settlement by the end of the pilot
Date of next review:	N/A

Changing Futures Executive Report Appendix 2- EIA level 1

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>There are no concerns that the proposal to could impact negatively on human rights.</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 proposals will not have any negative impact on protected characteristics. Those targeted for support within the programme are amongst other commonly disadvantaged groups which stand to benefit significantly from the additional support provided through this programme</p>

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

Changing Futures Executive Report Appendix 2- EIA level 1

Screening questions	Response			Evidence
	No	Yes	Uncertain	
<p>Community cohesion Could the decision impact negatively on relationships between different groups, communities of interest or neighbourhoods within the town?*</p>	☒	☐	☐	<p>There is no negative impact on community cohesion as a result of these proposals. The service will seek to positively address issues of substance misuse and associated criminal activity which threaten community cohesion and as such should have a hugely positive impact on community cohesion.</p> <p>Evidence used to assess the impact of the proposals includes consideration of international evidence base for effective interventions.</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. 				

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Assessment completed by:	Jonathan Bowden	Head of Service:	Catherine Parker
Date:	26 th March 2021	Date:	26 th March 2021

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Council Plan 2024-27



'Middlesbrough is a brilliant town, and we must use the talent, pride and positivity of our people to make the most of the opportunities that come our way'

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Foreword

Welcome to our Council Plan for the 2024-27 period.

The Council has experienced lots of change following May 2023's elections and this plan sets out the new administration's visions and ambitions.

Like most local authorities, Middlesbrough faces lots of challenges. As a Council, we're determined to work with local people, our partners and businesses to overcome them.

We are also working closely with government and other bodies to make changes to our culture. There are problems from the past we are determined to resolve so we can look to the future with confidence.

We will recover, reset and deliver for the people of Middlesbrough.

By recovering our financial position, we will put the Council on a stronger footing for the future.

By resetting our priorities, we will ensure our attention is focused on things that matter to people and businesses.

With those foundations in place the Council will be able to put all its energy into delivering services that people value.

Our main aims centre on creating a healthier, safer and more ambitious town.

We will be a Council for the whole of Middlesbrough – serving our town centre with the same commitment we show our proud estates, largest neighbourhoods, and newer housing developments.

While acknowledging the difficulties and societal problems that people face, we must also promote Middlesbrough as an area where great things happen.

Our town centre hosts thousands of people on a regular basis whether it be for football, live music, or the various cultural festivals we're proud to play a part in.

We're home to innovative companies that do business on the world stage and we boast award-winning educational institutions preparing our young people for prosperous lives.

Middlesbrough is a brilliant town, and we must use the talent, pride and positivity of our people to make the most of the opportunities that come our way.

Clearly, there's a lot of work to get through as we set about transforming the way we do things.

We believe this Council Plan can help create a fair, welcoming, and thriving place.

Chris Cooke
Elected Mayor of
Middlesbrough

Clive Heaphy
Chief Executive



Chris Cooke, Elected
Mayor of Middlesbrough



Clive Heaphy, Interim
Chief Executive.

Middlesbrough's challenges and opportunities

1. Middlesbrough is a lively and exciting place with an increasingly diverse population. Approximately 18% of our people are of an ethnic minority.

We are proud that our 2023 residents' survey found increasing numbers of people think Middlesbrough is a place where people from different backgrounds get on well together



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



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



4. Middlesbrough is a vibrant place with a strong sense of community



5. Our population is younger than the regional and national averages



6. We must ensure our future workforce has the right skills so we can attract investment



7. Life expectancy and healthy life expectancy for men and women are both lower than national averages



8. We must transform our services in the face of reductions in government funding and declining resident satisfaction



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Sources:
 · Office for National Statistics 2021 Census
 · Middlesbrough Council Resident Survey 2023
 · Indices of Deprivation 2019

Our vision and ambitions

We will thrive is our vision for Middlesbrough.

We will build a Middlesbrough people want to be part of.

Our ambitions are all focused on the future happiness of our communities.

Our town will always be a place where heritage meets innovation.



1 A successful and ambitious town

Maximising economic growth, employment and prosperity in an inclusive and environmentally sustainable way.

2 A healthy place
 Helping our residents to live longer, healthier lives.

3 Safe and resilient communities
 Creating a safer environment where residents can live more independent lives.

4 Delivering best value
 Changing how we operate, to deliver affordable and cost-effective outcomes for residents and businesses.





A successful and ambitious town

Maximising economic growth, employment and prosperity in an inclusive and environmentally sustainable way.

Priorities:

Attract and grow businesses to increase employment opportunities

Middlesbrough is home to thriving companies in innovative industries who compete on the world stage. To ensure we continue to be an attractive place to start or build a business, we will work to grow the range of employment opportunities. We will attract new businesses and support existing ones to grow, increasing the links between employers and job seekers.

Improve attainment in education and skills

Our town boasts award-winning education institutions including Teesside University, Middlesbrough College and the Northern School of Art. We have dozens of wonderful schools led by inspirational teachers.

We will work alongside these organisations to ensure skills provision is focused on the future needs of the economy and that our residents are equipped for work.

Ensure housing provision meets local demand

Our population is growing and we need to have homes that meet all types of needs and aspirations. Housing provided through the Council must promote and support independent living.

Services for homeless people will be safe and dignified, supporting access into long-term sustainable accommodation.

How will we know we are delivering?

We need to increase the proportion of our residents that are economically active. 45.4% of residents are economically inactive compared to 39.1% nationally (ONS 2021 Census).

We track the number of businesses based here and the sectors they operate in.

Our residents need support to find work. 15.3% have either never worked or are long term unemployed, compared to 8.5% nationally (ONS 2021 Census).

We need to have more well paid, secure jobs in the town. Currently, those in employment are more likely to work in sales, care, leisure or manual jobs when compared to regional and national averages.

We need more roles in senior management positions and professional and technical occupations.

Increasing our skills base is key to attracting businesses and improving job prospects. Currently, 23.9% of residents have no qualifications, compared to 20.3% regionally and 18.1% nationally.

26.4% of residents have a Level 4 equivalent qualification or higher, compared to 28.6% regionally and 33.9% nationally.

We track the number of new homes that are delivered and the number of affordable homes. We monitor the levels of homelessness and the circumstances of people at the risk of homelessness.



A healthy place



Helping our residents to live longer, healthier lives.

Priorities:

Improve life chances of our residents by responding to health inequalities

Using our Family Hub model, we will support families to secure the best start in life for children.

We will improve children's readiness to learn and help them develop strong foundations for success at school.

Early intervention and support for families will prevent issues escalating and build resilience.

Through our Public Health Strategy we will work with partners to increase the prevention and early detection of disease and act on the structural factors that drive ill health.

Adult Social Care Services will further develop early intervention and prevention services to reduce the need for social care assessment.

We will consistently promote the conditions for improved health and wellbeing to users of our services and their carers.

Protect and improve our environment

Through our Green Strategy we will continue to drive up recycling rates and encourage our residents to join with us in protecting our environment, green spaces and parks.

Promote inclusivity for all

To ensure the principle of fairness is at the heart of everything we do, we will work together with communities and partners to develop solutions that improve outcomes for all.

We will always consider the impact our policies, strategies and decision making have on health inequalities.

Reduce poverty

We will work with partners to support our residents out of poverty and improve community resilience to prevent people falling into poverty.

Meeting this challenge is central to all of the ambitions within the Council Plan.



How will we know we are delivering?

We track the percentage increase of families who are engaging with the Family Hub service, the percentage of eligible families supported to take up their funded place for two year olds and the number of children reached each month via the literacy pathway.

Life expectancy at birth in Middlesbrough is 75.4 for males and 79.8 for females, compared to 79.3 and 83.1 nationally. Healthy life expectancy is also lower than national averages. We must work to close the gaps.

56.5% of over-16s in Middlesbrough are classed as 'active', taking part in sport and physical activity for over 150 minutes per week. This compares to 67.3% nationally. Obesity and

overweight rates for both children and adults are higher than the national average.

Promoting and supporting healthier lifestyles can influence these measures that impact on people's health.

We track resident satisfaction on environmental issues, including maintenance, parks and green spaces, via the Resident Survey.

We have statistics for amounts of waste sent for refuse, recycling and composting.

Based on the 2019 Indices of Deprivation, Middlesbrough is the fifth most deprived council area in England. This measure is due to be updated in 2025.

Safe and resilient communities

Creating a safer environment where residents can live more independent lives.



Priorities:

Support for adults to be independent for longer

We will improve access to advice and information for adults and informal carers.

We will develop and expand our use of assistive technology and reablement to minimise the need for ongoing care.

We will develop the choice of accommodation and support options for vulnerable adults to promote independent living, reducing reliance on residential care.

Improved transport and digital connectivity

Our transport infrastructure will meet the needs of our residents and businesses and also support the town's green agenda by increasing the number of electric vehicle charging points.

We will work to improve digital connectivity, including by allowing residents to access Council services in the most convenient way.

Promotion of new ideas and community initiatives

We will develop an approach that empowers individuals and groups to build resilient and thriving communities.

Reducing crime and antisocial behaviour

We will work to reduce crime and antisocial behaviour across the town, allowing residents to live safer lives.

How will we know we are delivering?

Middlesbrough has consistently had the highest crime rate in the Cleveland Police area for the past five years. We must narrow the gap between our town and the rest of the Tees Valley.

We track the number of adults whose long-term support needs are met by admission to residential and nursing care homes.

We track the number of over-65s who receive reablement/rehabilitation services after discharge from hospital.

We monitor the number of people who use public transport and the average minimum travel time to reach key services by different modes of travel.



Delivering best value

Changing how we operate, to deliver affordable and cost-effective outcomes for residents and businesses

Priorities:

Ensuring robust and effective corporate governance

It will be a priority over the life of this plan to provide government and the Council's auditors with assurances the Council has effectively addressed concerns as set out in the Best Value notice and subsequent statutory recommendations.

Set a balanced revenue budget and Medium Term Financial Plan to restore financial resilience and sustainability

The Council is required by law to manage its annual revenue expenditure within its available financial resources.

It also has a Best Value duty to deliver a balanced Medium Term Financial Plan over three to five years to demonstrate financial stability and sustainability in delivering its wider Council Plan objectives.

The Council faces a significant risk that it is unable to balance its revenue expenditure with its available resources in 2024/25, and over the medium term to 2026/27, without fundamental transformation and redesign of services.

The Council's financial resilience is currently weak due to its critically low level of usable revenue reserves which constrain its ability to respond effectively to unforeseen financial pressures.

The Council's Medium Term Financial Planning and annual budget setting framework provides the affordability envelope within which the Council's plans will need to be developed in order to secure financial sustainability.

This includes the requirement to plan to rebuild revenue reserves to strengthen financial resilience that will enable more stable financial planning and management in delivering wider objectives and priorities over the medium term.

How will we know we are delivering?

By demonstrating successful cultural transformation and financial recovery and resilience, we will aim for the removal of the Best Value notice within the period of this plan.

We will deliver the action plan in response to the external auditor's statutory recommendations and move towards an unqualified set of accounts within the period of this plan.

Monthly budget monitoring takes place with Executive Member oversight.

The Section 151 officer will assess the financial health of the council, including a risk assessment

of the adequacy of reserves annually as part of medium term financial planning and budget setting.

Audits, risks to the organisation, complaints, programme and project management, health and safety and information security incidents are all tracked.

Compliance with Freedom of Information Act and Subject Access Request legislation to ensure we are demonstrating transparency and accountability by the way in which we respond to requests.



Transformation

Changing how we operate to deliver the best outcomes for residents and businesses.



Priorities:

Transformation is not only a response to challenges, but a proactive strategy to shape a future-ready organisation.

It is a catalyst for positive change, driving the organisation forwards.

In embracing this ethos, the Council aspires to create a culture that thrives on adaptability and continuous improvement, ensuring its resilience in the face of ongoing challenges and changes.

Our transformation is focused on key areas and priorities:

Service delivery: we are committed to adopting new approaches to the design and delivery of services to better meet the needs of our residents.

Controls and efficiencies: our emphasis is on driving improved controls and efficiency measures across the organisation, ensuring streamlined processes and resource optimisation.

Demand management: through implementing effective demand management measures, we aim to optimise resource allocation and target our interventions precisely where they are needed most

Outcomes: ultimately, the goal of our transformation is to deliver improved outcomes for our residents, communities and businesses, elevating the overall quality of life.

How will we know we are delivering?

In recognising the evolving landscape and dynamic nature of our operating environment, the Council is dedicated to embracing innovative approaches in the design and delivery of services.

This commitment involves new strategies, partnerships and collaborative efforts with stakeholders.

To methodically track our progress and ensure the successful delivery of our transformative vision, we will establish a comprehensive Transformation Portfolio. This portfolio will serve as a structured framework, outlining a range of projects and programmes designed to implement our initiatives effectively.

Our approach will be both strategic and adaptive, examining short and long-term transformative opportunities to ensure that our efforts align with the evolving needs of our community and the broader landscape. Through this approach, we will proactively gauge our success and respond to emerging opportunities and challenges.






Middlesbrough
moving forward

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PO Box 500, Middlesbrough, TS1 9FT

Phone: **01642 245432** (Monday to
Thursday, 8.30am to 5pm, and
Friday, 8.30am to 4.30pm)

Website: **www.middlesbrough.gov.uk**

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Report of:	Chief Executive
Executive Member:	The Elected Mayor of Middlesbrough
Submitted to:	Executive
Date:	20 December 2023
Title:	The Council Plan, 2024-27
Report for:	Discussion
Status:	Public
Strategic Priority:	Not applicable. The purpose of this report is to set out the planned approach to development and delivery of the Council Plan 2024-27 and its strategic priorities and ambitions.
Key decision:	No
Why:	Not applicable
Subject to call in?:	No
Why:	The report is to seek Executive endorsement. The decision to agree a new Council Plan is reserved for full Council, as part of the Budget and Policy Framework.

Proposed decision(s)	
That the Executive:	
<ul style="list-style-type: none"> • Endorses the proposed Council Plan 2024-27 and associated strategic aims, ambitions, and outcomes prior to full Council approval of the final Council Plan 2024-27 and to enable development of detailed, supporting delivery plans. • Recommends seeking feedback and input from partners and stakeholders to enable the further development of the Council Plan 2024-27, prior to full Council approval of the final Council Plan 2024-27 and alongside the final 2024/25 Budget and Medium-Term Financial Plan (MTFP) Update 2024/25 to 2026/27 report. 	

Executive summary

This report sets out a proposed Council Plan 2024-27, seeking Executive endorsement on its structure and content, setting out how we will work with our communities, to take forward our shared aims and ambitions over the 2024 to 2027 period.

It is proposed that the Council Plan 2024-27 is structured around the following aims:

A Successful and Ambitious Town: *Maximising economic growth, employment and prosperity, in an inclusive and environmentally sustainable way.*

A Healthy Place: *Helping our residents to live longer and healthier lives, improving life chances and opportunities to thrive.*

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

Delivering Best Value: *Changing how we operate, to deliver affordable and cost-effective outcomes for residents and businesses.*

The report outlines the next steps for the finalisation of the plan which will be considered by Council in February 2024, and the more detailed Service Plans to the Executive in March 2024.

Purpose

1. That the Executive endorses, prior to consideration by full Council on 28 February 2024, the Council Plan 2024-27, ensuring that it remains current and reflective of major developments of the past year, and those anticipated in the coming three years.
2. The Council Plan, formerly known as the Strategic Plan, is the Council's overarching business plan for the medium-term, and is refreshed on an annual basis, setting out the priorities of the Elected Mayor of Middlesbrough, the ambitions for our communities and the ways in which we seek to achieve them.
3. Part of the Council's Policy Framework, the Council Plan requires the approval of full Council, as set out in the [Constitution](#). The Council's Budget and Policy Framework Procedure Rules provide for the Executive to draw up firm proposals on the Strategic Plan (Change Strategy) for submission to Full Council.
4. Full Council approved the previous Strategic Plan 2021-2024 on 16 February 2021, which expressed the previous Mayors' priorities for the town.
5. This report commences the process of developing a new Council Plan for the 2024-27 period articulating the aims and ambitions of Mayor Cooke elected in May 2023, which are informed by, and responsive to the views of residents and will need to be delivered within available resources.
6. The Council's strategies and plans must be evidence based and financially sustainable, if they are to be effective in addressing the challenges facing Middlesbrough. To that end, the output and analysis of the recent resident survey, considered elsewhere on this agenda, and the draft Medium Term Financial Plan (MTFP) and budget proposals proposed for consultation are being used to shape the Council Plan and determine service priorities within the financial constraints facing the Council. Both reports will be considered at the same meeting of the Executive on 20 December 2023 and formed part of briefings for the Executive and all members, held on 12 December 2023.

7. As set out in the draft 2024/25 Budget and Medium-Term Financial Plan (MTFP) Update 2024/25 to 2026/27 report, the current budget proposals are insufficient to achieve a legally balanced budget for 2024/25 and further work is required to address the budget shortfall, to meet the Council's statutory responsibility for a balanced General Fund Revenue Budget for 2024/25 and to achieve financial sustainability over the medium term to 2026/27 and beyond.
8. The outcome of the budget consultation exercise will inform the budget proposals presented as part of the final 2024/25 Budget and Medium-Term Financial Plan (MTFP) Update 2024/25 to 2026/27 report for consideration and approval by Council on 28 February 2024. This will shape the development of detailed service plans to enable delivery of the Council Plan 2024-27. The consultation will run between 21 December 2023 to 18 January 2024.

Recommendations

That the Executive:

- Endorses the proposed Council Plan 2024-27 and associated strategic aims, ambitions, and outcomes prior to full Council approval of the final Council Plan 2024-27 and to enable development of detailed, supporting delivery plans.
- Recommends seeking feedback and input from partners and stakeholders to enable the further development of the Council Plan 2024-27, prior to full Council approval of the final Council Plan 2024-27 and alongside the final 2024/25 Budget and Medium-Term Financial Plan (MTFP) Update 2024/25 to 2026/27 report.

Rationale for the recommended decision(s)

9. To enable the Executive to endorse, prior to consideration by full Council, the Council Plan 2024-27, ensuring that it is reflective of major developments of the past year, and those anticipated in the coming three years.

Background and relevant information

10. The Council is currently mid-way through a corporate governance improvement journey, following the report and findings of the Council's external auditor, Ernst and Young's in July 2022 which reported significant areas of concerns in governance, including relations between members and officers.
11. Following communication of the findings of the external auditor, the Council brought in external support (CIPFA and the LGA) to support with the development of the corporate governance improvement plan, alongside undertaking a review of the organisation's financial resilience.
12. Despite progress made, in January 2023, the Department of Levelling Up, Housing and Communities (DLUHC), issued a Best Value Notice. To respond effectively to the wider governance challenges facing the Council, the corporate governance improvement plan was refreshed in July 2023 around two specific themes: cultural transformation and financial resilience.
13. An Independent improvement Advisory Board was established to provide expertise, challenge and advice in delivery of the revised governance improvement, with the first meeting taking place in September 2023.
14. The Leadership Team has worked collaboratively with the Mayor and the Executive to incorporate the Mayor's aims, and ambitions for the town within the proposed Council Plan 2024-27 as set out below:

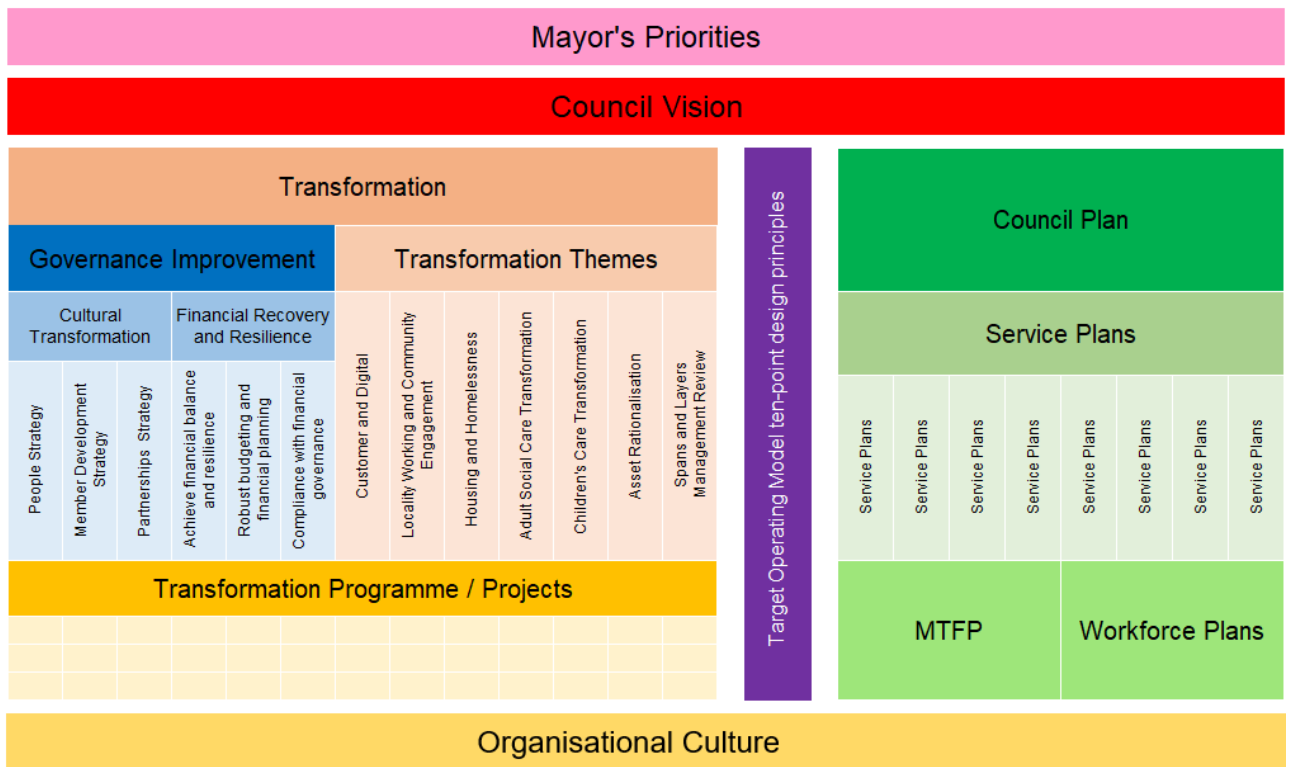
Aims	A Successful and Ambitious Town Maximising economic growth, employment and prosperity, in an inclusive and environmentally sustainable way.	A Healthy Place Helping our residents to live longer and healthier lives, improving life chances and opportunities to thrive.	Safe and Resilient Communities Creating a safer environment where residents can live more independent lives.	Delivering Best Value Changing how we operate, to deliver affordable and cost effective outcomes for residents and businesses.
	<i>We will thrive</i>			
Priorities / Ambitions	<ul style="list-style-type: none"> Attract and grow local business, increasing employment opportunities Improve attainment in education and skills Housing provision will meet local demand and need 	<ul style="list-style-type: none"> Improve life-chances for children and adults, to address and respond to health inequalities Protect and improve our environment Promote inclusivity for all Reduce poverty 	<ul style="list-style-type: none"> Support adults to be independent for longer Improve connectivity: digital and transport Promote new ideas and community initiatives Reduce crime and anti-social behaviour 	<ul style="list-style-type: none"> Set a balanced revenue budget and Medium Term Financial Plan, restoring financial resilience and sustainability Demonstrate robust and effective corporate governance

15. Appendix 1 sets out a proposed Council Plan for the 2024-27 period, which also includes:

- an introduction from the Mayor of Middlesbrough and the Chief Executive
- the Mayor’s aims
- ambitions and priorities for 2024-27
- measures of success
- plans for transformation

16. Supporting initiatives and workplans to support delivery of the Council Plan 2024-27 ambitions and measures of success are being developed into Service Plan, alongside the proposed performance and governance arrangements for Executive decision in March 2024.

17. The diagram below demonstrates the links between the Council Plan, the MTFP and our intentions towards transformation.



18. Successful organisation-wide transformation of the organisation is integral to delivering the Council Plan and MTFP and will see new approaches to the design of service delivery, drive improved controls and efficiencies and implement effective demand management measures to enable the Council to deliver improved outcomes for the community, from a lower cost base that is financially sustainable. In recognising the evolving landscape, the Council is committed to adopting innovative approaches in the design and delivery of services, encompassing new strategies, partnerships and collaborative efforts with stakeholders.

19. As an authority in the midst of significant change and challenge, transformation is key to delivering services more effectively and making positive changes to improve our culture. This involves a continuous process of monitoring external factors, staying abreast of best practice and innovation, and being agile in responding to emerging challenges and opportunities. The Council sees transformation not as a one-time event but as an ongoing journey that aligns with the ever-changing landscape of public service and governance.

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

20. It is imperative that the Council effectively articulates and communicates an overarching plan to direct activity across Directorates and services, towards the achievement of its priorities and ambitions.

21. The only other realistic potential decision would be to leave the Council's strategic objectives unchanged on the assumption that they are sufficiently robust to address and achieve previously identified outcome measures. This, however, is not correct and neither would it represent an appropriate response to the needs of the town, it would detrimentally impact local communities and the business of the Council for some years ahead.

22. The only other feasible decisions therefore relate to the structure of the document, and its horizon (i.e., reverting to an annual plan). It is strongly in the Council's interest to plan over the medium-term, (between 3 – 5 years) in line with the indicative budgets over this period outlined by the Government. The proposed document achieves this whilst also providing an appropriate level of detail for all audiences on the Council's planned activity over this period.

Impact(s) of the recommended decision(s)

Financial (including procurement and Social Value)

23. The Council Plan and the Council's annual revenue and capital budgets are developed in parallel, to ensure full alignment between the Council's ambitions and spending plans. In outlining an achievable programme of work that delivers performance improvement within reduced resources, the Council Plan and its supporting Service Plans therefore demonstrate how the Council will deliver value for money in the medium-term.

Legal

24. Implementation of the Council Plan will enable the Council to operate within the resources available to it, and continue to meet its various statutory duties, including the overarching Duty of Best Value.

Risk

18. The proposed Council Plan sets out a range of activity to address the key risks within the Council's Strategic Risk Register which have the ability to impact on the Council's ability to achieve the ambitions set out in the Council Plan. As such, once the new Council Plan is agreed by full Council, a review of the current content will be completed, with any changes reported to Executive, as part of the quarterly performance management reports.

Human Rights, Public Sector Equality Duty and Community Cohesion

19. The proposed Council Plan will have a positive impact on individuals and communities. It contains within it, plans to ensure that the Council has an inclusive approach for all its residents. An impact assessment has been completed on the draft plan and is attached to this report at Appendix 2.

Climate Change / Environmental

20. The proposed Council Plan will have a positive impact on climate change and the environment, with a specific priority to 'protect and improve our environment' which will focus Council activity on these areas. The Plan will set a series of measurable outcomes to be achieved against this theme.

Children and Young People Cared for by the Authority and Care Leavers

21. The proposed Council Plan will have a positive impact on children and young people, with a proposed priority to 'improve education and attainment' with focused activity directed at these areas. The Plan will set a series of measurable outcomes to be achieved against this theme including a particular focus on the steps we can take to improve the educational attainment of children and young people cared for by the Authority and Care leavers.

Data Protection / GDPR

22. There are no concerns that the proposed plan could impact adversely on data protection or GDPR.

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

Action	Responsible Officer	Deadline
Subject to Executive endorsement, the proposed Council Plan 2024-27 will be presented to full Council on for consideration and approval.	Head of Strategy, Business and Customer	Feb 2024
Subject to full Council approval of Council Plan 2024-27, supporting Service Plans and associated delivery plans will be developed and presented to Executive for approval.	Head of Strategy, Business and Customer	Mar 2024

Appendices

1	Proposed Council Plan 2024-27
2	Impact Assessment (screening level)

Background papers

Body	Report title	Date
Executive	Refreshing the Strategic Plan workplan for the 2022-24 period	5 Apr 2022
Executive	Strategic Plan 2022-24	14 Feb 2022
Executive	Strategic Plan 2021-24	16 Feb 2021

Contact: Gemma Cooper, Head of Strategy, Business and Customer
Email: gemma_cooper@middlebrough.gov.uk

Appendix 2: Impact Assessment Level 1 (Initial screening assessment)

Subject of assessment:	Council Plan 2024-27			
Coverage:	Overarching / crosscutting			
Decision relating to:	<input checked="" type="checkbox"/> Strategy	<input type="checkbox"/> Policy	<input type="checkbox"/> Service	<input type="checkbox"/> Function
	<input type="checkbox"/> Process / procedure	<input type="checkbox"/> Programme	<input type="checkbox"/> Project	<input type="checkbox"/> Review
	<input type="checkbox"/> Organisational change	<input type="checkbox"/> Other (please state)		
It is a:	New approach: <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>Key aims, objectives, and activities: The Council Plan, formerly known as the Strategic Plan, is the Council's overarching business plan for the medium-term, and is refreshed on an annual basis, setting out the priorities of the Elected Mayor of Middlesbrough and other corporate priorities and ambitions for the Council.</p> <p>Statutory drivers: Local Government Act 1999; Equality Act 2010.</p> <p>Differences from any previous approach: This will result in a new Council Plan which includes new aims, priorities and ambitions.</p> <p>Key stakeholders and intended beneficiaries (internal and external as appropriate): Elected members, employees of the Council, local communities and businesses, partners.</p> <p>Intended outcomes: To ensure that the Council's strategic objectives are achieved, and that the Council continues to comply with the duties of the Equality Act 2010 relating to the publication and pursuit of equality objectives.</p>			

Live date:	February 2024			
Lifespan:	2024-27, though reviewed annually			
Date of next review:	Potential for review in 2024/25			
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. The content of the proposed plan and delivery of it would not contravene Human Rights as identified in national legislation.
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"/>	No. The Strategic Plan commits to reducing inequalities within Middlesbrough. It is based on a robust evidence base of needs and includes a commitment to inclusivity for all. As a result, there are no concerns that the Plan or associated activity could have a disproportionate adverse impact on groups or individuals with characteristics protected in national legislation.
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. The Plan commits to improving community resilience within the town, which will result in direct benefits for cohesion. As a result, there are no concerns that the proposed plan could have an adverse impact on community cohesion.
Assessment completed by:	Gemma Cooper. Head of Strategy, Business and Customer			
Date:	6 December 2023			
Head of Service:	Clive Heaphy, Chief Executive			
Date:	6 December 2023			

MIDDLESBROUGH COUNCIL	
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Report of:	Director of Environment and Community Services
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Relevant Executive Member:	Mayor and Executive Member for Adult Social Care and Public Health
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Submitted to:	Executive
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Date:	20 December 2023
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Title:	Selective Landlord Licensing: Evaluation of Newport 1 scheme and approval to consult on the proposal for designation for a further five years.
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Report for:	Decision
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Status:	Public
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Strategic priority:	Physical environment
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Key decision:	Yes
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Why:	Decision(s) will incur expenditure or savings above £250,000
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Subject to call in?:	Yes
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Why:	Not Urgent
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Proposed decision(s)
<p>That Executive consider the Evaluation Report on the Newport 1 Selective Landlord Licensing Scheme and approve:</p> <ul style="list-style-type: none"> • The commencement of appropriate consultation on the proposal to the designation of the selective landlord licensing scheme in the Newport 1 for a further five years. • The consultation to include the proposed fee of £998 for a 5 year licence to cover the cost of delivering the scheme in the designated area. <p>The results of the consultation be presented to Executive for consideration to determine whether or not to designate the area as a selective licensing area.</p>

Executive summary

Local authorities have powers to introduce Selective Landlord Licensing (SLL) schemes for a five year period in areas with a high number of private rented properties, low housing demand, poor housing conditions, high levels of deprivation, crime and migration and/or significant and persistent anti-social behaviour associated with the tenants of private rented properties. The purpose of such a scheme is to improve standards of property management in the private rented sector, and when combined with other measures, this should lead to improved physical, social and economic conditions.

There are currently three SLL schemes operating in Middlesbrough; one in North Ormesby and two in the Newport ward (commonly known as Newport 1 and Newport 2). Newport 1 scheme comes to an end on 12th June 2024. An evaluation of the scheme has been carried out which shows improvement in a number of areas. However, the area continues to experience major challenges and therefore it is proposed that it would benefit from a further five year period of designation as a Selective Landlord Licensing Scheme.

The SLL schemes in Middlesbrough do not meet the threshold for Secretary of State approval which is required for those schemes which cover 20% or more of its geographical area or privately rented properties, provided that the authority has consulted for at least 10 weeks on the proposed designation. Therefore, Executive approval is sought for a period of consultation to be undertaken for a further designation of the Newport 1 area.

Executive approval is required as the schemes are delivered via a legislative framework that requires organisational approval to start formal consultation on the proposal for a further designation of Newport 1 scheme.

Purpose

1. The purpose of this report is to present the evaluation report for the Newport 1 Selective Landlord Licensing Scheme which comes to an end on 12th June 2024.
2. To seek approval to consult on the proposal for further designation of Newport 1 area as Selective Landlord licensing area and the proposed fee of £998.

Background and relevant information

3. Executive approval is required as the schemes are delivered via a legislative framework that requires organisational approval to start formal consultation prior to implementation.
4. The Housing Act 2004, gives local authorities powers to introduce Selective Landlord Licensing (over a five year period) for privately rented properties in areas experiencing

low housing demand and/or significant and persistent anti-social behaviour. The purpose of such a scheme is to improve standards of property management in the private rented sector, and when combined with other measures, should lead to improved physical, social and economic conditions.

5. In order to designate an area to be subject to selective licensing the area must satisfy one or more of the conditions set out in Section 80 the Housing Act 2004 and the Selective Licensing of Houses (Additional Conditions) (England) Order 2015. The conditions are:
 - That the area is, or is likely to become, an area of low housing demand; and that making the designation will, when combined with other measures taken in the area will contribute to the improvement of the social or economic conditions in the area
 - That the areas if experiencing a significant and persistent problem caused by anti-social behaviour; that some or all of the private sector landlords who have let premises in the area are failing to take action or combat the problem that it would be appropriate for them to take; that making the designation, when combined with other measures taken in the area will lead to a reduction or elimination of the problem.
 - That the area contains a high proportion of private rented properties which have been let or licensed in relation to the total number of properties in the area, and *one or more* of the following conditions apply:
 - Housing conditions: After a review, officers consider it is appropriate that a significant number of private rented properties are inspected with a view to determining the existence of category 1 and 2 hazards with a view to taking enforcement action where appropriate. That a designation, when combined with other measures, will contribute to an improvement in general housing conditions in the area.
 - Deprivation: That the area suffers from high levels of deprivation affecting a significant number of occupiers of private rented properties and a designation, when combined with other measures, will contribute to a reduction in the level of deprivation in the area.
 - Crime: That the area suffers from high levels of crime affecting occupiers of private rented properties, households and businesses in the area and a designation, when combined with other measures, will contribute to reductions in the levels of crime for the benefit of those living in the area.
6. Under the Housing Act 2004, Part 3 (Selective Licensing of other Residential Accommodation), all private landlords operating within the designated area are required to obtain a licence from the Council for each property that is rented out. The conditions of the licence ensure that the property is managed effectively, and licence holders have to demonstrate their compliance.
7. On 1 April 2015, a new General Approval came into force for Selective Landlord Licensing schemes. Under these new arrangements if a local housing authority makes a designation that covers 20% or less of its geographical area or privately rented properties, the scheme does not need to be submitted to the Secretary of State for approval, provided that the authority has consulted for at least 10 weeks on the

proposed designation. The cumulative number of properties included in the proposed Newport 1 Selective Landlord Licensing scheme together with the existing two designations does not exceed 20% of the private rented properties or the geographical area.

8. On the 9th December 2014 Executive approved a report setting out proposals for introducing Selective Landlord Licensing in Middlesbrough and a further report to Executive on 14th July 2015 saw the implementation of the scheme in North Ormesby commence on 1st January 2016. Further reports were approved which saw the implementation of Newport 1 scheme which commenced on 13th June 2019, North Ormesby 2 designation which commenced on 14th June 2021 and Newport 2 scheme which commenced on 3rd July 2023.
9. The areas of North Ormesby, Newport 1 and Newport 2 were designated as a Selective Landlord Licensing area as they were identified as areas with a high proportion of private rented properties which was suffering problems attributable to:
 - Low housing demand.
 - A significant and persistent problem caused by anti-social behaviour related to tenants of or visitors to rented properties which were not being controlled by landlords;
10. In 2015 the government widened the criteria for designating Selective Licensing schemes to include poor housing conditions and high levels of deprivation, crime and migration. The improvement of management standards in the private rented sector would help to combat housing problems associated with deprivation.
11. The schemes aim to address:
 - The problems associated with low demand for housing by imposing conditions relating to the management of properties.
 - The problems associated with anti-social behaviour by including conditions in licences which required landlords to take action to deal with such behaviour, such as tenancy referencing to ensure that properties are not let to persons with a known record of anti-social behaviour and relating to the use of the property.
 - The poor housing standards in the private rented sector by incorporating housing inspections and enforcement action as a requirement of the scheme, as well as ensuring that the properties are properly managed to prevent further deterioration.
12. The intended outcomes for the schemes are:
 - A reduction in the number of empty properties and low demand for housing which will lead improvements in the social and economic conditions of the sector, which are identifiable.
 - A reduction in anti-social behaviour (caused by tenants in the private sector) in the designated area.

- A general improvement of property conditions in the designated area within the lifetime of the designation.

13. The Newport 1 Selective Landlord Licensing Scheme is due to end on 12th June 2024 and consideration should now be given to whether the scheme has met its objectives, whether there should be a new designation or whether there are any other courses of action available that would achieve the same objective or objectives as the scheme without the need for the designation to be made.

14. There were 800 licensable properties originally identified in the proposal for the Newport 1 Selective Licensing area and income generation of £600,000 was forecasted. The number of licensable properties has exceeded the original estimation over the five years of the scheme. To date (Nov 2023) 1,054 properties have been licensed and 1263 licences have been issued (this figure represents properties which have been relicensed due to changes in tenure.) This has generated fee income of £974,033 which is ring fenced and can only be used for the delivery of the SLL scheme. Throughout the life of the scheme the fees have covered the staffing costs of the following SLL posts which are necessary for the delivery of the scheme: Manager, Co-ordinator, SLL Neighbourhood Safety Officer, Environmental Health Officer, SLL Assistant and Tenancy Relations Officer, Regulatory Compliance Officer.

15. An evaluation of the Newport 1 Selective Landlord Licensing Scheme has been undertaken using guidance from Local Government Regulation. (Appendix 1) The evaluation seeks to identify the effectiveness of Selective Licensing in the set outcome areas:

- Reducing anti-social behaviour attributable to the private rented sector;
- Improving management standards in the private rented sector; and
- Increasing housing demand;

In addition, it also evaluates the wider impact on:

- Improving the environment; and
- Contributing to the effectiveness of partnership working to improve the quality of life.

16. The evaluation has also taken account of findings from an Independent Review of the Use and Effectiveness of Selective Licensing which was carried out by Ministry of Housing, Communities and Local Government (MHCLG June 2019, Updated September 2019).

17. Summary of the Evaluation Findings.

In summary, the main findings of the evaluation report are:

- House prices in the Newport ward have started to increase. In 2019 the average house price was £48,585 and as of 2022 has since increased to £66,000.
- The overall number of empty properties have reduced. In 2019 Newport ward had 418 empty properties, 246 long term empty (More than 6 months). In 2022 empty properties 298, 178 long term empties (more than 6 months).

- The number of private rented properties which have received a housing standards inspection (HHSRS) has increased, hazards have been identified and housing conditions have improved. During the scheme to date 556 properties have been inspected. Significant hazards were identified in 383 (category 1 & 2) properties and have been addressed to protect tenants. Smoke alarm checks have been carried out as part of the housing inspections to ensure they are provided.
- Anti-social behaviour has been tackled through a wide range of interventions by the SLL team;
 - 5254 low Interventions. These include telephone call/e-mail, letter drop, diary sheets received, initial warning letters, motorbike warning letter, site meetings, referrals into other services for support and joint patrols.
 - 43 medium interventions. These include second warning letters, final warnings, ABC issued, ABC breached, joint interviews and tenancy breach interviews.
 - 79 high level interventions. These include Criminal Behaviour Orders, Civil Injunction, House Closures (all for high levels of persistent antisocial behaviour and a last resort after all low and medium level interventions have been exhausted).
- There has been a reduction in personal and nuisance antisocial behaviour incidents from 1023 in 2019 to 455 in 2022 (-44%)
- 111 post tenancy visits have been carried out to provide support to the tenant on a wide range of issues including substance misuse, parenting skills, unemployment;
- 501 tenants have been provided with Information Advice and Guidance on a range of issues.
- The number of environmental antisocial behaviour incidents have reduced, however they still remain high.
- There has been a relatively low number of legal cases taken against landlords for not licensing their properties:
 - 5 landlords applied before their cases were scheduled for court,
 - 1 landlord accepted a caution as an alternative to prosecution,
 - 2 landlords applied for a licence following the issue of a summons, and
 - 1 case received a Civil Penalty of £4,628.38.
- Support for landlords – the scheme in Newport 1 has supported landlords in the following ways:
 - Free empty property advertising;
 - Dedicated Neighbourhood Safety Officer;
 - Dedicated Tenancy Relations Officer;
 - Housing and tenancy support/advice;
 - Supported tenant/landlord disputes over rent arrears preventing eviction;
 - Referencing;
 - Post tenancy visits for red referenced tenancies.

18. The impact of the Covid-19 pandemic on the delivery of the Newport 1 Scheme.

The Covid-19 pandemic significantly impacted on the delivery of the Newport 1 scheme, primarily by preventing staff from carrying visits, housing standards inspections and other

face to face contact for a considerable period of time. This was a period of unprecedented demand on the local authority and during the Covid pandemic those SLL staff, who were unable to deliver their SLL functions, were redeployed in the Covid response and their salaries were funded from sources other than SLL income. The Covid pandemic mainly impacted on the delivery of the housing standards inspections and delayed the programme by 18 months. Officers resumed carrying out the inspections and face to face work in June 2021. The housing inspections have identified an increase in number of properties with category 1 and 2 defects which has put increased demand on Officer's time. Currently (October 2023) there are 600 housing inspections outstanding. The number of staff carrying out HHSRS inspections has been increased (within the financial envelope of the scheme) and it is forecasted that the inspections will be completed by the end of the scheme.

19. The Evaluation Report recognises that the Selective Landlord Licensing scheme has made a significant contribution to improvements in Newport in the last 4 years, working together with key partners. It is also recognised that the strong community infrastructure in the area has played a significant role in delivering the outcomes. It should also be noted that the intensive approach to delivering services in Newport from a number of agencies and partners is considered one of the key factor in its success. The locality based working approach implemented in North Ormesby and Newport wards aims to build on the intensive targeted delivery of services working in partnership and the SLL team are an integral part of this. However, the Newport ward remains a concern for the Council due to the low levels of income, poor health outcomes and the lack of choice about where tenants can live, which are supported by the indices of multiple deprivation.

20. There is evidence that the Newport 1 Selective Landlord Licensing scheme has been successful in increasing property safety and management standards by supporting landlords and also holding them and their tenants accountable for their behaviour. However, there is concern that without the Selective Landlord Licensing regulatory framework this progress will be lost, some landlords will revert back to lower compliance with legal standards for housing standards if inspections are not required through the scheme. Although property conditions have been improved there is still a significant risk that standards in Newport 1 could deteriorate and return to previous poor levels if not kept under review for a further 5 year period. Low levels of tenants reporting defects in their property is still seen in other areas across the town. Tenants may also revert back to poor behaviour if they are no longer referenced before taking up properties or offered support to deal with their vulnerabilities. The people living in private rented accommodation in these areas are at the most risk due to limited choices about where they live.

21. The Proposal for a further Designation of Newport 1 SLL Scheme.

The proposal document (Appendix A to the evaluation report) sets out how the Newport 1 area meets the criteria to be designated a Selective Landlord Licensing area in relation to:

a. **Low housing demand:**

- The largest number of households in Newport was 'private landlord or letting agency accommodation' at 46.4%. That compares with 18.7% for Middlesbrough as a whole, 15.1% for North East Region and 18.2% for the whole of England. (Census, 2021)
- The second largest number of households in Newport was 'owned outright accommodation' at 16.2%. That compares with 28.6% for Middlesbrough as a whole, 32.5% for North East Region and 32.5% for the whole of England. (Census, 2021)
- At the end of September 2023 there were 188 properties which had been empty for greater than 6 months in Newport, which is 3.46% of the Newport housing stock. There were 374 empty properties in total which is 6.87% of the wards stock.
- Newport is the third highest ward in Middlesbrough behind North Ormesby and Central when talking in terms of percentage of empty properties, in raw numbers Newport is second highest in Middlesbrough.
- Long term empty properties in Newport account for 16.39% of the total long term empty properties in Middlesbrough, and the total empty properties in Newport account for 18.04% of the total number of empty properties in all of Middlesbrough.
- The turnover of properties in Newport has varied throughout the life of the scheme with a reduction from 31.9% in 2019 to 25.5% in 2021 and an increase to 31.3 % in 2022.

b. Poor housing conditions:

- Middlesbrough's Private Sector Stock Condition Survey (PSSCS) 2008 identified Newport as having the second highest proportion of non-decent dwellings in Middlesbrough at 49.3%.
- The same survey identified Newport as having the second largest proportion of vulnerable households (50.1%) living in non-decent homes.
- Newport was also found to have the second highest proportion of homes with a Category 1 hazard (23.1%).
- Between April 2018 and September 2023, 582 premises were issued with a 'notice of intention' which details hazards in properties requiring remedy. Of these 321 (55%) were in the Newport ward.

c. A significant and persistent problem caused by anti-social behaviour related to tenants of or visitors to rented properties which were not being controlled by landlords;

- In terms of rate per 1000 Head of Population Newport is currently ranked 8th in Middlesbrough in relation to anti social behaviour.
- The anti social behaviour levels in 2022-23 significantly reduced with 2023/24 appearing higher, the levels of ASB counts per month so far in 23-24 overall are still lower than in 2020-21.

d. Deprivation:

- In 2015, out of 7,219 wards, Newport was the 26th most deprived ward in the country, and remains at the 26th most deprived ward at IMD 2019.
- Newport is ranked as the fourth most deprived ward in Middlesbrough.

e. Crime:

- During the period 1st October 2021 to 30th September 2023, Newport ward had the third highest rate of crime out of all wards across Middlesbrough.
- Newport ward has also consistently had the third highest rate of crimes marked as racially aggravated accounting for at least 12% of all racially motivated crime within Middlesbrough across the period.
- However, there has been some improvements in the incidence of crime in Newport, the levels of police reported crime have been continuously decreasing with levels in 2023-24 recording some of the lowest seen over the last 3 financial year periods. The total of 163 crimes in October 2023 is lower than in 2022 by 41.3%, lower than in 2021 by 36.3%, and lower than in 2020 by 29.4%.

22. The evaluation of the Newport 1 scheme identifies areas of learning and improvement to the delivery of the scheme and these are detailed in the Evaluation report. Some of these have been incorporated into the new Newport 1 designation and will be part of the consultation process:

- A review of the procedure for carrying out a Fit & Proper person check. This will now be achieved through a Disclosure Barring service (DBS) check to make it more robust.
- An additional charge of £100.00 will be made for the submission of incomplete applications. Incomplete applications take considerably more time to process.
- To provide those landlords making applications for licences in the last twelve months of the designation to be eligible for a reduced fee of 50% of the second payment, where properties have not been licensable prior to the 12 month deadline. Offering discounts have to be carefully considered in the context of ensuring that the scheme is adequately resourced throughout its life and that they do not encourage landlords to delay making their application.

23. Proposed licence fee

A review of the staffing requirement for the Newport 3 scheme has been carried out. The following staffing resources are required to ensure the scheme can be effectively and efficiently administered and delivered:

- Selective Landlord Licensing Manager
- SLL Coordinator
- Environmental Health Officer
- Neighbourhood Safety Officer
- Regulatory Compliance Officers x2
- Licensing Assistants x1.5
- Legal Investigation Officer

The calculation of the overall cost of the scheme is consistent with the current schemes, with the addition of an inflationary rise to cover increased staffing costs and service charges.

It is estimated that 1297 licences will be issued throughout the course of the scheme which will generate £1,294,406 income. It is proposed that the licence fee for the designated area should be £998 for a licence. This is an increase from the current fee of £803 + £20 fit and proper check. The table summarises the estimated income and cost of the scheme:

Estimated Number of licences	Cost of the scheme over the 5-year period	Proposed licence fee	Estimated income
1297 licences	£1,294,406	£998	£1,294,406

Penalty fees of £100 would continue to apply for incomplete/late applications. It is also proposed that applications for licences in the last twelve months of the designation will be eligible for a reduced fee of 50% of the second payment, where properties have not been licensable prior to the 12 month deadline.

24. Boundary to the Newport 1 Selective Landlord Licensing scheme.

- The geographical area for the proposed scheme is in line with the existing Newport 1 boundary as shown in Appendix 1 to the Evaluation Report.

What decision(s) are being recommended?

25. That Executive consider the Evaluation Report on the Newport 1 Selective Landlord Licensing Scheme and approve:

- The commencement of appropriate consultation on the proposal to the designation of the selective landlord licensing scheme in the Newport 1 for a further five years.
- The consultation to include the proposed fee of £998 for a 5 year licence to cover the cost of delivering the scheme in the designated area.

The results of the consultation be presented to Executive for consideration to determine whether or not to designate the area as a selective licensing area.

Rationale for the recommended decision(s)

26. The SLL schemes in both North Ormesby and Newport 1 schemes have resulted in improvements in the living and environmental conditions for those living in those areas and contributed to reductions in antisocial behaviour. A further designation of Newport 1 Selective Landlord Licensing scheme would continue to ensure that property standards are maintained, anti-social behaviour issues related to tenants are reduced and managed and that landlords are held accountable for the costs of both licensing and the property management improvements. The existing SLL designation is self-financing and, in line with the recommended changes to the scheme, the new designation would work in the same way.

27.The designation will require all privately rented properties within the identified boundary, subject to statutory exemptions, to apply to be licensed for up to five years and comply with the licence conditions.

28.The proposed fee of £998 enables the Council to ensure the scheme is self-financing, it is calculated on the staffing requirements for the administration and regulation of the selective landlord licensing scheme.

29.The current boundary for the SLL scheme is to be maintained to ensure complete coverage of the area in relation to improved housing standards, environmental conditions and reduction in crime and anti-social behaviour.

30. Prior to designating an area, the Council is required to undertake a minimum 10 week statutory consultation with local people, businesses, landlords and partners. Developing the designations and designation for Selective Licensing in the areas identified, will enable the Council to sustain the improvements already achieved in Newport 1 and prevent further decline in those areas.

31.In 2018 Middlesbrough Council Scrutiny Panel reviewed the North Ormesby 1 scheme. The Panel were fully supportive of the scheme:

- They recognised the achievements made through SLL in the North Ormesby ward, including improving community confidence which has led to increased reporting of anti-social behaviour and crime to the SLL team.
- They were complimentary of the work achieved and applauded the Selective Licensing Team for their efforts.
- The Panel also learned that in November 2017, the team had been awarded Outstanding Contribution to Prevention at the Cleveland Community Safety Awards.

Throughout the investigation, the Panel made reference to the issues within Gresham and University wards and the increasing number of private rented housing properties. The Panel were of the opinion that the excellent work achieved since the introduction of Selective Licensing in North Ormesby and hoped that any future schemes would mirror this model.

32.Consideration is currently being given to the next steps in terms of rolling out SLL to other areas of the town which meet the criteria. A further report will be brought to Executive seeking approval for the next steps.

33.An internal audit was conducted during July-Sept 2023 which focused on the Selective Landlord Licensing Schemes currently operating in the areas of North Ormesby and Newport 1. The purpose of this audit was to provide assurance to management that procedures and controls within the system ensure that:

- The scheme is well administered and the financial model is fit for purpose.
- The performance of the project is monitored and the Council's objectives are met.

Auditors concluded that:

- the SLL Schemes are well administered, the financial model is fit for purpose, and that performance of each of the schemes is monitored to ensure that the Council's objectives are met.
- a sound system of governance, risk management and control exists, with internal controls operating effectively and being consistently applied to support the achievement of objectives in the area audited.
- Their overall opinion of the controls within the system at the time of the audit was that they provided **Substantial Assurance**.

34. The Statement of Policy and Procedure for Selective Landlord Licensing (SPPSLL) is published on the Council's website and clearly sets out the requirements of the schemes, and is appropriately reviewed, updated and approved. The aims and objectives of each of the schemes provide links to the Council's Strategic Plan and to the improvement of housing. The Selective Landlord Licensing (SLL) team works in close partnership with other Council services and external agencies to maximise the benefits of the schemes.

Other potential decision(s) and why these have not been recommended

35. Do not renew the SLL designation/new designations and carry out alternative interventions to replace of a formal scheme

Alternatives to Selective Licensing were considered in 2014, 2019 and 2023 prior to the designation of the current Selective Licensing areas. These included voluntary registration and the use of traditional enforcement tools. These would require significant additional investment by the Council to achieve any sustainable change across the area.

36. There is a need to ensure that that proactive assessment of properties and an increased focus on renting and management practices is sustained. While Selective Landlord Licensing is not intended to be indefinite, a shift to an alternative non-regulatory approach or only relying on traditional reactive enforcement tools are not considered appropriate to sustain or progress the improvements achieved.

37. Traditional interventions do not provide the level of engagement with landlords necessary for the desired improvements. Landlord take up of previous accreditation schemes have been very low, they tended to only engage with responsible landlords who saw a value in being part of a scheme. An example of a non-mandatory scheme is the Stockton Plus model which is run by landlords. Stockton Council figures show that they had 80 members for this scheme with 539 properties and not all landlords who opposed their SLL scheme joined the accredited scheme.

38. Short term proactive enforcement projects can have an impact but are not sustainable without significant investment from existing revenue budgets or grant funding.

39. A pilot project undertaken in early 2023 to carry out proactive housing inspections in a selected area of Central ward found it very difficult to engage and landlords and tenants. This is detailed in the Evaluation report.

40. It is proposed that the recommended action is the most appropriate course to ensure a sustainable and cost effective solution to improving management standards in the private rented sector in the designated area within Newport 1, and that a formal consultation is commenced.

Impact(s) of the recommended decision(s)

41. The recommended decision is to commence consultation with local landlords, the residents and partner agencies. This consultation will be used to inform a final recommendation to be made to Executive in due course on whether to designate the further Selective Landlord Licensing scheme in Newport 1. The impact of such a scheme will be determined through this consultation and detailed in the Executive Report.

Legal

42. Part 3 of the Housing Act 2004 sets out the scheme for licensing private rented properties in a local housing authority area. Under the Act a local housing authority can designate the whole or any part or parts of its area as subject to selective licensing. Where a selective licensing designation is made it applies to privately rented property in the area.

43. A selective licensing designation may be made if the area to which it relates satisfies one or more of the conditions set out in the Housing Act 2004 listed in paragraph 5.

44. The local housing authority may only make a designation if the area has a high proportion of property in the private rented sector. The largest number of households in Newport was 'private landlord or letting agency accommodation' at 46.4%. That compares with 18.7% for Middlesbrough as a whole, 15.1% for North East Region and 18.2% for the whole of England. (Census, 2021)

45. Before making a designation, a consultation is required and full consideration should be given to any representations made during the process. Where the criteria are satisfied and a selective licensing scheme is made, a designation may be made for up to 5 years. The designation cannot come into force until 3 months after it is made. A notice of the designation has to be published within seven days of the designation being confirmed. All those consulted on the proposed designation should be notified within two weeks of the designation being confirmed.

46. There is a possibility of legal challenge in the form of a judicial review against the decision to introduce or renew a Selective Landlord Licensing scheme. However the risk of such a challenge will be less where the Authority ensures that the legislation is complied with. There was a previous judicial review of the current Newport 1 scheme in August 2019 where one landlord made an application to the High Court. This application was declined

referral for a full review on the basis that all five grounds submitted were not sufficient. The Council was awarded the previous costs order of £1500.

Strategic priorities and risks

47. Approval for designations must be sought from the Secretary of State for Communities and Local Government if more than 20% of the private rented housing or 20% of the geographical area of the local authority will be subject to licensing. The area proposed, along with the existing designations for the Newport 2 SLL area and North Ormesby 2 do not cover more than 20% of the geographical area of the borough. This means that the Council does not require Secretary of State approval to make the designation proposed in this report.
48. If the Newport 1 SLL scheme is not approved for further designation there is a risk that the successes seen in the Newport 1 area as a result of Selective Landlord Licensing will start to slow down returning to the initial position prior to the introduction of the scheme e.g., poor housing standards, long term empty properties, elevated levels of anti-social behaviour.
49. There is a risk of a shortfall in recovering the costs of the schemes if the scheme does not receive applications and fees from the anticipated number of licensable premises. However, the vast majority of the licensable properties have already been identified as part of the previous designation and consultation processes. This risk is also mitigated by the experience that the Selective Licensing Team has developed in mapping and taking enforcement action where there is a failure to licence. It should also be mitigated further by the formal consultation process.
50. There is a possibility of legal challenge in the form of a judicial review against the decision to introduce or renew a Selective Landlord Licensing scheme. (Paragraph 46)

Human Rights, Equality and Data Protection

51. There will be no negative, differential impact on diverse groups and communities associated with this report. It has been demonstrated that the North Ormesby and Newport Selective Landlord Licensing schemes provide significant benefit to vulnerable groups by improving living standards and providing support in improving health, education and financial management.

Financial

52. Case law (R on the Application of Hemming T/A Simply Pleasure Ltd v Westminster City Council) states that the local authority can require payment of a fee which includes enforcement as well as processing costs. The Housing Act 2004 s 84(7) (7) states that when fixing fees under this section, the local housing authority may take into account all costs incurred by the authority in carrying out their functions under this Part.

53. Based on the costs of the previous consultation processes for Selective Licensing designations, it is expected that the consultation process will cost approximately £11,000. The costs will be managed within the existing Public Protection revenue budget as they cannot be recovered through the licence fee.

The SLL schemes will be self-financing through the payment of a fee by landlords to obtain their licence. The calculation of the overall cost of the scheme is consistent with the current schemes, with the addition of an inflationary rise to cover increased staffing costs and service charges.

It is estimated that 1297 licences will be issued throughout the course of the scheme which will generate £1,294,406 income. It is proposed that the licence fee for the designated area should be £998 for a licence. This is an increase from the current fee of £803 + £20 fit and proper check. The table summarises the estimated income and cost of the scheme:

Estimated number of licences	Cost of the scheme over the 5-year period	Proposed licence fee	Estimated income
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Penalty fees of £100 would continue to apply for incomplete/late applications. It is also proposed that applications for licences in the last twelve months of the designation will be eligible for a reduced fee of 50% of the second payment, where properties have not been licensable prior to the 12 month deadline.

54. A licence fee of £998 per property will ensure the cost of the scheme can be met by the income generated. This fee will be subject to consultation and detailed financial consequences of the re-designated scheme will be detailed in the final report to Executive in March 2024.

55. If a decision is made not to seek a further designation of the Newport 1 area, there may be redundancy costs to be borne by the authority associated with those staff with over 2 year's service who are unable to be redeployed.

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

Action	Responsible Officer	Deadline
Statutory 10 week consultation prior to an Executive decision on whether to seek a further designation of Newport ward for Selective Licensing.	Judith Hedgley/Louise Kelly	Within 4 weeks of Executive decision.

Following the consultation, a further report will be brought to Executive (scheduled for March 2024), with the outcome of the consultation and final recommendations for the next steps including any adjustments that have been considered following any representations and whether Newport 1 should be re-designated.	Judith Hedgley/Louise Kelly	
Following this the full outcome would be published. In accordance with legal requirements the respondents to the consultation would be individually notified of the outcome in addition to being publicised through newspapers, the Council's web site and press releases.	Judith Hedgley/Louise Kelly	
Should a decision be taken to further designate the Newport 1 Selective Licensing area, designation would be within 3 months from the date of the Executive meeting which is scheduled (Tbc)	Judith Hedgley/Louise Kelly	13 th June 2024 scheme start date

Appendices

1	Appendix 1. Evaluation Report for the Newport 1 Selective Landlord Licensing Scheme.
2	Appendix 2. Equality Impact Assessment

Background papers

Body	Report title	Date
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MHCLG	Selective Licensing in the Private Rented Sector. A Guide for Local Authorities.	March 2015
MBC	Newport Evaluation document for Selective Landlord Licensing Scheme.	July 2021

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SELECTIVE LANDLORD LICENSING NEWPORT SCHEME

EVALUATION REPORT 2023

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INTRODUCTION

1. Aim of the evaluation

Middlesbrough Council currently operates three Selective Landlord Licensing (SLL) schemes which are set up under Part 3 of the Housing Act 2004.

Under the terms of the Act, each scheme runs for five years, with an evaluation required before the end of that period to assess its impact and to contribute to the decision whether it should be continued or ended.

The five-year period for the designation of the Newport 1 Selective Licensing Scheme ends on 12th June 2024.

The designation on the Council's North Ormesby Selective Licensing scheme ends on 13th June 2026 and the Newport 2 scheme will end on 2nd July 2028.

The aim of this report is to present the findings of an evaluation of the Selective Licensing scheme in the Newport 1 area.

Using guidance from Local Government Regulation, the evaluation seeks to identify the effectiveness of Selective Licensing in:

- reducing anti social behaviour attributable to the private rented sector;
- improving management standards in the private rented sector;
- increasing housing demand;
- improving the environment; and
- contributing to the effectiveness of partnership working to improve the quality of life.

2. Methodology

The methodology used for this evaluation of the Selective Licensing scheme within Newport consists of:

- Analysis of data from Middlesbrough Council and other stakeholders collected during the 2019 - 2024 licensing period;
- Descriptions of the housing market and details on how the Selective Licensing scheme has been managed;
- Interpretation of opinions expressed by managing agents, landlords and stakeholders operating in the Selective Licensing area.

The evaluation has also taken account of findings from an Independent Review of the Use and Effectiveness of Selective Licensing was carried out by Ministry of Housing, Communities and Local Government (MHCLG June 2019, Updated September 2019).

This report also sets out the policy background to Selective Licensing and describing the situation at Newport. The report summarises the performance outputs of the Newport 1 scheme including costs and concludes with a review of options and recommendations. Various further details are contained in appendices.

POLICY BACKGROUND AND PROJECT SET UP

3. Background to Selective Licensing

The Housing Act 2004 gives Local Authorities the power to introduce Selective Licensing for privately rented properties in areas experiencing low housing demand and/or significant and persistent anti-social behaviour. The purpose of the Selective Licensing scheme is to improve standards of property management in the private rented sector, over a five year period of designation which, when combined with other measures, should lead to improved social and economic conditions.

Part 3 of the Housing Act 2004 provides that a Council (i.e. the Local Housing Authority) may declare a licensing scheme for privately rented accommodation if the following conditions are met: -

- *that the area is, or is likely to become, an area of low housing demand; and;*
- *that the area is experiencing a significant and persistent problem caused by anti-social behaviour;*

In 2015 the criteria for designating Selective licensing schemes were widened to include poor housing conditions and high levels of deprivation, crime and migration. The improvement of management standards in the private rented sector will help to combat housing problems associated with deprivation.

Selective Licensing requires that any person wishing to rent out a property in a designated area must first obtain a licence from the Council. In order to grant such a licence the Council must be satisfied that the landlord is a “fit and proper” person with satisfactory management arrangements in place to deal with any anti-social behaviour caused by their tenants. Selective Licensing applies only to private landlords, not to social landlords.

Selective Licensing is intended to be just one of many tools available to the Council to address low demand and anti-social behaviour, it is not a stand-alone solution for every issue affecting a neighbourhood. Therefore, the 2004 Act requires the Council to identify how Selective Licensing will work alongside other measures by showing how it forms part of an overall strategic approach, contributing to existing policies and underpinning future plans for the area.

A full public consultation must be carried out before a decision can be made to introduce a Selective Licensing scheme. This should include consultation with local residents, including tenants, landlords and managing agents, and other members of the community who live, run businesses or provide services in the area proposed for designation. Those outside of the designation who will be affected should be included too.

When the Newport 1 Selective Licensing scheme was introduced in 2019, Secretary of State approval was required to designate an area. However, since April 2010 this power has been delegated to local authorities, who must still meet all the other requirements of the 2004 Act to ensure that a scheme is legally enforceable.

4. The introduction of Selective Licensing in Newport 1

Newport was experiencing major challenges associated with social and economic decline this included:

- high levels of crime and antisocial behaviour;
- high levels of private rented properties and poor living conditions;
- high levels of empty properties; and,
- a transient population.

In addition to this there has been significant investment in the physical regeneration of Middlesbrough and social regeneration is a key priority for the Council

A significant and concerning pattern of housing and subsequent social decline in parts of Newport could be identified:

- the older terraced properties were no longer the first time buyers ‘house of choice’ they had been in previous generations;
- the low demand for two bedroom terraced properties had led to private sector landlords purchasing properties at relatively cheap prices;
- some, but by no means all, of these landlords have housed tenants who have gone on to present a wide range of problem behaviours further fuelling low demand levels;
- this concentration of issues has seen a broad range of social problems manifest themselves from drug and alcohol abuse to domestic violence and high crime levels.

Whilst Newport may not always be recognised as the most disadvantaged area against every statistical measure, the rate of its decline, its vulnerability in terms of crime, social isolation, and the impact of welfare reform provides a particularly compelling picture of chronic need – especially in conjunction with the apparent housing market failure. If not addressed, this decline could threaten the long-term stability of the area.

Index of Multiple Deprivation (IMD).

The IMD 2015 identifies areas of multiple deprivation for each local authority area as a whole and also for smaller areas within each local authority known as Lower Layer Super Output Areas (LSOAs).

The IMD is a relative measure of deprivation and is based on a variety of indicators. Each of the 32,482 LSOAs in England are assigned a score based on deprivation levels, and also a rank based on each of the scores. Rankings for the 326 English districts and boroughs are also calculated. Middlesbrough has a rank of average score of 6 meaning it is the 6th most deprived local authority area in England.

LSOA's can be combined to give a measure/rank of deprivation for ward areas. In 2015 the Newport was ranked 38th most deprived ward, of 7522 wards, in England, putting Newport in the top 1% of most deprived wards in England. This is a decline of 49 places from a previous ranking of 87th in 2010.

Newport ward is ranked as the 5th most deprived ward in Middlesbrough and it has also seen a significant decline in the levels of 'employment' with the national ranking moving negatively from 254th in 2007 to 86th worst in 2015

Newport ward is ranked as the 25th worst ward of the 7529 wards in England with regards to 'Income Deprivation Affecting Children Index' it has also seen a gradual decline in the levels of 'income' with the national ranking moving negatively from 214th in 2007 to 26th worst in 2015.

Fuel poverty

Fuel poverty in England is measured by the Low Income High Costs indicator, which considers a household to be in fuel poverty if they have fuel costs that are above average, and if they were to spend that amount they would be left with an income below the official poverty line.

The key drivers behind fuel poverty are: the energy efficiency of the property, the cost of energy, and the household income.

Newport has a rate (26.8) of its households living in fuel poverty, almost three times the national rate (11%).

A part of Newport ward (Newport 1) was designated for Selective Landlord Licensing in June 2019 and this came into force on the 13th June 2019. Every landlord who privately rents a property in the designated area of Newport is required to apply for a licence to do so.

5. Selective Licensing Fees

The Housing Act 2004 gives the Council the power to charge landlords a fee for all costs it incurs carrying out its Selective Licensing functions. The Act also allows the Council to take into account costs incurred in carrying functions in relation to Interim and Final Management Orders (so far as they are not recoverable under that part of the Act).

The licensing fee in the Newport 1 scheme was set at £730 per property, plus a £20 Fit & Proper Fee per licence holder. The fee was calculated by estimating the number of licensable properties, and the anticipated staffing costs required to carry out the functions of the scheme. The payment was split in to two parts with £365 + £20 Fit and Proper Fee payable at the time of the application and £365 payable at the Notice of Intention stage.

With 800 licensable properties originally identified in the Newport 1 Selective Licensing area, an income of £600,000 was predicted from the scheme. The actual income has exceeded expectations as the number of licensable properties has changed over the five years of the scheme due to exemptions, sales

of properties and changes in tenure. To date (Nov 2023) 1,054 properties have been licensed and 1263 licences have been issued (this figure represents where properties have been relicensed due to changes in tenure.) This has generated fee income of £974,033 made up of licence fees, part licensed properties and late fee charges. Income from the licence fees is ring fenced and it can only be used for the delivery of the SLL scheme. Throughout the life of the scheme the fees have covered the staffing resource costs of the following SLL posts which are necessary for the delivery of the scheme: Manager, Co-ordinator, SLL Neighbourhood Safety Officer, Environmental Health Officer, SLL Assistant and Tenancy Relations Officer, Regulatory Compliance Officer.

PERFORMANCE

Throughout the period of the Newport 1 SLL scheme a series of performance measures have been monitored to track the progress and outcomes of the scheme. The data presented below relates to the period of the SLL scheme up to September 30th 2023, unless otherwise stated.

6. Low Demand for Housing

The Council introduced Selective Licensing in part of Newport 1 ward on the basis that there was compelling evidence of low housing demand. In line with legislation and guidance the Council considered the indicators of low housing demand such as turnover, low property prices, a transient tenant population and high proportion of empty properties.

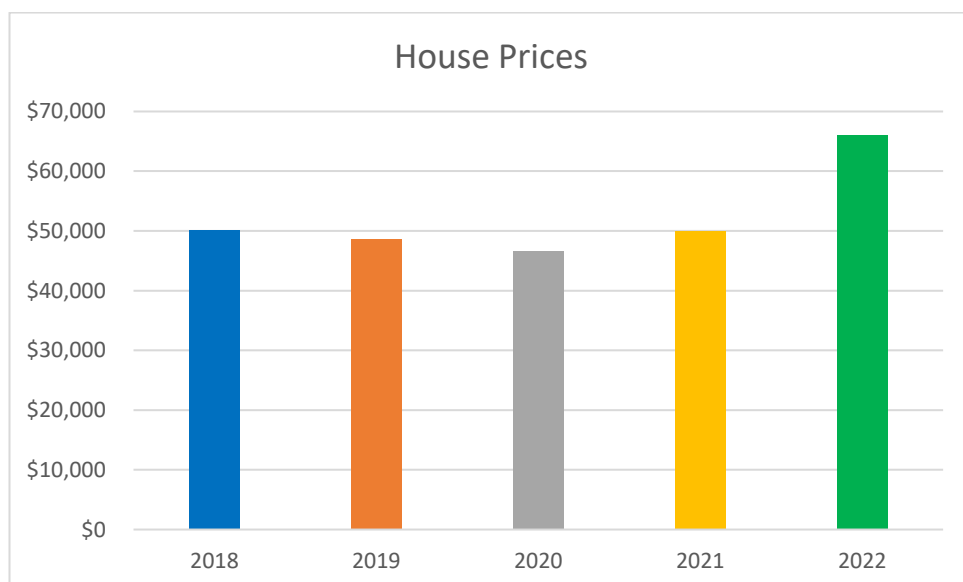
6.1 House Prices

Prior to the introduction of SLL:

With average sales prices in Newport at £50,000¹, they were amongst the lowest in the town. Average price in other town centre wards were higher (£64,000 in Central).

The average house price for Middlesbrough was £143,000). A number of factors were at play, including the disproportionate levels of private rented properties when compared with other parts of the town, high levels of crime, antisocial behaviour and deprivation, and empty properties. These older terraced properties were no longer the first-time buyers 'house of choice' as they had been in previous generations.

After the introduction of SLL (until December 2022):



Data source: HM Land registry Open data <https://landregistry.data.gov.uk/app/standard-reports/report-design>

Conclusion: There is evidence that house prices in Newport are starting to increase. During the designation period general observations have identified that there has also been an increase in the number of renovations of properties.

6.2 Turnover of tenants

Prior to the SLL scheme Newport had a more transient population typically housed in privately rented accommodation which can have a negative impact on the stability and desirability of an area. It can also affect community integration and investment and affect school performance negatively.

After the introduction of SLL up to the period end of December 2022:

Following the period of designation of the SLL scheme in Newport the table below shows that the turnover of properties started to decrease. However, in 2022 the turnover is much higher, this could be attributed to the protection offered to tenants during the Covid pandemic and the movement afterwards.

	New Occupations (accounts)						
	Properties at 1 Jan	Accounts in year	Accounts Count	Rate for all Properties	Rate for Properties Count	Properties Count	Rate for all Properties
2017	1673	2908	660	39.5%	122.2%	540	32.3%
2018	1674	2787	636	38.0%	127.5%	499	29.8%
2019	1670	2729	640	38.3%	121.2%	528	31.6%
2020	1670	2597	593	35.5%	120.8%	491	29.4%
2021	1665	2426	513	30.8%	121.0%	424	25.5%
2022	1663	2633	654	39.3%	125.8%	520	31.3%

Data Source: Middlesbrough Council, Council Tax records.

Conclusion: Throughout the life of the SLL scheme there was a year on year reduction in the number of properties changing hands in Newport, only with the exception of 2022 which may be a delayed impact of the covid pandemic.

6.3 Empty Properties and Long Term Empties (More than 6 Months)

The problems empty properties cause for local communities are well known, but in summary they:

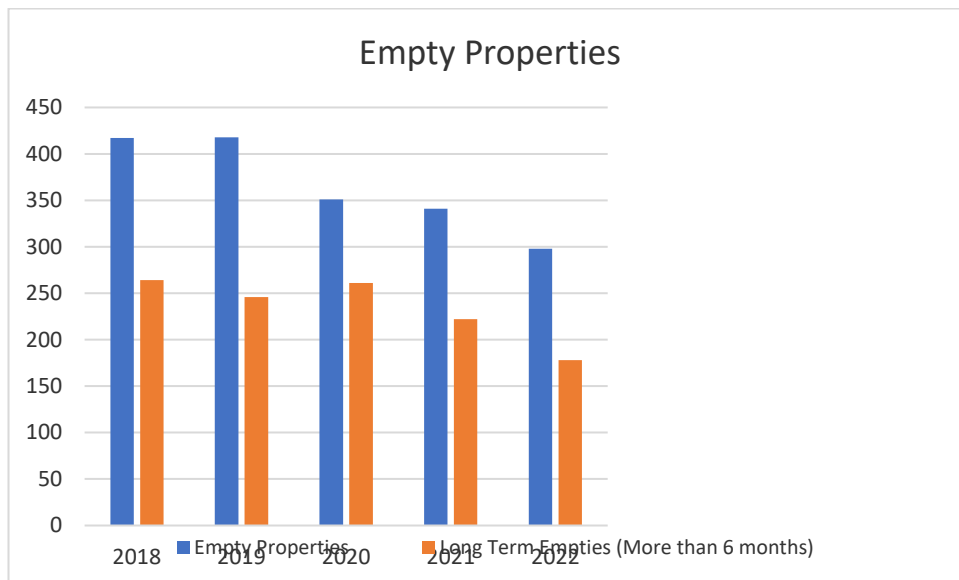
- deny homes to those in need;
- attract vermin, crime, arson, vandalism, fly-tipping and anti-social behaviour;
- are a source of anxiety for owners and neighbours;
- reduce the value of neighbouring properties; and as a consequence,
- are a drain on public services and budgets.

Empty properties which become open for access due to vandalism or criminal damage are subject to legal notices which require the owner to secure the property. The SLL team have become more involved in engaging with the owners of empty properties which are open for access, to require them to act quickly to secure them, or to take legal action when the owner is not cooperative.

Prior to the introduction of SLL:

Council Tax records tell us that at the end of September 2018 there were 418 long-term empty properties in Newport, which equates to 22% of total stock. Newport has the highest proportion of long term empties than any other area in Middlesbrough. This contributes to a negative image causing uncertainty for established residents and making it hard to attract people to the area. A Rent & Refurb Scheme was introduced in 2017 and Empty Homes Funding from the HCA as far back as 2013 has been available, however the numbers of empty properties have fluctuated throughout the five years of the scheme.

After the introduction of SLL (end of December 2022):



Data Source: Middlesbrough Council, Empty Property dashboard

Conclusion: Whilst the number of empty properties has decreased they still remain high. There has been a decline in the number of long-term empty properties, which are the most problematic in terms of attracting antisocial behaviour, damage and contribute to lack of confidence in safety in the community. The SLL team have been more actively involved in taking legal action, where necessary, to secure empty properties which become open for access. This has increased the efficiency of securing properties in a shorter timescale.

Recommendation for future SLL scheme: To continue with the delivery of the current scheme's approach to dealing with vacant properties.

7. Property Conditions

Middlesbrough's Private Sector Stock Condition Survey (PSSCS) 2008 identified Newport as having the second highest proportion of non-decent dwellings in Middlesbrough at 49.3%. Non-decent homes do not meet current statutory minimum standards, are not in a reasonable state of repair, do not have reasonably modern facilities and fail to provide a reasonable degree of thermal comfort.

The survey also recorded a non-decency remedial cost score as (£40.3m and an average of £3,685, per non decent dwelling).

The same survey identified Newport as having the second largest proportion of vulnerable households (50.1%) living in non-decent homes.

Newport was also found to have the second highest proportion of homes with a Category 1 hazard (23.1%). Examples of Category 1 hazards include:

- Damp and mould
- Excess cold
- Falls on stairs
- Hot surfaces
- Falls on the level
- Fire

7.1 Improving housing standards

Non-decent homes do not meet current statutory minimum standards, are not in a reasonable state of repair, do not have reasonably modern facilities and fail to provide a reasonable degree of thermal comfort.

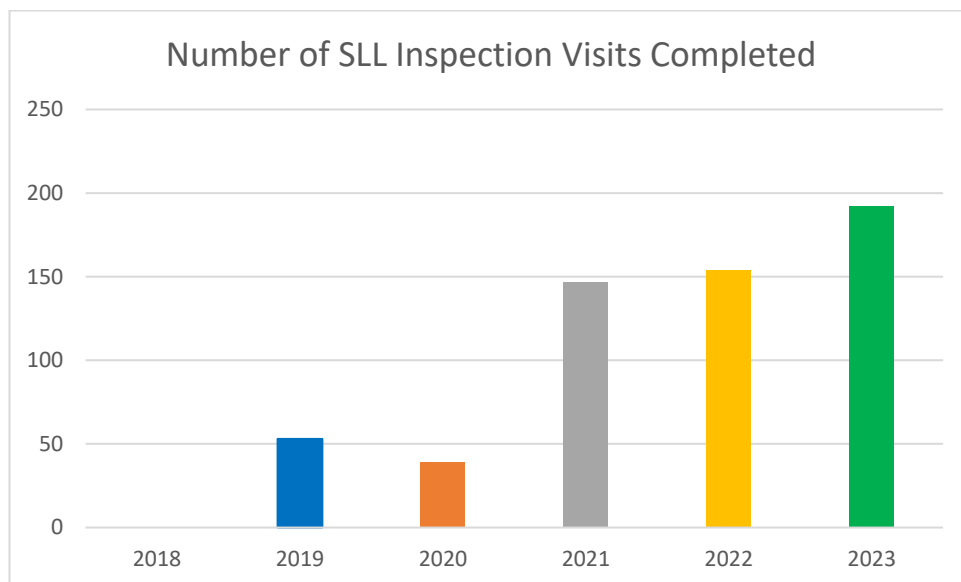
7.2 Housing disrepair

Prior to the introduction of SLL:

Between 2015/16 and 2016/17 the Council received 197 complaints of housing disrepair in private rented properties in Newport. Over this same period the Council issued 37 pre-formal schedules of work to landlords in Newport and served 11 statutory repair notices.

The graphs below show the number of rented properties in Newport 1 which inspected throughout the course of the SLL (up to Sept 2023) to ensure they met housing standards (HHSRS). The incorporation of housing standards inspections into the SLL scheme has resulted in improved housing conditions for residents. In normal circumstances, the majority of housing inspections are to be carried out in the first three years of a SLL scheme. However, the covid pandemic and legal restrictions prevented internal housing inspections from being carried out between March 2020 and June 2021. Officers resumed carrying out the inspections and they have identified an increased number of properties with category 1 and 2 defects which has put additional demand on their time. There have also been challenges to gaining access to some properties, mainly due to the nature and sometimes chaotic lifestyles of the tenants. In some cases, 3 and 4 attempts were required to access the properties to carry out the housing inspection. Consequently (October 2023) there are 600 housing inspections outstanding. The number of staff carrying out HHSRS inspections has been increased (within the financial envelope of the scheme) and it is forecasted that the inspections will be completed by the end of the scheme.

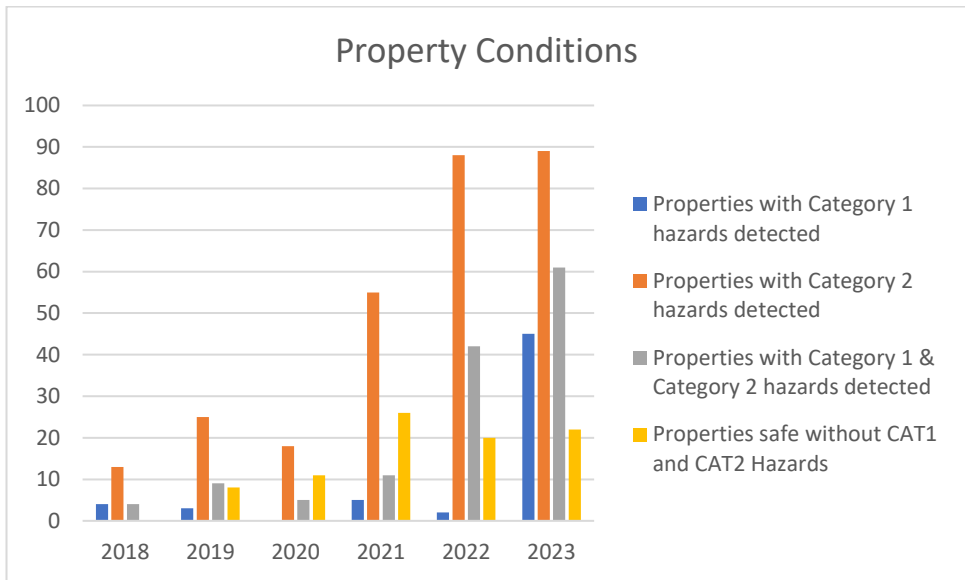
Number of SLL Housing Inspection Carried Out:



Data Source: Selective Licensing Spreadsheet

Conclusion: It was planned that a 100% of the licence properties in Newport 1 would be inspected in the first 3 years of the scheme. However, due to Covid restrictions the inspection programme was delayed. If a property was licensed but was vacated before the inspection was carried out, it would be delayed until the property was tenanted again. It was also evident over the course of the SLL scheme that new properties became licensable and required an inspection. The graph above shows the extended programme to complete the housing inspections. These figures for the housing inspections also provide the numbers of multi-agency visits made to each property to offer wider support, including the Tenancy support for vulnerable residents.

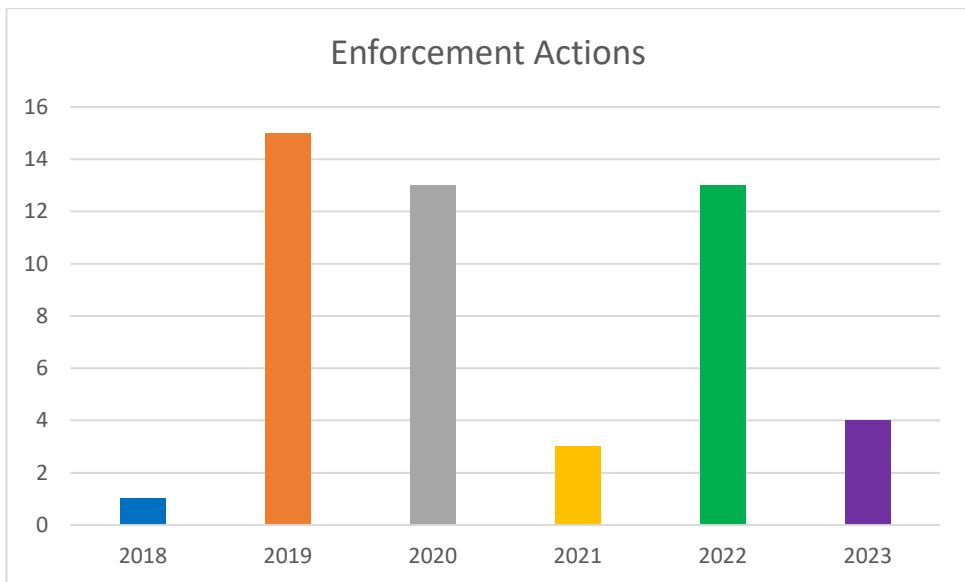
Property Conditions from Inspections:



Data Source: FLARE data system

The housing inspections carried out as part of the SLL scheme have identified more properties with category 1 and 2 hazards. Category 1 hazards are those where the most serious harm outcome is identified, for example, those hazards which may cause death, permanent paralysis, and permanent loss of consciousness, loss of a limb or serious fractures. There is a legal duty to take action when category 1 hazards are identified, and a power to enforce against category 2 hazards. In the graph below the data for 2018 is reflects the low number of tenants coming forward to report poor housing conditions and the resulting low number of enforcement actions compared with future years where proactive housing inspections, under the SLL scheme are carried out. The Regulatory Compliance Code sets out a wide range of enforcement actions ranging from advisory to legal action. Enforcement action is required in a relatively small number of cases as a result of landlords not responding to the “softer” approach or where conditions are so hazardous

Enforcement action taken in respect of serious disrepair issues:



Data Source: FLARE data system

Conclusion: The proactive housing inspections incorporated into the Newport 1 SLL scheme have resulted in identifying a significant number of rented properties with poor housing conditions. Without the SLL scheme the improvements to these properties would not have been achieved. There are significant number of number of properties which have CAT1 and CAT2 hazards.

Recommendation for future SLL scheme: To maintain housing standards inspections as a requirement of the SLL scheme.

Targeted proactive Housing Inspections in Central ward (THIP)

Between October 2022 and March 2023, a proactive housing inspection initiative was undertaken in a small area of Central Ward. This Targeted Housing Inspection Programme (THIP) was developed to investigate private rented housing conditions in the Central ward and to measure landlord voluntary engagement.

The initiative aimed to look at the physical condition of properties and to ensure that landlords or agents are meeting their legal responsibilities, including gas safety and electrical safety and minimum energy efficiency performance standards. In addition to the assessment of property conditions tenants were also offered support in relation to a wide range of matters including cost of living issues, health needs and financial advice and referrals/signposting to local advice and support services.

Over 300 letters were sent to Landlords and tenants informing them of the THIP and that Council Officers would be carrying out housing standards inspections of the property and for landlords to allow officers access to their properties. Landlords were asked to contact the Public Protection Service to arrange an inspection of their property.

140 (47%) landlords responded to the letters to arrange an inspection of their properties. Out of these 140 properties access was only gained to 42 properties for a housing inspection to be carried out.

Whilst many landlords did provide access to their property, this initiative demonstrated the difficulty that voluntary schemes have in engaging with landlords and also their tenants. Often tenants do not wish to provide access for fear of eviction from their home and often affordable accommodation is difficult to find.

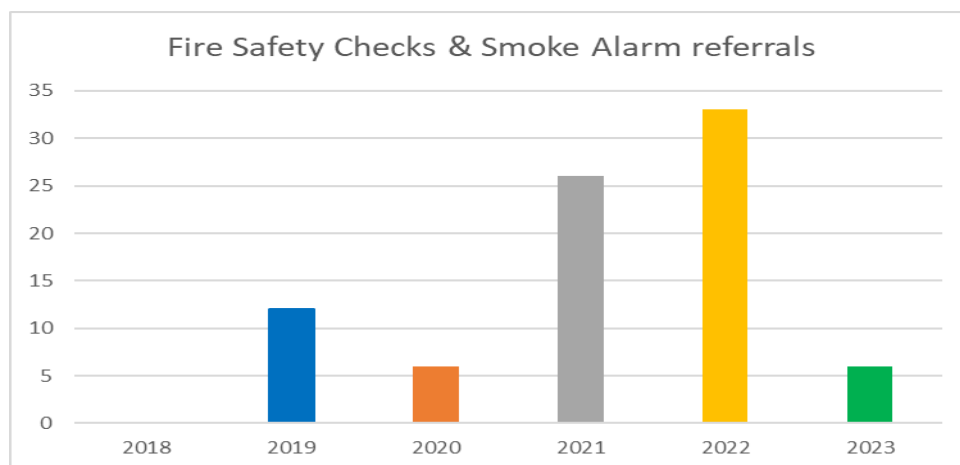
Case Study to support Housing Disrepair

Stacey Carlisle Deputy Head Teacher Newport Primary School - *“As a school we have found it very helpful to know that we can refer families to SLL. Many of our families are new to the area, or indeed new to the country, and find themselves in properties which are not fit for purpose. On occasion they are not aware that the home conditions are unacceptable, and worry that raising concerns may result in them losing their homes. This can be stressful and impacts greatly upon the children and parents. Now we know that when a family comes to us for help, we can refer them to SLL who have always been hugely supportive. They make sure that the families know their rights and help them to resolve their housing issues quickly and efficiently, ensuring that safety and home conditions meet expected standards. The service families receive has always been timely and professional and we have had lots of families very grateful for their support”.*

Fire Safety Checks.

It is a mandatory condition that smoke alarms are fitted at each floor level within a property. From 1 October 2015, the Smoke and Carbon Monoxide Alarm (England) Regulations 2015 have required at least one working smoke alarm installed on every storey of rental property. Where there is a fixed combustion appliance (excluding gas cookers), landlords are also required to have a carbon monoxide alarm installed in the room. Landlords must also make sure that there are adequate working alarms at the start of each new tenancy. On each housing inspection every tenant is offered a home fire safety check with the fire brigade and if smoke alarms are not present or found to be not working then the landlord is required to rectify this.

Fire Safety Check referrals made by team following property inspection:



Data Source: FLARE data system & Selective Licensing Spreadsheet

Conclusion: If the housing inspections were not carried out, there would a large number of private rented properties where the tenants would be at significant risk with inadequate smoke and fire protection.

8. Management Standards

By introducing Selective Landlord Licensing the Council is fully utilising the suite of tools introduced by the Housing Act 2004 to address management standards and property conditions within the private rented sector. As part of a coordinated approach, Selective Licensing compels landlords to maintain good standards and raise the profile of problem properties. Through the increased awareness amongst the community and across agencies, Selective Licensing has become a valuable mechanism for identifying and dealing with bad practice amongst private landlords.

Reputable landlords are provided with assurance when a Selective Licensing scheme is in place. Those landlords whose business practices did not meet the required minimum standards are encouraged and supported to improve their management standards. Landlords who were not willing to work with the Council could face being refused a licence and ultimately having a Management Order imposed against the property, which removes it from their control. They also potentially face legal action if their properties do not meet the HHSRS standards.

8.1 Tenancy Referencing

The Tenancy Referencing Service offers a free service to member landlords which allows them to make informed choices about prospective tenants when letting properties in the Selective Licensing areas.

A traffic light system is used to explain the results of the reference check. This lets landlords make an informed choice about whether or not to allocate a tenancy.

- Green: indicates no issues.
- Amber: may indicate that there has been no previous tenancy held, or there may have been some minor tenancy issues or rent arrears.
- Red: indicates evidence of eviction, anti-social behaviour, or high rent arrears.

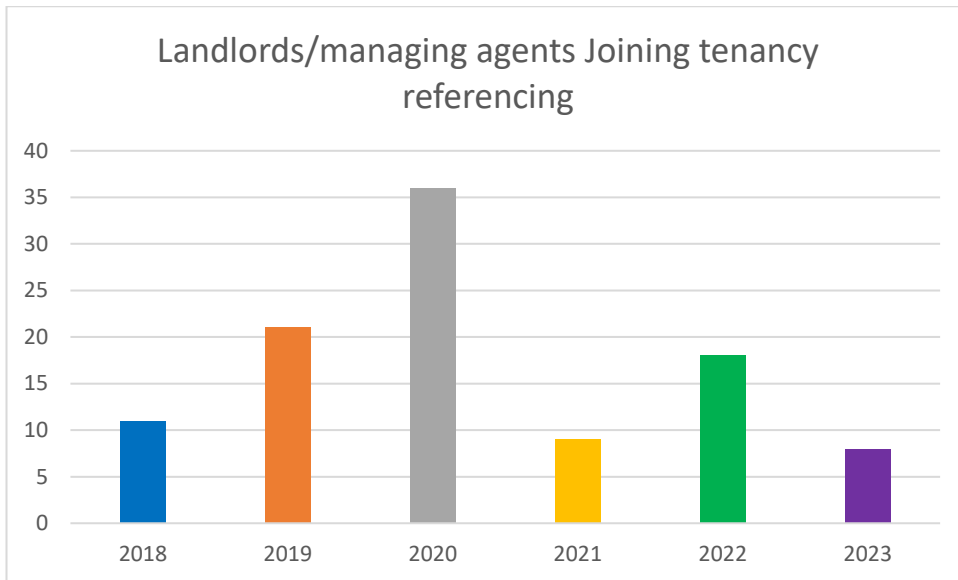
Prior to the introduction of SLL:

Landlord referencing existed but it was discretionary for landlords to join and use the service.

After the introduction of SLL over the 5 year period:

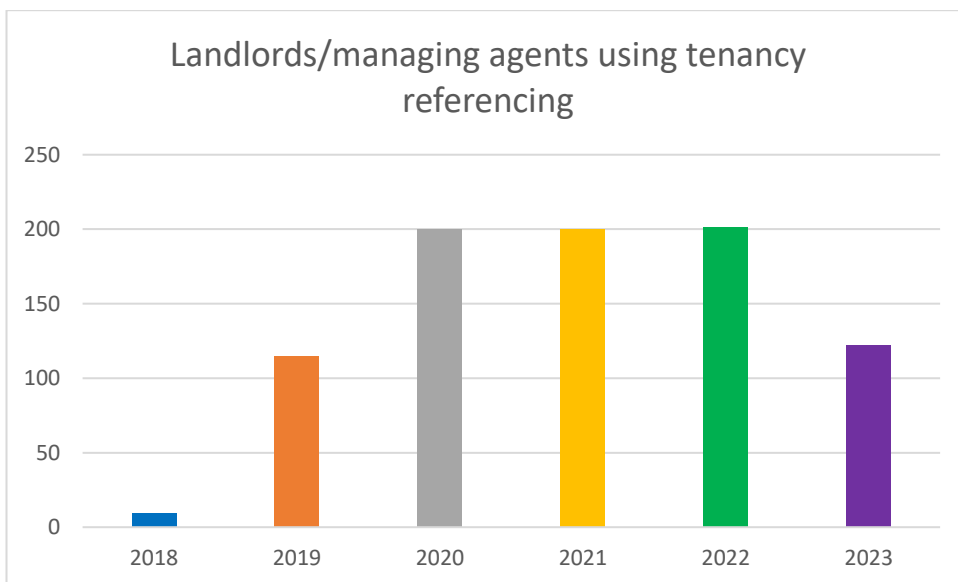
When SLL was introduced tenancy referencing became a mandatory condition of the licence, in addition to conditions requiring landlords to provide a copy of a tenancy agreement, up to date gas safety certificate and an anti-social behaviour plan.

Landlords/managing agents joining tenancy referencing:



Data Source: FLARE data system

Landlords/managing agents using tenancy referencing:



Data Source: FLARE data system

Conclusion: A SLL licence condition is that all landlords must reference their tenants using Middlesbrough Council FREE referencing service, before placing them in a tenancy. The graphs show that during the course of the scheme landlords have not only joined the tenancy referencing scheme, but are also using the service.

9. Antisocial Behaviour & Early Help

9.1 Antisocial Behaviour

Antisocial behaviour and crime can have a devastating effect on individuals and communities. It describes a wide range of everyday nuisance, disorder and crime from graffiti and noisy neighbours to harassment and street drug dealing. It is sometimes dismissed as trivial, but antisocial behaviour has a huge impact on victims' quality of life and it is often the public's number one priority when it comes to local concerns.

The types of antisocial behaviour that the Selective Licensing Neighbourhood Safety Officer regularly

deals with includes:

- Vandalism, graffiti, and other deliberate damage to property or vehicles
- Teenagers hanging around on the streets
- Rubbish or litter lying around
- Drug use and dealing
- Drunk or rowdy behaviour
- Chaotic families.

Prior to the introduction of SLL:

ASB

There was a total of 1,240 complaints of anti-social behaviour received in Newport in 2016/17 by the Council's Private Housing Enforcement and Antisocial Behaviour Teams.

In addition, in 2016 Cleveland Police recorded 1678 incidents of antisocial Behaviour in Newport ward, which was an increase of 4.8% on the previous year and the highest number per ward other than Central ward. Newport had the third highest rate of antisocial behaviour per population of any ward in Middlesbrough, behind North Ormesby and Central wards.

Crime

During the period 1st October 2021 to 30th September 2023, Newport ward had the third highest rate of crime out of all wards across Middlesbrough. Newport ward has also consistently had the third highest rate of crimes marked as racially aggravated accounting for at least 12% of all racially motivated crime within Middlesbrough across the period. During this period there were a total of 5768 crimes, 47 of which marked as racially motivated, additionally there were 139 deliberate fires within the ward.

After the introduction of SLL:

ASB

Currently in financial year (FY) 2023/24 there have been a total of 3149 reported incidents of ASB to Cleveland Police, this is 42% lower than the full financial year of 2022/23 following a reduction in the previous year of 22%. This decrease can also be seen in Newport with the total of 287 ASB reports currently for financial year 2023/24 being lower than FY2022/23 by 46%, with last year also being lower than the one before by 64%.

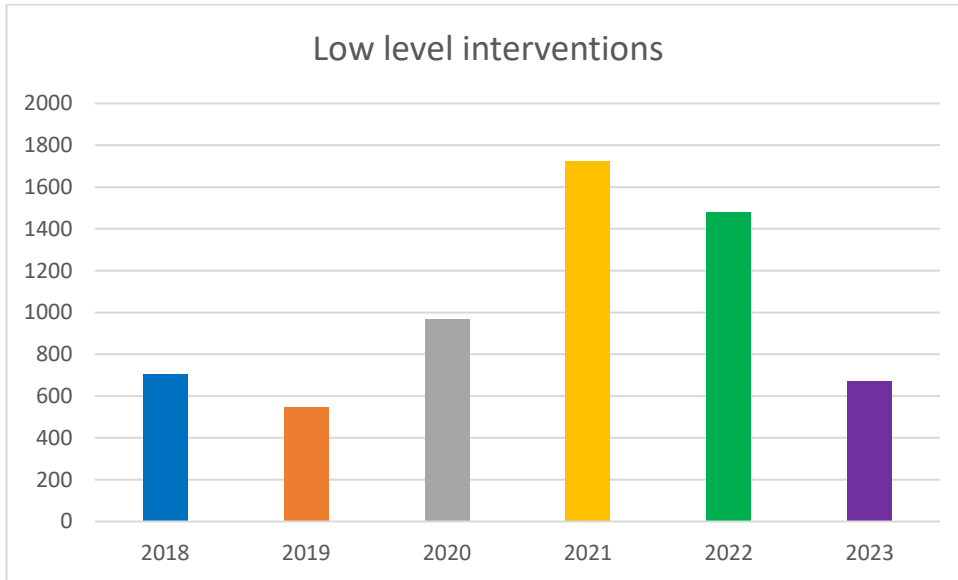
ASB levels in FY2022-23 significantly reduced resulting in the yearly average also reducing, resulting in month-on-month levels so far in FY2023-24 appearing higher, but the levels of ASB counts per month overall are still lower than in 2020-21 and look to be somewhat static.

Crime

Whilst Newport ward remains the third highest ward in relation to the rate of crime per 1000 head of population, the general trend is decreasing. In Financial Year (FY) 2021/22 the crime rate was 116.3 crimes per 1000 Head of Population, this increased to 254.9 in FY2022/23, and currently in FY2023/24 the rate is at 106.2 per 1000. Whilst the rate of crime looks to be increasing considering this data only captures half of the financial year, it is currently still lower than in previous years. Currently in FY2023/24 there have been 1311 reported crimes, this was 3079 in 2022/23, 1378 in 2021/22, and 2975 in financial year 2020/21.

In Newport the levels of police reported crime have been continuously decreasing with levels in 2023-24 recording some of the lowest seen over the last 3 financial year periods. The total of 163 crimes in October 2023 is lower than in 2022 by 41.3%, lower than in 2021 by 36.3%, and lower than in 2020 by 29.4%.

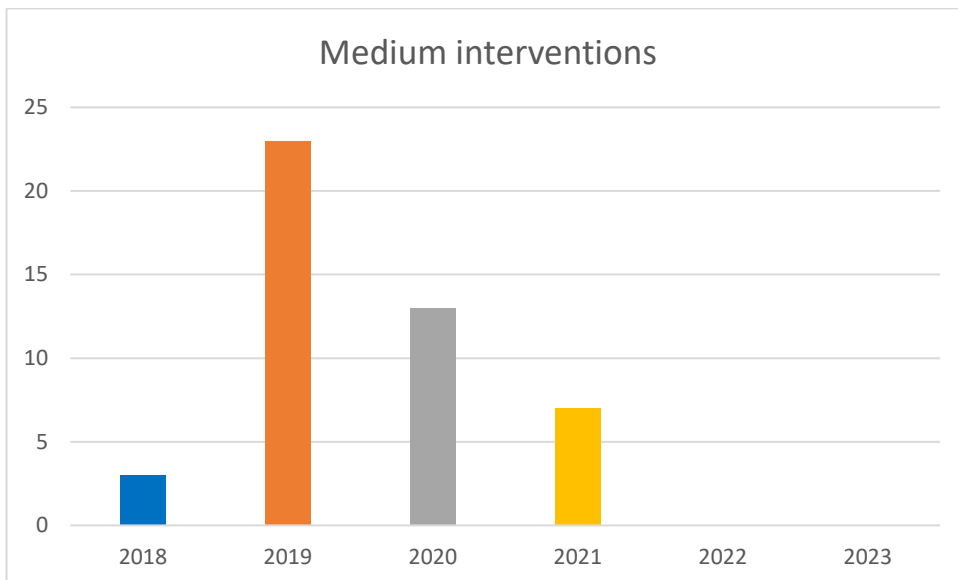
Number of low level interventions



Data Source: FLARE data system

Low Interventions are: cases open/closed, telephone call/e-mail, letter drop, diary sheets received, initial warning letters, motorbike warning letter, site meetings and joint patrols.

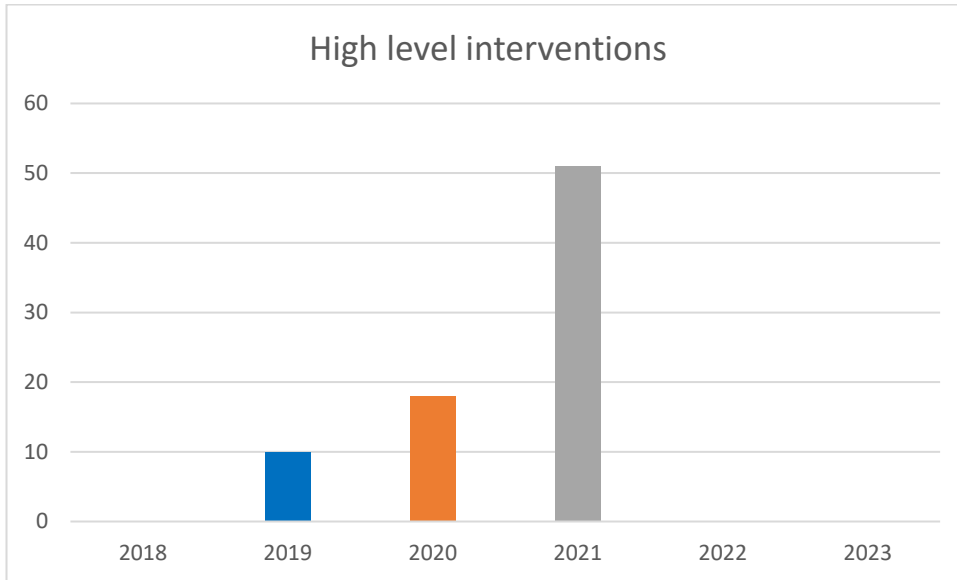
Number of medium interventions



Data Source: FLARE data system

Medium Interventions are: second warning letter, final warning, ABC issued, ABC breached, joint interviews and tenancy breach interview.

Number of High level interventions:

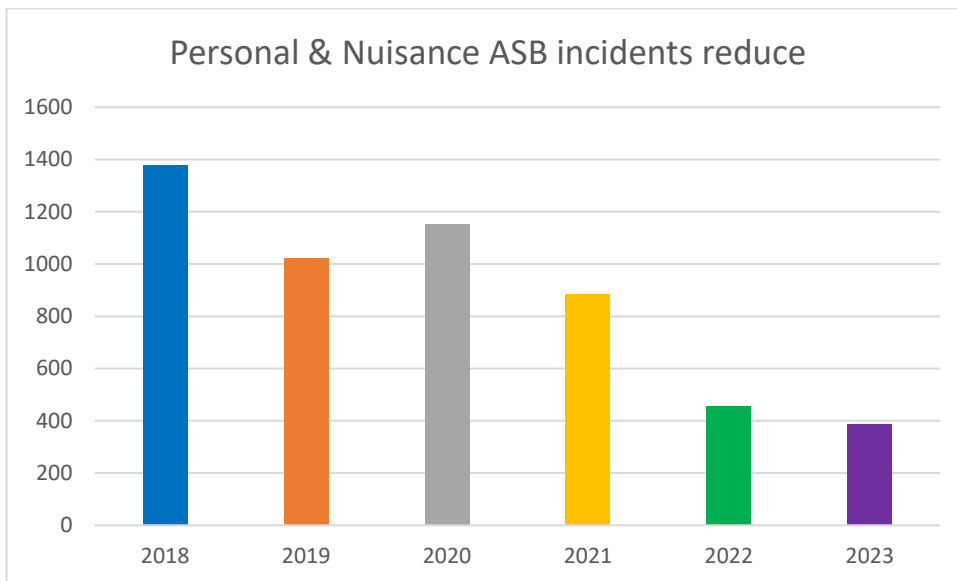


Data Source: FLARE data system

High level interventions are: Criminal Behaviour Orders, Civil Injunction, House Closures (all for high levels of persistent antisocial behaviour and a last resort after all low and medium level interventions have been exhausted).

Conclusion: The figures demonstrate the wide range of interventions delivered as part of the SLL scheme to tackle antisocial behaviour. These also show that the low level interventions are effective in preventing any further escalation in behaviour which requires a higher level of intervention.

Reduction in Personal & Nuisance ASB incidents (Police Data):



Data Source: police analyst data systems provided by Middlesbrough Council Data Analyst

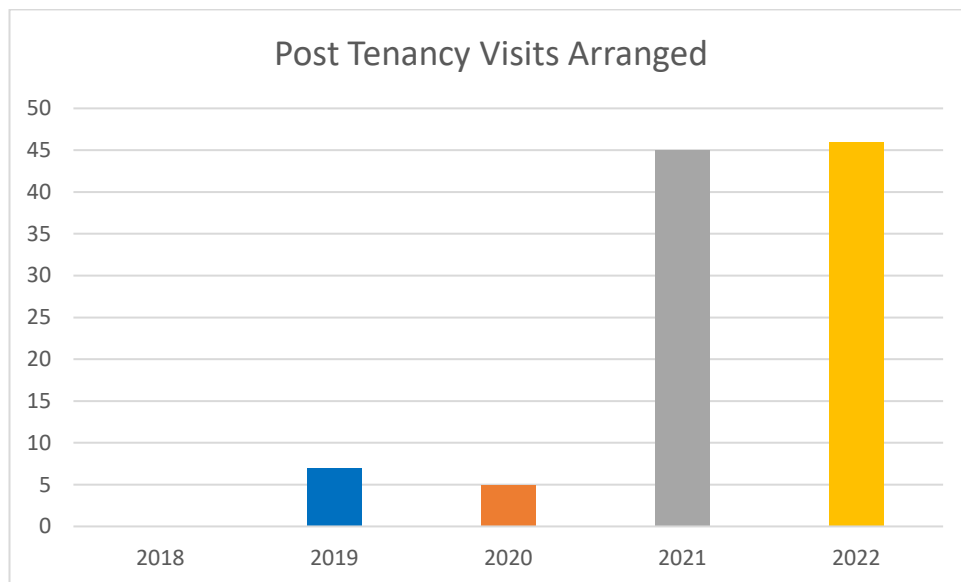
The personal and nuisance antisocial behaviour incidents in Newport (Police data) has reduced by 45.5% reduction between June 2019 and June 2023.

9.2 Early Help

A multi-agency/disciplinary team visit was made to each property which incorporated the housing standards inspection. Issues identified includes substance misuse, parenting skills, unemployment; the team make referrals to relevant agencies and follow-up any actions. The services offered through the inspection team are of benefit to landlords, tenants and the wider community to help to reduce the turnover of tenants.

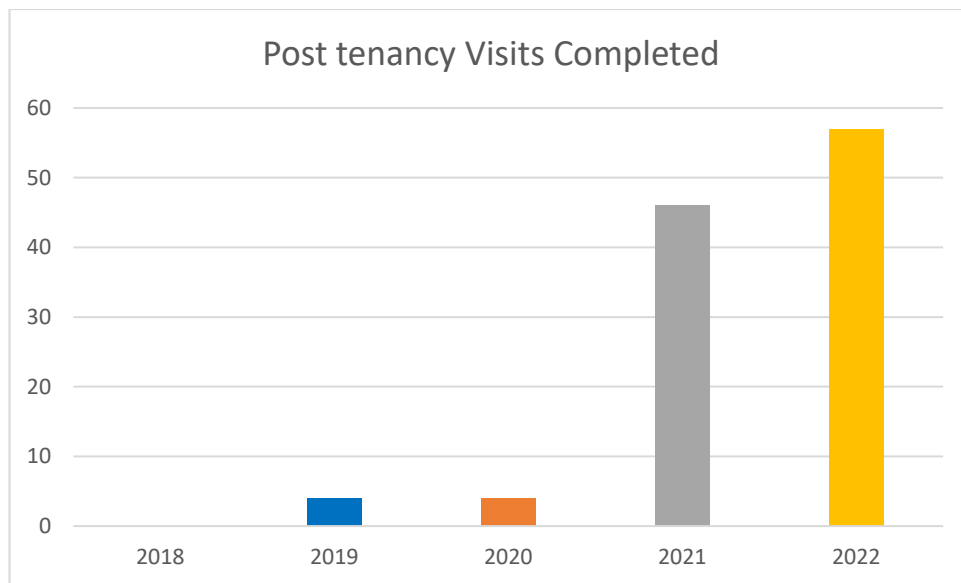
Post tenancy visits were carried out for all new tenancies. Part of the Tenancy Relations Officer's role was to carry out a post tenancy visit approximately 4 weeks after the new tenancy had commenced to ensure that the tenant had settled into their new home and to discuss any concerns/issues they may have. If there was history of previous anti-social behaviour this visit was conducted jointly with the Neighbourhood Safety Officer. A post tenancy visit appointment letter is normally sent (Post tenancy visits arranged figure) however some visits are not prearranged for example if a complaint is made. This explains why the number of post tenancy visits completed is greater than those arranged. During 2020 the number of visits are low due to COVID restrictions. In April 2023 there was a change in focus to only visit red referenced tenants and they are now carried out by the Neighbourhood Safety Officer jointly with the landlord.

Post Tenancy Visits Arranged (up to the period March 2023):



Data Source: FLARE data system

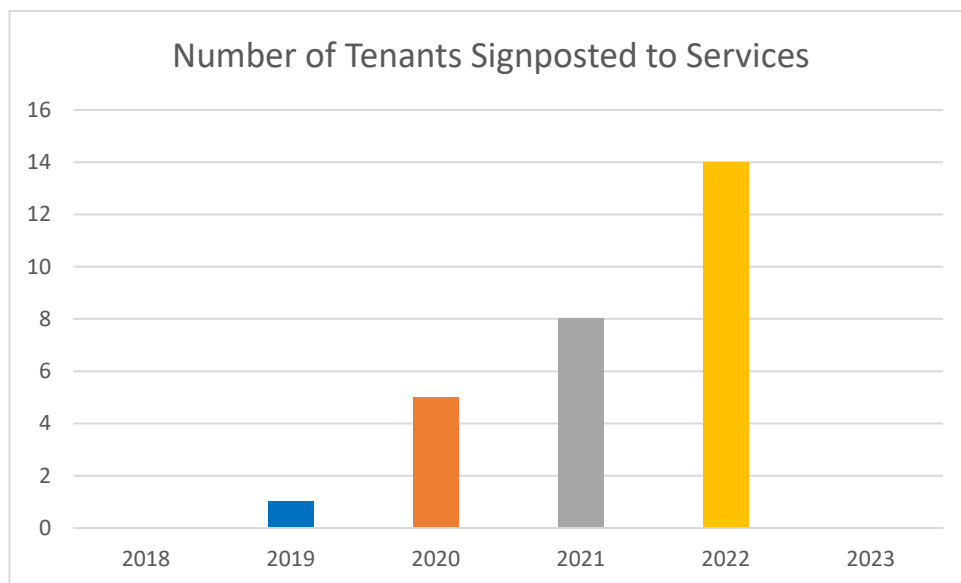
Post tenancy Visits Completed (up to the period March 2023):



Data Source: FLARE data system

Conclusion: Post tenancy visits are useful to identify any early support needs. Focusing on red referenced clients is seen as an effective preventative measure and a better use of resources than visiting all tenants. In addition offering support through the joint visit and housing inspections is considered to be a valuable means of engagement and identifying any needs.

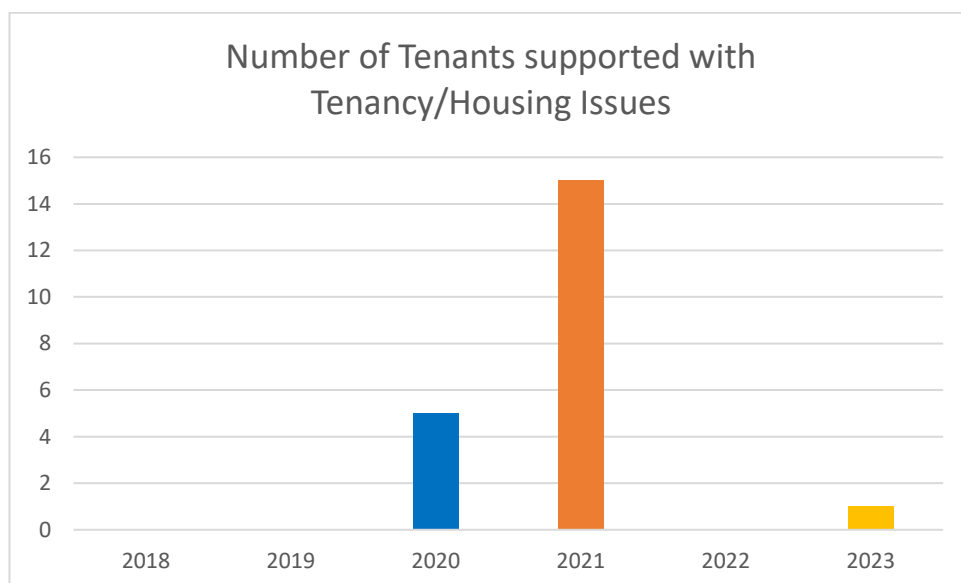
Number of Tenants Signposted to Services:



Data Source: FLARE data system

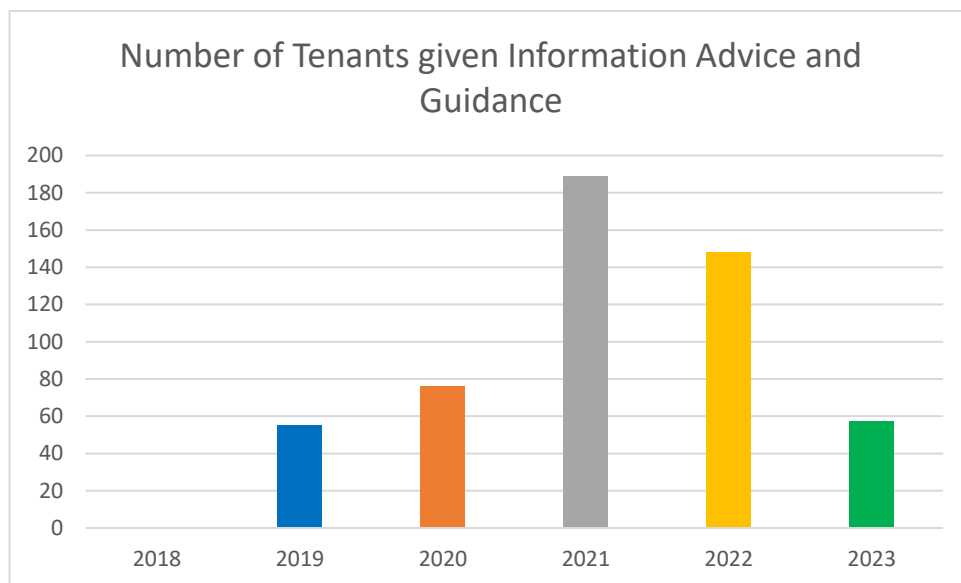
Conclusion: During inspection and post tenancy visits the tenancy relations officer discusses the tenant's needs and referrals into other services such as Mental Health, substance misuse and debt services. Without this SLL intervention these tenants may not access the services they require or access may be delayed.

Number of Tenants supported with Tenancy/Housing Issues:



Data Source: FLARE data system

Number of Tenants given Information Advice and Guidance:



Data Source: FLARE data system

Conclusion: During inspection and post tenancy visits tenants are given information, advice and guidance on any matters arising, these can be tenancy issues, antisocial behaviour, information on refuse/recycling days, alley gates and more. These types of intervention assist in tackling anti social behaviour.

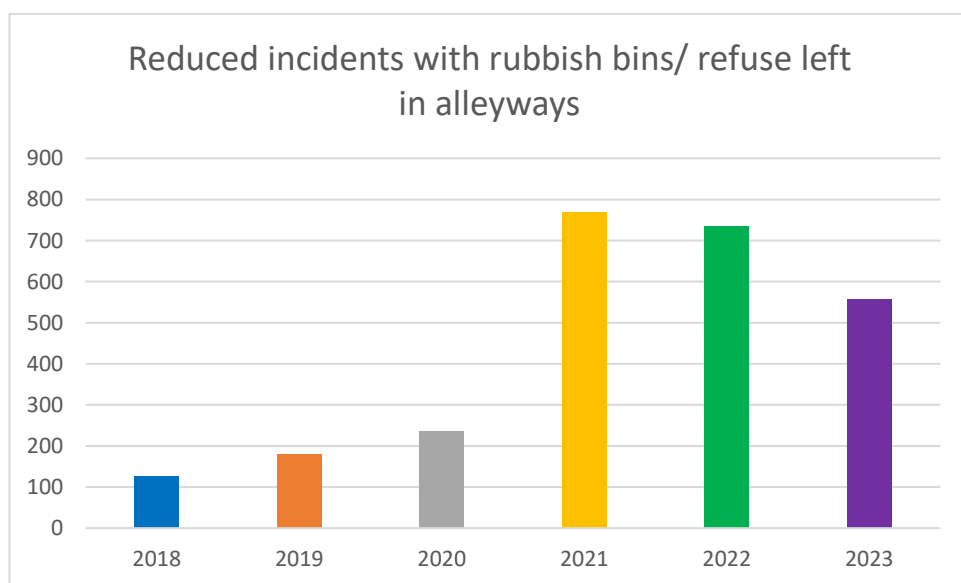
10. Environmental Nuisance

Environmental nuisance and fly-tipping was an issue in Newport especially in and at the entrance to alleys.

After the introduction of SLL over the 5 year period:

Selective licensing team conduct daily walkabouts in the area and introduced a multi-agency walkabout fortnightly to address the issue. Any fly-tipping or rubbish identified by the team is reported to Middlesbrough Council contact centre. The walkabouts identify hotspots and problem areas and can implement early intervention to remove waste and to attempt to prevent further dumping.

Reduction in incidents with rubbish bins/ refuse left in alleyways:



Data Source: Street scene operative's data into Microsoft Access report

Conclusion: The figures show an increase in the number of reports during 2021 followed by a small reduction in the number of reported incidents of dumped waste and environmental issues. There is still work to be done to tackle environmental nuisances.

11. Application Process

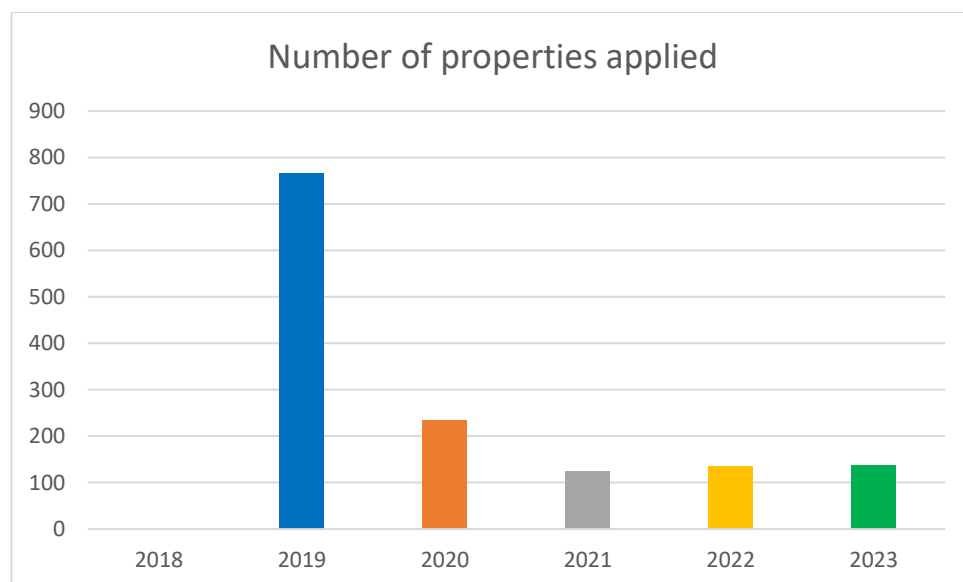
11.1 Applications Received

Within the designated area of Newport all privately rented properties need a licence to operate. The owner of the rented property needs to make an application to the Council. The Council must be satisfied that of all the person with an interest in the property, the most appropriate person is the licence holder, this would usually be the property owner.

The licence is valid for a maximum of 5 years. Failing to apply for a licence could lead to prosecution and an unlimited fine. If prosecuted, this would lead to the licence holder no longer being classed as 'fit and proper' and would mean they would need to find someone else to hold their licence and undertake the management of the property.

At the start of the scheme it was estimated that 800 properties would require licences, to date (Nov 2023) 1,054 properties have been licensed. and 1263 licences have been issued (this figure represents where properties have been relicensed due to changes in tenure.)

Number of properties applied up to the period 30th September 2023:



Data Source: FLARE data system

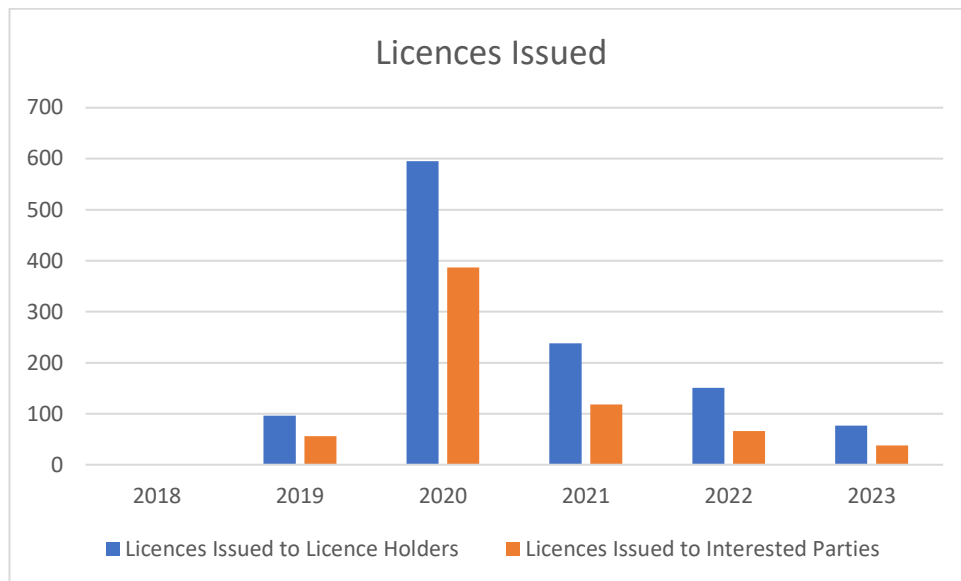
Conclusion: The number of properties applying for the scheme have decreased over the course of the SLL scheme demonstrating that most landlords complied with the requirement to licence in 2019. Applications have been received throughout the duration of the scheme due to the sale of properties and changes in tenure and also as non compliant landlords are pursued using legal powers.

11.2 Licences issued to licence holder and to interested parties

Once a landlord has applied for a licence, the application is checked and a notice of intention (draft licence) sent including second payment link, once the second payment has been received the licence is issued.

If the property has an interested party in the property i.e. a mortgage company then a copy of the licence is also issued to the interested party.

Licences Issued to Licence holders and Interested Parties:



Data Source: FLARE data system

12. Enforcement

Failing to apply for a licence could lead to issuing a civil penalty notice or prosecution with the potential for an unlimited fine. In addition to the fine the Council can apply for a Rent Repayment Order which allows amounts paid in connection with a tenancy or licence to be recovered for the period that the property should have been licensed.

12.1 Enforcement for non-compliance

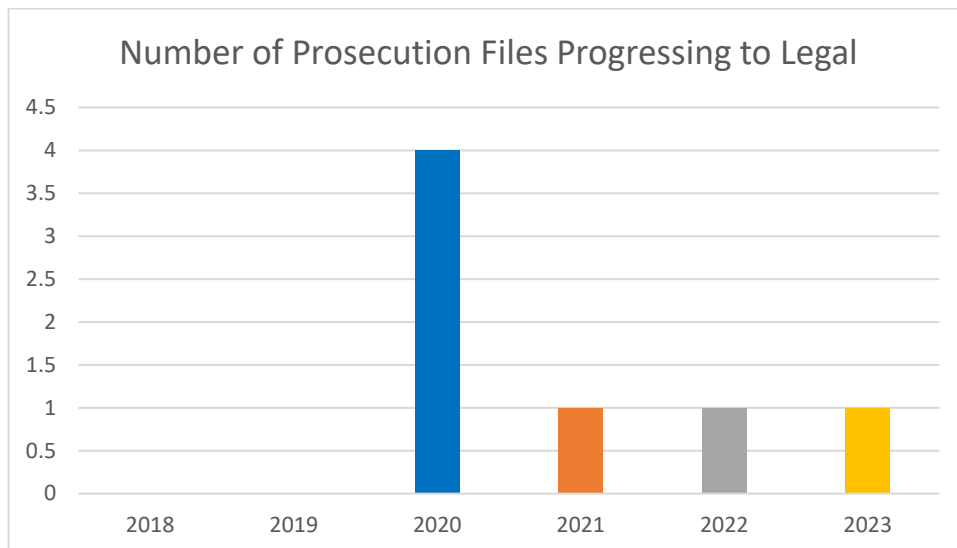
Landlords are given adequate time and support to apply for a Selective licence. They are sent an initial notification letter, giving 4 weeks to apply. If no application is received they are then sent a reminder letter incurring a £100 late fee and giving a further 14 days to apply for a licence. If an application is still not received we then pursue the landlord and take enforcement action for non-compliance with the scheme. Under the Housing Act 2004 a person commits an offence if he is a person having control of or managing a house which is required to be licensed under this Part (see section 85(1)) but is not so licensed.

Prior to the introduction of SLL:

No enforcement was taken against landlords in the Newport ward.

After the introduction of SLL up to the period 30th September 2023

Number of Prosecution Files Progressing to Legal Services:



Data Source: FLARE data system & Selective Licensing Legal Data spreadsheet

The low number of cases indicate that most landlords have complied with the SLL scheme. However, considerable time and effort is put into chasing a larger number of landlords for payment, some landlords require further reminders which includes a late payment fee and some only respond at the summons stage, apply for a licence and the case did not progress to a hearing. What is not shown here is the amount of time and work which goes into chasing landlords and putting a legal case together. A range of enforcement tools are used to ensure compliance, and this is in accordance with the Enforcement Policy (currently under review). Officers are now using Civil Penalties which is a penalty notice for non payment and prosecution if the penalty is not paid. This has the advantage of being an immediate penalty, legal cases can take months to progress to a court hearing, and it is hoped that this will encourage more landlords to apply within the expected timescales.

Conclusion: There are a relatively small number of prosecution files submitted to Legal Services for non-compliance with the scheme. Compliance was achieved by using the wide range of regulatory approaches in accordance with the Enforcement Policy.

The results of some of the legal proceedings are summarised below:

- 5 landlords applied before their cases were scheduled for court.
- 1 landlord accepted a caution as an alternative to prosecution.
- 2 landlords applied following the issue of a summons.
- 1 case is pending a Civil Penalty

12.2 Partnership working

The SLL team work in close partnership with other services and agencies to maximise the impact of the scheme, service include police, fire brigade, community groups, youth groups and other council's services such as street warden service and environmental services. It was initially planned that SLL would be a multi-agency team and include Police, Fire Service and Social Care (similar to the locality based working) and working together with landlords. This multi-agency approach is being achieved through the delivery of the Locality based working arrangement in both Newport and North Ormesby wards. SLL work closely alongside other agencies as part of this set up, benefiting from the close ground level working. A Landlord's Forum has been set up and is currently chaired by a landlord. It is in its early stages of development and further engagement with landlord's is needed to improve attendance.

Case Study to support Partnership Working

Police Testimonial (Inspector 0895 Darren Birkett Middlesbrough North NPT) – "As Neighbourhood Inspector I am delighted with the partnership we have with the Selective Licence Scheme colleagues.

On a daily basis we share intelligence and work closely together to support individuals and communities and to tackle and disrupt those who cause harm to our communities.

We regularly combine assets to safeguard individuals but also to enforce legislation such as house closure orders”.

13. Scheme Audits and Evaluations

13.1 MHCLG Independent Review of Selective Licensing schemes

An Independent Review of the Use and Effectiveness of Selective Licensing was carried out by Ministry of Housing, Communities and Local Government (MHCLG) in June 2019 and was updated in September 2019.

The survey results indicated that the most common reasons for the introduction of a SLL scheme are:

- poor housing conditions
- pervasive anti-social behaviour
- deprivation, and
- low demand.

When the London boroughs are excluded from the calculation, low demand as a reason for the introduction of selective licensing is relatively common.

With only one exception, all local housing authorities with schemes in operation considered their schemes to be at least “fairly effective” in tackling one or more of the issues licensing was introduced to address. 41% of local authorities reported their schemes were “very effective”, 51% were “fairly effective” and only 9% were “fairly ineffective” or “very ineffective”. This clearly indicates that the local authorities currently operating SLL schemes find it to be an effective policy tool.

The review overall indicates that SLL is effective policy tool with many schemes achieving demonstrable positive outcomes. This study also finds that schemes appear to be more successful as part of a wider, well planned, coherent initiative with an associated commitment of resources, as opposed to those schemes implemented in isolation which have more limited outcomes. This finding entirely consistent with the aims of the Housing Act.

13.2 Middlesbrough Council Scrutiny Panel Review

In 2018 Middlesbrough Council Scrutiny Panel reviewed the North Ormesby scheme. The Panel were extremely supportive of the scheme:

- They recognised the achievements made through SLL in the North Ormesby ward, including improving community confidence which has led to increased reporting of anti-social behaviour and crime to the SLL team.
- They were extremely complimentary of the work achieved, and applauded the Selective Licensing Team for their efforts.
- They Panel also learned that in November 2017, the team had been awarded Outstanding Contribution to Prevention at the Cleveland Community Safety Awards.

Throughout the investigation, the Panel made reference to the issues within Gresham and University wards and the increasing number of private rented housing properties. The Panel were of the opinion that the excellent work achieved since the introduction of Selective Licencing in North Ormesby and hoped that any future schemes would mirror this model.

Members asked about the potential for a Selective Landlord Licensing town wide scheme which they considered would have benefits across the whole town. However, many of the wards in Middlesbrough do not meet the legislative criteria to introduce a SLL scheme such as that the area is, or is likely to become, an area of low housing demand; and that the area is experiencing a significant and persistent problem caused by anti-social behaviour; and would put the Council at risk of legal challenge.

Additionally, if rolled out on an Early Help basis, it would almost certainly be cost prohibitive. If it was run more simply, as a licensing regime, it is unlikely to have significant impacts on supporting residents’ needs”.

13.3 Middlesbrough Council Internal Audit

An internal audit of the SLL scheme in North Ormesby was carried out in January 2019, prior to the implementation of the Newport 1 SLL scheme. The audit found that the scheme has strong control measures, there were no recommendations and had exceeded the Council's expectations.

A further audit of the Selective licensing schemes commenced on 12th June 2023. The audit which focused on the Selective Landlord Licensing Schemes currently operating in the areas of North Ormesby and Newport 1. The purpose of this audit was to provide assurance to management that procedures and controls within the system ensure that:

- The scheme is well administered and the financial model is fit for purpose.
- The performance of the project is monitored and the Council's objectives are met.

Auditors found that the SLL Schemes are well administered, the financial model is fit for purpose, and that performance of each of the schemes is monitored to ensure that the Council's objectives are met.

The Statement of Policy and Procedure for Selective Landlord Licensing (SPPSLL) is published on the Council's website and clearly sets out the requirements of the schemes, and is appropriately reviewed, updated and approved. The aims and objectives of each of the schemes provide links to the Council's Strategic Plan and to the improvement of housing. The Selective Landlord Licensing (SLL) team works in close partnership with other Council services and external agencies to maximise the benefits of the schemes.

Overall Conclusions from the audit are that a sound system of governance, risk management and control exists, with internal controls operating effectively and being consistently applied to support the achievement of objectives in the area audited. Their overall opinion of the controls within the system at the time of the audit was that they provided Substantial Assurance.

CONCLUSION

In accordance with the guidance from Local Government Regulation, the effectiveness of the Newport 1 Selective Landlord Licensing has been measured against the following:

- reducing anti social behaviour attributable to the private rented sector;
- improving management standards in the private rented sector;
- increasing housing demand;
- improving the environment; and
- contributing to the effectiveness of partnership working to improve the quality of life.

The evaluation of outcomes and performance have demonstrated that the Selective Landlord Licensing Scheme in Newport 1 has resulted in a wide range of positive outcomes and benefits to the community, landlords, tenants and owners, both directly and indirectly, including:

- Improved management and condition of privately rented accommodation.
- Supported landlords in dealing with anti-social tenants.
- Educating tenants about their responsibilities and their impact of their behaviour on the community and neighbours.
- Encouraged tenants to recognise when properties are of a sub-standard condition and what options are available to them.
- Promotion of landlord aspiration to let property to a higher standard and to act in a professional manner.
- Encouragement of landlords not to take tenants with a poor reference.
- Improvement of the image and desirability of the area.
- Improved values of property in the area.
- Encouraging a change to the tenure mix of the area. Protect investment in the area.
- Working with those landlords who are not providing good quality accommodation or managing their tenancies effectively and removing "rogue landlords" altogether.
- Reduced tenant turnover leading to sustainable communities, creating communities where tenants want to remain.
- Encouraged the use of reputable managing agents when landlords are inexperienced or "absentee".

- Raising community confidence through the appropriate use of enforcement powers against landlords who are failing to comply with the provisions of the Housing Act 2004.

In carrying out this evaluation of the Newport 1 scheme there are areas of learning and improvement which have been identified some of which will be considered in the delivery of future schemes:

- Expanding the team's role in securing empty, open for access properties. The SLL team have been actively involved in taking legal action, where necessary, to secure empty properties which become open for access. This has increased the efficiency of securing properties in a shorter timescale.
- Inspection delays due to Covid restrictions. This situation was unforeseen and the impact was unprecedented but it has had an impact on the face to face elements of the delivery of the scheme. It has delayed the housing inspection programme which has impact on the delivery of other elements of the scheme.
- There have also been challenges to gaining access to some properties to carry out a housing inspection, mainly due to the nature and sometimes chaotic lifestyles of the tenants. The team will be introducing cold call visits to aid the inspection process.
- Post tenancy visits to focus solely on red referenced tenants and are now carried out by the Neighbourhood Safety Officer jointly with the landlord. All support is still to be offered through this joint visit and housing inspections.
- Maximising enforcement tools. Enforcement of the scheme now includes the use of Civil Penalties in addition to prosecution for Housing Act offences, including non licensing and poor housing standards. For anti-social behaviour Community protection warnings and notices are being issued.
- A review of the procedure for a Fit & proper person check. This will now be achieved through a Disclosure Barring service (DBS) check to make it more robust.
- An additional charge of £100.00 will be made for the submission of incomplete applications. This is considered to be a better approach than rejecting applications which is more costly to the applicant.
- Consideration to providing those landlords making applications for licences in the last twelve months of the designation to be eligible for a reduced fee of 50% of the second payment, where properties have not been licensable prior to the 12 month deadline. Offering discounts have to be carefully considered in the context of ensuring that the scheme is adequately resourced throughout its life and that they do not encourage landlords to delay making their application.

APPENDIX 2 FIT AND PROPER PERSON CHECKS

Middlesbrough Council, for the purposes of deciding whether to grant or refuse an application for a licence under section 88(3) (a) or (c) of the Housing Act 2004, will (among other things) have regard to the evidence that the person is a fit and proper person to be the licence holder or (as the case may be) the manager of the house. Middlesbrough Council will evaluate and take into account any evidence of:

- (a) They have committed any offence involving fraud or other dishonesty, or violence or drugs, or any offence listed in Schedule 3 to the Sexual Offences Act 2003 (c. 42) (offences attracting notification requirements);
- (b) Practised unlawful discrimination as defined in the Equality Act 2010 on the grounds of sex, sexual orientation, gender reassignment, age, race, religion or belief, marital status, pregnancy, maternity, or disability in, or in connection with, the carrying on of any business; or
- (c) Contravened any provision of the law relating to housing or landlord and tenant law.

A criminal conviction or evidence of unlawful discrimination or breaches of housing or landlord and tenant law doesn't necessarily mean that a landlord won't pass the test. The Council will have to look at every case individually and weigh up all the circumstances when making a decision. For example, the Council will have to think about:

- What the conviction was for;
- The circumstances of the case;
- How long ago it was and whether it is spent or not;
- Whether or not it will affect the person's ability to be a good landlord;
- The risk of the same thing happening again and whether that would affect the person's duties as a Licence Holder.

In addition Middlesbrough Council will also examine evidence:

- (a) If it shows that any person associated or formerly associated with the landlord or managing agent (whether on a personal, work or other basis) has done any of the things set out in subsection (a) to (c) above, and
- (b) It appears to the council that the evidence is relevant to the question whether the landlord is a fit and proper person to be the licence holder or (as the case may be) the manager of the house.

Middlesbrough Council will consider that a person is not a fit and proper person if a banning order under section 16 of the Housing and Planning Act 2016 is in force against the person.

For the purposes of the fit and proper test Middlesbrough Council will assume, unless the contrary is shown, that the person having control of the house is a more appropriate person to be the licence holder than a person not having control of it.

Middlesbrough Council in deciding for the purposes of whether the proposed management arrangements for the house are otherwise satisfactory, will have regard (among other things) to the following considerations:

- Whether any person proposed to be involved in the management of the house has a sufficient level of competence to be so involved;
- Whether any person proposed to be involved in the management of the house (other than the manager) is a fit and proper person to be so involved; and
- Whether any proposed management structures and funding arrangements are suitable.

Middlesbrough Council

Newport 1 area

Selective Landlord Licensing Conditions

(Housing Act 2004)

Mandatory Conditions Schedule 4 Housing Act 2004

1. Gas

If gas is supplied to the house, the Licence holder shall provide to Middlesbrough Council a Gas Safety Certificate issued within the previous 12 months at the time of the application and thereafter annually.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004.

2. Electrical appliances

The Licence holder shall keep all electrical appliances and furniture supplied in a safe condition and must provide a declaration as to their safety at the time of application and thereafter on demand.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004.

3. Furniture and furnishings

The Licence holder shall ensure that furniture and furnishings supplied by them are compliant with the Furniture and Furnishings (Fire) (Safety) Regulations 1988 (as amended 1989 and 1993) and must provide a declaration as to their safety at the time of application and thereafter on demand.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004.

4. Smoke alarms

The Licence holder shall ensure that at least one smoke alarm is installed on every storey in their rental property which is used as living accommodation. The landlord (or someone acting on behalf of the landlord) must ensure all alarms are in proper working order at the start of each new tenancy. Landlord must provide a declaration as to their condition and positioning to Middlesbrough Council on demand.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004, The Smoke and Carbon Monoxide Alarm (England) Regulations 2015 and to comply with minimum fire safety standards LACORS.

5. Carbon Monoxide alarms

The Licence holder shall ensure that a carbon monoxide alarm is installed in any room in the house which is used wholly or partly as living accommodation and contains a solid fuel burning combustion appliance. The landlord (or someone acting on behalf of the landlord) must ensure all alarms are in proper working order at the start of each new tenancy. Landlord must provide a declaration as to their condition and positioning to Middlesbrough Council on demand.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004, The Smoke and Carbon Monoxide Alarm (England) Regulations 2015 and to comply with minimum fire safety standards LACORS.

6. Tenant references

The licence holder must demand and obtain references for all prospective occupiers of the house to enable the licence holder to make an informed decision regarding occupancy of the property.

All references shall be obtained by the licence holder via the **FREE** Middlesbrough Council, tenant referencing service.

The licence holder must retain all references obtained for occupiers for the duration of this licence and must provide Middlesbrough Council, upon demand and within 14 days of that demand, a copy of pre-let reference checks along with full names and dates of birth of each occupant.

NOTE: Details of how to contact Middlesbrough Council in respect of the tenant referencing service can be found at: <https://www.middlesbrough.gov.uk/planning-and-housing/landlord-and-tenant-support/tenancy-referencing-service/tenancy-referencing-service-further-information>

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004

7. Terms of occupation

The Licence holder shall supply to the occupiers of the house a written statement of the terms on which they occupy the property. A copy of the terms will be provided to the Council on demand.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004

Additional Conditions of Licence imposed by Middlesbrough Council

The Licence holder must ensure that the premises fully comply with the conditions set out below unless notified otherwise

8. Number of occupiers

The Licence holder shall ensure that the number of occupants in the property does not cause overcrowding.

Reason: To ensure that the premises comply with Middlesbrough's space and amenity standards.

9. Heating and Insulation/Energy Efficiency

The Licence holder shall provide a copy of a valid Energy Performance Certificate. Also, when requested during the period of the Licence, to complete and return to the authority, an energy efficiency assessment questionnaire of the licensed property.

Reason: To safeguard the health and well-being of the occupants with regards to the reduction of fuel poverty and national energy efficiency measures and to be aware of the statutory requirements for Energy Performance Certificates (EPCs).

10. Property management

The Licence holder shall ensure that:

- a) all repairs to the house or any installations, facilities or equipment within it are carried out by competent and suitably qualified persons, for example Corgi registered operatives for gas appliances and an electrical contractor who is a member of an approved scheme, such as NICEIC, BSI, NAPIT, ELECSA or BRE.
- b) all occupants of the house receive written confirmation detailing arrangements in place to deal with repairs and emergencies and report nuisance and anti-social behaviour;
- c) if accommodation is provided on a furnished basis and includes electrical appliances, copies of user manuals or equipment provided as part of the agreement for the occupation of the house;
- d) all occupiers are made aware of the Selective Licencing scheme, licence and it's conditions.

Reason: To safeguard the health, safety and well-being of occupants.

11. Security

The Licence holder shall ensure that:

- a) the security provisions for the access to the dwelling (including but not limited to locks, latches, deadbolts and entry systems) must be maintained in good working order at all times;
- b) where window locks are fitted, keys are provided to the relevant occupant;
- c) where previous occupants have not surrendered keys, a lock change is undertaken prior to new occupants moving in; and,

- d) where alley gates are installed to the rear of the licensed property, tenants are aware of how to obtain a key.

Reason: To safeguard the health, safety and well-being of occupants.

12. External areas, refuse and waste

The Licence holder shall ensure that:

- a) the exterior of the property is maintained in a reasonable decorative condition and state of repair, including the removal of graffiti;
- b) the tenants are instructed in their responsibilities to maintain at all times any garden, yard and other external areas within the curtilage of the house, and ensure they are kept in a reasonably clean and tidy condition;
- c) the tenants are instructed in their responsibilities in respect of refuse storage and disposal, to include details of what day refuse collections take place and what type of receptacle to use for household waste and recycling;
- d) where they are aware of a pest problem or infestation at the property, they will take steps to ensure that a treatment program is carried out to eradicate it. Records shall be kept of such treatment programs and these shall be provided to the Council on demand;
- e) access is available at all times to adequate, external, refuse storage or suitable arrangements are in place for the collection of refuse.

Reason: To ensure that the domestic hygiene and condition of the licensed property is maintained.

13. Training

The Licence holder and/or Manager shall undertake property management training courses or information days, where required to do so by the Council. The training/information days will be provided by Middlesbrough Council.

Reason: To enable the Council to provide licence holders with the knowledge and expertise to improve the management of their properties.

14. Management / Anti-social behaviour

The Licence holder shall take reasonable and practical steps to reduce or prevent anti-social behaviour by persons occupying or visiting the house and the use of premises for illegal purposes.

The Licence holder shall:

- a) provide a written action plan to Middlesbrough Council outlining procedures for dealing with anti-social behaviour at the time of application. This must be reviewed annually and submitted on request;
- b) obtain tenant references prior to granting a tenancy as to previous tenancy conduct, including behaviour of that of the proposed occupier and household;

- c) provide the local authority, upon request, the full names and dates of birth of each occupant of the property;
- d) if he/she receives a reference request for a current or former tenant he must refer the matter to Middlesbrough Council's tenancy referencing service who will carry out the reference on their behalf;
- e) cooperate with Middlesbrough Council, Cleveland Police and other agencies in resolving complaints of anti-social behaviour or criminal activity. The Licence holder and/or their nominated Managing Agent must not ignore or fail to take action against any complaints regarding their tenants. Written records of action taken, if any, shall be maintained and made available for inspection by an authorised officer of Middlesbrough Council on request;
- f) ensure that the appropriate authorities (namely Middlesbrough Council and Cleveland Police) are informed, where they have reason to believe that their tenant's behaviour involves criminal activity;
- g) contact the tenant within 14 days if a complaint is received, or criminal or anti-social behaviour is discovered. The tenant must be informed of the allegations of their behaviour in writing and of the consequences of its continuation. The Licence holder should maintain contact with the Council's Neighbourhood Safety Team in order to monitor complaints and take appropriate action;
- h) endeavour to attend home visits, interviews, multi-agency meetings or case conferences arranged by the Council or Police as and when necessary;
- i) make regular (at least quarterly) inspections of the property to ensure that the property is in a decent state of repair and that the occupiers are not in breach of tenancy terms and conditions. Written records of inspections made, conditions noted and actions taken as a result shall be maintained and made available for inspection by an authorised officer of Middlesbrough Council;
- j) ensure that each tenant is made aware that they are responsible for their own behaviour and the behaviour of other occupiers and visitors. Tenants shall be made aware that if they, other occupiers, or their visitors: engage in criminal activity within the locality, or cause nuisance or annoyance to neighbours; or use abusive or threatening language or behaviour to neighbours; fail to store or dispose of refuse properly; or cause damage to fixtures, fittings, fire prevention or alarm equipment or installations, or to the fabric of the premises; or fail to give access to the landlord or his agent for the purpose of maintaining communal areas or, upon reasonable notice, to inspect or undertake works within their accommodation. They will be liable to enforcement action which may include possession proceedings either under the terms of the tenancy, pursuant to Section 21 of the Housing Act 1988 or pursuant to Grounds 13 or 14 of Schedule 2 to the Housing Act 1988;
- k) ensure that the occupants of the property are aware of the services available to them and how they can report nuisance and anti-social behaviour to the local authority.

Reason: To safeguard the well-being of occupants, persons visiting the premises and persons in the immediate locality.

15. Notification / consultation of changes

The Licence holder and Managing Agent shall consult with Middlesbrough Council before making any material changes to the layout, amenity provision, fire precautions or occupation of the house. They must inform Middlesbrough Council of:

- a) details of any convictions obtained after the initial licence application that may be relevant to the Licence holder and/or the property manager and their fit and proper person status and in particular any such conviction in respect of any offence involving fraud or dishonesty, or violence or drugs or any offence listed in Schedule 3 to the Sexual Offences Act 2003;
- b) details, after the initial licence application, of any finding by a court or tribunal against the Licence holder and /or the manager that he/she has practiced unlawful discrimination on grounds of sex, colour, race, ethnic or national origin or disability in, or in connection with, the carrying on of any business;
- c) details, after the initial licence application, of any contravention on the part of the Licence holder or manager of any provision of any enactment relating to housing, public health, environmental health or landlord and tenant law which led to civil or criminal proceedings resulting in a judgment or finding being made against him/her;
- d) details, after the initial licence application, about any property the Licence holder or manager owns or manages or has owned or managed for which a local housing authority has refused to grant a licence under Part 2 or 3 of the Act, or has revoked a licence in consequence of the Licence holder breaching the conditions of his/her licence;
- e) details, after the initial licence application, about any property the Licence holder or manager owns or manages or has owned or managed that has been the subject of an Interim or Final Management Order under the Housing Act 2004;
- f) the property becoming empty;
- g) changes to liability insurance;
- h) notification of repossession/foreclosure;
- i) successful claims against the Licence holder for default of tenancy deposits;
- j) change in managing agent or the instruction of a managing agent;
- k) the undertaking of substantial works to the property, including conversions and modernisations or emergency problems relating to fire, flood or disaster and the tenants are made temporarily homeless.

Reason: To safeguard the health, safety and well-being of occupants in the event of changes during the period of the Licence and to enable the Council to decide whether the licence holder continues to be fit and proper to hold a Selective Landlord Licence.

16. Absence

The Licence holder shall have in place suitable emergency and other management arrangements in the event of their absence. The name and contact details of the Licence holder and/or manager must be supplied to each occupier and must also be on display in a prominent place.

Reason: to safeguard the health, safety and well-being of occupants in the event of temporary absence of persons in control.

17. Compliance inspections

The Licence holder shall allow the Council to undertake Licence compliance checks. Council officers will give the Licence holder at least 24 hours notice of these checks and produce valid authorisation at the time of visit. If the inspection is because the Council suspects there has been a breach of Licence conditions then no notice period will be provided.

Reason: To ensure that the property complies with the Housing Act 2004 and Licence conditions.

APPENDIX 4 EXEMPTIONS

Properties that are exempt from requiring a licence are those that are:

1. Subject to a Prohibition Order, under Section 20 of the Housing Act 2004, that has not been suspended.
2. Business premises.
3. Houses in Multiple Occupation (HMO) that require a statutory HMO licence.
4. Tenancies for agricultural land/holdings.
5. Controlled by a local housing authority, Police authority, Fire and Rescue authority or a Health Service body.
6. Occupied solely by students undertaking a full-time course of further or higher education, and where the person managing or in control of it is the educational establishment.
7. Tenancies granted for more than 21 years and the agreement does not allow the landlord to end the tenancy earlier than the term of the lease (the property must be occupied by the original person who was granted the tenancy or members of their family).
8. The tenant is a member of the landlord's family. (The house must be the occupier's main residence. The person granting the occupancy must be the freeholder or leaseholder, which is for a period of more than 21 years. This lease must not contain a provision allowing the landlord to end the tenancy earlier than the term of the lease);
9. Tenancies or licenses granted for the occupancy of a holiday home.
10. Accommodation that the occupier shares with the landlord or licensor or a member of the landlord or licensor's family.

APPENDIX 5 FEE STRUCTURE

Fee and charging structure for the implementation of Selective Landlord Licensing in a the Newport 1 area.

Part 3 of the Housing Act 2004 enables the Council to require the application for a Licence to be accompanied by a fee fixed by the Council.

The Council is not permitted to make a profit from the introduction of a Selective Landlord Licensing scheme and any surplus must be ring-fenced to the scheme. The fees should, however, take account of all costs incurred in carrying out all duties under this part of the Act.

Licence Fees

To meet the costs involved in running the Newport 1 Selective Landlord Licensing Scheme it is proposed to charge fees of:

- £730 per Single Occupancy Household Unit
- £20 per Fit and Proper Person Check – in respect of the proposed Licence Holder and the proposed manager (if a different person from the Licence Holder)

This fee has been calculated based on the cost to run the various elements of work needed to administer and enforce the scheme; the number of officers required to fulfil these tasks and the officer time needed to complete them were identified and then costed.

Where a licence is refused or revoked, the applicant or licence holder will not be entitled to any refund of fees and will be required to pay any outstanding charges linked to the application.

Applications resulting from a change in ownership of a licensed property will be charged the full standard fee.

Owners should give careful consideration to the person designated as Licence holder as licences run for a maximum of 5 years and are non-transferable. If the licence holder changes for any reason, the full licence fee is payable by the first licence holder and the new licence holder will also need to pay the full standard fee. The new licence holder will not incur a penalty charge as long as the application form, fees and documentation are received within three months of the change of ownership/manager.

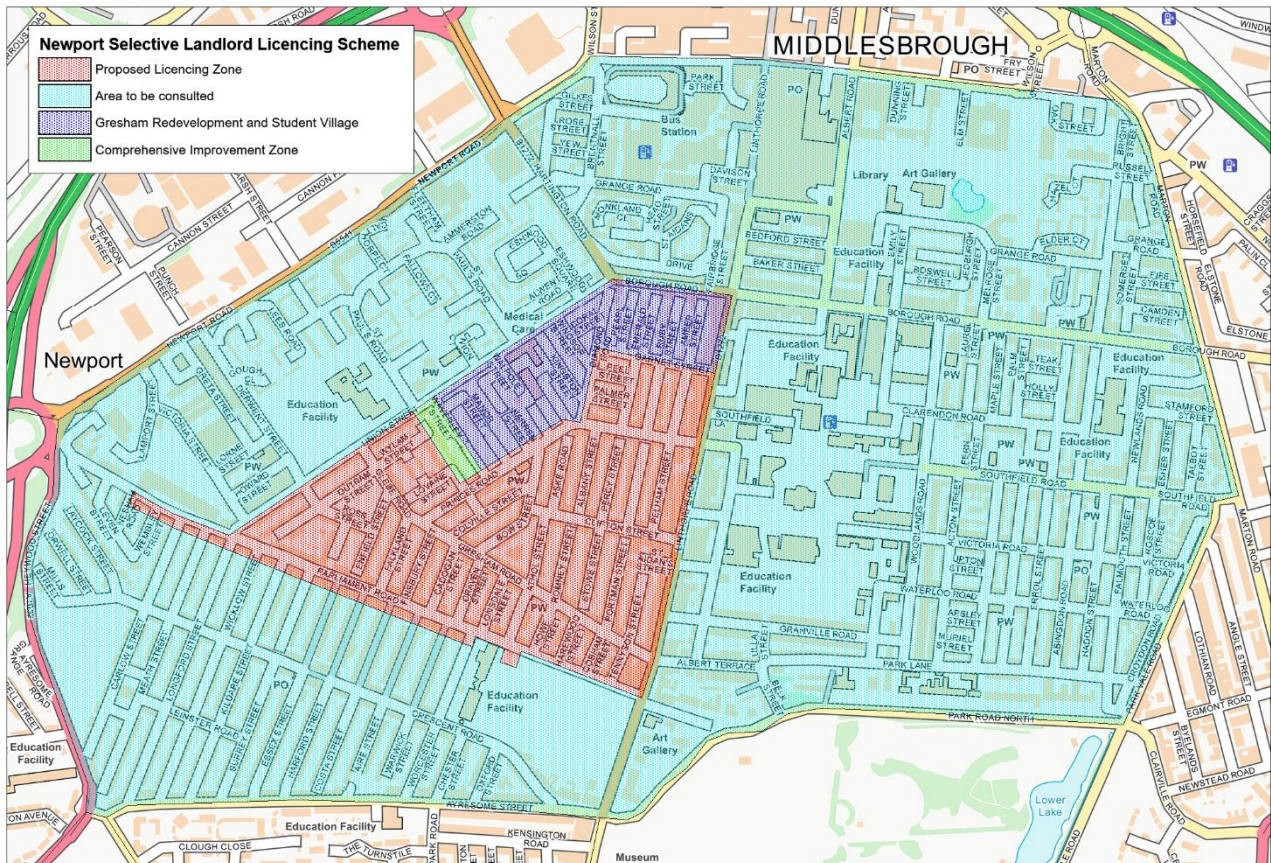
Applications for licences in the last six months of the designation will be eligible for a reduced fee of 50%, where properties have not been licensable prior to the 6 month deadline.

The Council will look to recoup its additional costs where landlords fail to come forward during the licensing timescales or provide incomplete applications which requires additional work from the team.

Method of Payment

This fee is divided into two payments the second only becoming payable when it is decided the landlord is fit and proper to be issued with the licence. The first £365 + £20, will be used to administer the application and fit and proper process. The second £365 will be used for the ongoing administration and the enforcement of the legislation associated with the scheme.

Proposal by Middlesbrough Council to introduce Selective Landlord Licensing in a part of the Newport ward (Newport 1)



Selective Landlord Licensing
Middlesbrough Council
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ABOUT THIS CONSULTATION

The Housing Act 2004 gives the Council powers to introduce Selective Licensing for privately rented properties in areas experiencing low housing demand and/or significant and persistent anti-social behaviour. The purpose of such schemes is to improve standards of property management in the private rented sector. The Council can make the 'designation' if it believes this will, when combined with other measures, lead to improved social and economic conditions in the area.

The Council proposes to introduce Selective Licensing in Newport, as outlined on the map at Appendix 1. The Council's proposal is made on the grounds that Newport is an area of low housing demand with significant levels of antisocial behaviour.

This document explains why the Council believes Selective Licensing is needed in Newport, how it will operate alongside and complement other measures, the improvements it will bring about and why alternative remedies are insufficient.

The Council wants to hear from those who are likely to be affected by the proposed scheme, including local tenants, landlords, managing agents and other members of the community who live or operate businesses or provide services within the proposed designation. This includes local residents and those who operate businesses or provide services in the surrounding area outside of the proposed designation who are likely to be affected. This wider consultation area is also outlined on the map at Appendix 1.

Details of how to respond to the consultation are set out from page 12.

The consultation will last for a period of 11 weeks, starting on 12th November 2018 and closing on 28th January 2019. After this time the results will be published, including a summary of the responses received and how these have either been acted on or not, giving reasons in each case.

The Council will make a final decision on Selective Licensing after it has fully considered the responses to the consultation.

Should the Council decide to introduce a scheme then all affected parties will be formally notified 3 months in advance of it coming into operation.

CHALLENGES FACING NEWPORT

Newport is experiencing major challenges associated with social and economic decline this includes:

- high levels of crime and antisocial behaviour;
- high levels of private rented properties and poor living conditions;
- high levels of empty properties; and,
- a transient population.

In addition to this there has been significant investment in the physical regeneration of Middlesbrough and social regeneration is a key priority for the Council

A significant and concerning pattern of housing and subsequent social decline in parts of Newport can be identified:

- the older terraced properties are no longer the first time buyers 'house of choice' they have been in previous generations;
- the low demand for two bedroom terraced properties has led to private sector landlords purchasing properties at relatively cheap prices;
- some, but by no means all, of these landlords have housed tenants who have gone on to present a wide range of problem behaviours further fueling low demand levels;
- this concentration of issues has seen a broad range of social problems manifest themselves from drug and alcohol abuse to domestic violence and high crime levels.

Whilst Newport may not always be recognised as the most disadvantaged area against every statistical measure, the rate of its decline, its vulnerability in terms of crime, social isolation, and the impact of welfare reform provides a particularly compelling picture of chronic need – especially in conjunction with the apparent housing market failure. If not addressed, this decline could threaten the long-term stability of the area.

LOW HOUSING DEMAND

The Council is looking to introduce Selective Licensing in Newport on the basis that there is compelling evidence of low housing demand. In line with legislation and guidance the Council has considered the indicators of low housing demand described in the following section. The evidence points to an area with a high incidence of private renting, low property prices, a transient tenant population and high proportion of empty properties.

Tenure mix

The Newport ward has an area of 229 hectares which represents 4.25% of the total area of Middlesbrough with a resident population of 11,440 which represents 8.27% of the total Middlesbrough resident population of ~138,000.

The 2015 election ward of Newport had 5,006 households, which represents 8.75% of Middlesbrough's 57,203 households.

The largest number of households was 'private landlord or letting agency accommodation' at 40.7%. That compared with 15.1% for Middlesbrough as a whole, 23.7% for North East Region and 13.6% for the whole of England.

The second largest number of households was 'owned outright accommodation' at 17.7%. That compares with 30.6% for Middlesbrough as a whole, 27.1% for North East Region and 34.5% for the whole of England.

Empty properties

The problems empty properties cause for local communities are well known, but in summary they:

- deny homes to those in need;
- attract vermin, crime, arson, vandalism, fly-tipping and anti-social behaviour;
- are a source of anxiety for owners and neighbours;
- reduce the value of neighbouring properties; and,
- as a consequence, are a drain on public services and budgets.

At the end of September 2018, according to Council Tax records, there were 418 long-term empty properties in Newport, which equates to 22% of total stock. Newport has the highest proportion of long term empties than other areas in Middlesbrough. This position contributes to a negative image causing uncertainty for established residents and making it hard to attract people to the area.

Property values

With average sales prices in Newport at £50,000², they are amongst the lowest in the town. Average price in other town centre wards are higher (£64,000 in University). The average house price for Middlesbrough is £143,000). A number of factors are at play, including the disproportionate levels of private rented properties when compared with other parts of the town, high levels of crime, anti-social behaviour and deprivation, and empty properties. These older terraced properties are no longer the first time buyers 'house of choice' they have been in previous generations.

Turnover

The presence of a more transient population typically housed in privately rented accommodation can have a negative impact on the stability and desirability of an area. It can also affect community integration and investment.

² Land Registry, Sold Prices, 2017..

Transience can also attract disadvantaged people to the area, which in turn can lead to increased social deprivation.

The Newport Ward also has a culturally diverse community with over 45 languages being used within the ward. This brings significant benefits to the local area i.e. many migrants have settled in the ward and established new businesses, contribute to the local economy and support the population levels. The local community hub supports both the settled and migrant community however there is inevitable some tensions that currently exist.

Council Tax records provide a guide as to the proportion of properties experiencing turnover in the Newport area. Of the 1,671 Council Tax accounts in 2017/18 a change occurred in 71% of them, requiring a new account to be created, affecting 737 properties (44%). In the preceding year a change requiring a new account to be created occurred on 73% of accounts, affecting 734 properties (43%).

Housing stock condition

Middlesbrough's Private Sector Stock Condition Survey (PSSCS) 2008 identified Newport as having the second highest proportion of non-decent dwellings in Middlesbrough at 49.3%. Non-decent homes do not meet current statutory minimum standards, are not in a reasonable state of repair, do not have reasonably modern facilities and fail to provide a reasonable degree of thermal comfort.

The survey also recorded a non-decency remedial cost score as (£40.3m and an average of £3,685, per non decent dwelling).

The same survey identified Newport as having the second largest proportion of vulnerable households (50.1%) living in non-decent homes.

Newport was also found to have the second highest proportion of homes with a Category 1 hazard (23.1%). Examples of Category 1 hazards include:

- Damp and mould
- Excess cold
- Falls on stairs
- Hot surfaces
- Falls on the level
- Fire

Newport also had the second lowest SAP rating (42) – this compares the energy performance of different homes and is measured on a scale of 1 to 100. The higher the rating the lower the fuel costs.

Housing disrepair

The Council received 197 complaints of housing disrepair in private rented property in Newport between 2015/16 and 2016/17

The Council forwarded 37 pre-formal schedules of work to landlords in Newport between 2015/16 and 2016/17

The Council served 11 statutory repair notices on landlords in Newport between 2015/16 and 2016/17.

Illegal eviction/harassment

Between 2015/16 and 2016/17 there were 23 complaints of illegal eviction and harassment in Newport.

Anti-social behaviour

Anti-social behaviour and crime can have a devastating effect on individuals and communities. It describes a wide range of everyday nuisance, disorder and crime from graffiti and noisy neighbours to harassment and street drug dealing. It is sometimes dismissed as trivial, but anti-social behaviour has a huge impact on victims' quality of life and it is often the public's number one priority when it comes to local concerns.

Anti-social behaviour that the Council's Community Safety Team regularly needs to deal with includes:

- Vandalism, graffiti, and other deliberate damage to property or vehicles
- Teenagers hanging around on the streets
- Rubbish or litter lying around
- Drug use and dealing
- Drunk or rowdy behaviour
- Chaotic families.

There was a total of 1,240 complaints of anti-social behaviour received in 2016/17 by the Council's Private Housing Enforcement and Anti-Social Behaviour Teams.

In 2016 Cleveland Police recorded 1678 incidents of Anti-Social Behaviour in Newport ward, an increase of 4.8% on the previous year and the highest number per ward other than Central ward. Newport has the third highest rate per population of any ward in Middlesbrough, behind North Ormesby and Central wards.

Crime

Newport is experiencing some of the highest levels of criminal activity in Middlesbrough. Within the calendar year of 2016 there were 2087 crimes reported in Newport, the highest number per ward outside Central. This puts Newport 3rd in rate of crime per ward within Middlesbrough, behind Central and North Ormesby.

WIDER INDICATORS

Index of Multiple Deprivation (IMD)

The IMD 2015 identifies areas of multiple deprivation for each local authority area as a whole and also for smaller areas within each local authority known as Lower Layer Super Output Areas (LSOAs).

The IMD is a relative measure of deprivation and is based on a variety of indicators. Each of the 32,482 LSOAs in England are assigned a score based on deprivation levels, and also a rank based on each of the scores. Rankings for the 326 English districts and boroughs are also calculated. Middlesbrough has a rank of average score of 6 meaning it is the 6th most deprived local authority area in England.

LSOA's can be combined to give a measure/rank of deprivation for ward areas. In 2015 the Newport was ranked 38th most deprived ward, of 7522 wards, in England, putting Newport in the top 1% of most deprived wards in England. This is a decline of 49 places from a previous ranking of 87th in 2010.

Newport ward is ranked as the 5th most deprived ward in Middlesbrough³ and it has also seen a significant decline in the levels of 'employment' with the national ranking moving negatively from 254th in 2007 to 86th worst in 2015

Newport ward is ranked as the 25th worst ward of the 7529 wards in England with regards to 'Income Deprivation Affecting Children Index' it has also seen a gradual decline in the levels of 'income' with the

³ www.middlesbrough.gov.uk/index.aspx?articleid=2135

national ranking moving negatively from 214th in 2007 to 26th worst in 2015⁴

Fuel poverty

Fuel poverty in England is measured by the Low Income High Costs indicator, which considers a household to be in fuel poverty if they have fuel costs that are above average, and if they were to spend that amount they would be left with an income below the official poverty line.

The key drivers behind fuel poverty are: the energy efficiency of the property, the cost of energy, and the household income.

Newport has a rate (26.8)⁵ of its households living in fuel poverty, almost three times the national rate (11%).

HOW THE PROPOSED SELECTIVE LICENSING SCHEME WILL WORK

Licence application

Within the designated area all privately rented properties will need a licence to operate. The owner of the rented property will need to make an application to the Council. The Council must be satisfied that of all the person with an interest in the property, the most appropriate person is the licence holder, this would usually be the property owner.

The licence will be valid for a maximum 5 years, although the Council has discretion to grant the licence for a shorter period of time where there are problems with the application such as evidence of insufficient management. Failing to apply for a licence could lead to prosecution and an unlimited fine. If prosecuted, this could lead to the licence holder no longer being classed as 'fit and proper' (see below) and would mean they would need to find someone else to hold their licence and undertake the management of the property.

Fit and Proper Person test

As part of the application process, proposed licence holders and managers will be required to prove that they are "fit and proper persons" and that they have satisfactory management arrangements in place, including those for dealing with anti-social behaviour. A plan for how they will handle complaints of anti-social behaviour will need to be submitted with the application.

When deciding whether a landlord and/or managing agent is "fit and proper" the Council will look at whether they have:

- (d) They have committed any offence involving fraud or other dishonesty, or violence or drugs, or any offence listed in Schedule 3 to the Sexual Offences Act 2003 (c. 42) (offences attracting notification requirements);
- (e) Practised unlawful discrimination as defined in the Equality Act 2010 on the grounds of sex, sexual orientation, gender reassignment, age, race, religion or belief, marital status, pregnancy, maternity, or disability in, or in connection with, the carrying on of any business; or
- (f) Contravened any provision of the law relating to housing or landlord and tenant law.

To check this, all applications will require detailed information from the landlord and any relevant managers.

⁴ Tees Valley Unlimited, Ward Statistics, September 2014.

⁵ Gov.UK Fuel poverty: sub-regional data under low income high cost indicator, 2015.

A criminal conviction or evidence of unlawful discrimination or breaches of housing or landlord and tenant law doesn't necessarily mean that a landlord won't pass the test. The Council will have to look at every case individually and weigh up all the circumstances when making a decision. For example, the Council will have to think about:

- What the conviction was for;
- The circumstances of the case;
- How long ago it was and whether it is spent or not;
- Whether or not it will affect the person's ability to be a good landlord;
- The risk of the same thing happening again and whether that would affect the person's duties as a Licence Holder. (Appendix 2).

Where the Council has concerns, applicants will be required as part of the licence conditions to seek a Disclosure Scotland.

There will be a fee to cover the Council's costs of carrying out the fit and proper person checks, which will be £20.00 per person. Landlords with multiple properties will only be required to pay this fee once, if it is the same owner and manager.

Licence conditions

The licence holder will have to satisfy a number of conditions. Breaches of these licence conditions could lead to prosecution and a fine of £5,000.

Mandatory conditions relate to the following requirements:

- a landlord must obtain references from all persons wishing to occupy the property;
- landlords must produce gas certificates;
- electrical appliances must be kept safe;
- the property must have working carbon monoxide alarms in any room in the house which is used wholly or partly as living accommodation and contains a solid fuel burning combustion appliance;
- the property must have working smoke alarms; and,
- each tenant must be provided with a written tenancy agreement.

The Council is proposing to include a number of discretionary conditions which relate to the management of the property, including: ensuring the number of occupiers does not cause overcrowding with the property, to supply a copy of the Energy Performance Certificate to the Council, and have a suitable anti-social behaviour plan in place. The proposed licence conditions are attached to this document at Appendix 3.

Refusal to grant a licence

If the licence application is refused, and there is no reasonable prospect of the property being licensed in the near future, the Council can apply for an Interim Management Order to take over the management of the property for up to one year or until such time as the owner is able to rectify the reasons for the licence being refused. If the owner is unable to rectify the problems then the Council can apply for a Final Management Order to take on the management for up to 5 years.

In some circumstances rather than refuse the licence, it may be possible for the owner to apply for a temporary exemption notice. This allows 3 months for the owner to take such steps as are necessary so the property no longer requires a licence e.g. the property has been sold to an owner-occupier.

Failure to apply

Failing to apply for a licence could lead to prosecution and an unlimited fine.

In addition to the fine the Council can apply for a Rent Repayment Order which allows amounts paid in connection with a tenancy or licence to be recovered for the period that the property should have been licensed.

Exemptions

There are certain properties that are exempt from applying for a licence, they are detailed at Appendix 4.

Inspection programme

The Council will inspect all private rented properties within the area. High risk properties that are known to be problematic will be prioritised. The inspection programme will check for compliance with selective licensing conditions including:

- the working order and positioning of smoke alarms;
- carbon monoxide detector;
- tenancy agreements supplied to the tenant;
- property management arrangements.

Compliance action will be taken against landlords who breach licence conditions. Landlords will not be deemed to be 'fit and proper' if housing offences are proven against them in the courts.

The inspections will be completed by a multi-agency/disciplinary team, this could include a Licensing Officer, Police, Neighbourhood Safety Officer and Tenancy Relations Officer. This approach is to ensure that as well as checking compliance with the licence conditions, the tenants are helped and supported with any issues they may be facing. Issues may include substance misuse, parenting skills, unemployment; the team will make referrals to relevant agencies and follow-up any actions.

The other services offered through the tenancy relations support will be of benefit to landlords, tenants and the wider community to help to reduce the turnover of tenants.

Licence fees

The Housing Act 2004 gives the Council the power to charge landlords a fee for all costs it incurs carrying out its Selective Licensing functions. The Act also allows the Council to take into account costs incurred in carrying functions in relation to Interim and Final Management Orders (so far as they are not recoverable under that part of the Act).

The Council proposes to charge a basic fee of £730.00 for a licence.

The Council will split the licence fee payment into two equal instalments, one payment to be made upon application for a licence, with the other payment to be made upon the licence being granted.

The proposed fee structure is set out in detail at Appendix 5.

Income from the licence fees is ring fenced meaning that it can only be used for this project and not for any other reason. It is anticipated the scheme will require 6 FTEs and an Apprentice to operate.

BENEFITS OF THE SELECTIVE LICENSING SCHEME

Introducing this scheme in Newport will have a number of benefits to the community, landlords, tenants and owners, both directly and indirectly, including:

- Improved management and condition of privately rented accommodation.
- Support for landlords in dealing with anti-social tenants.

- Reductions in levels of anti-social behaviour.
- Educating tenants about their responsibilities and the impact of their behaviour on the community and neighbours.
- Encouraging tenants to recognise when properties are of a sub-standard condition and what options are available to them.
- Promotion of landlord aspiration to let property to a higher standard, and to act in a professional manner.
- Encouragement of landlords not to take tenants with a poor reference.
- Improvement of the image and desirability of the area.
- Improved market values of property in the area.
- Encouraging a change to the tenure mix of the area. Protect investment in the area.
- Working with those landlords who are not providing good quality accommodation or managing their tenancies effectively and removing "rogue landlords" altogether.
- Reduced tenant turnover leading to sustainable communities, creating communities where tenants want to remain.
- Encourage the use of reputable managing agents when landlords are inexperienced or "absentee".
- Raising community confidence through the appropriate use of enforcement powers against landlords who are failing to comply with the provisions of the Housing Act 2004.

The Council aims to build better working relations with landlords in the area and concentrate resources on eradicating bad practice by some landlords.

License conditions will help to ensure that vulnerable tenants are living in accommodation where the management is capable of dealing with their needs.

It will also help the Council to better target resources in dealing with anti-social tenants and take enforcement action against unprofessional landlords.

Selective Licensing will seek to develop a more consistent level of property management among all private landlords in the area, thus assisting prospective private tenants in making a positive, confident choice about their next home.

Reputable landlords can be assured that if a Selective Licensing scheme were in place, those landlords whose business practices do not meet the required minimum standards would be encouraged and supported to improve their management standards. Landlords who are not willing to work with the Council could face being refused a licence and ultimately having a Management Order imposed against the property.

Case Studies from North Ormesby Scheme

Tenant Support: During a tenancy inspection visit with a landlord, it was identified that the tenant was struggling with mental health issues due to spiralling debts. Whilst at the property a debt enforcement agency arrived to reclaim goods to the value of the debt. Both the Officer and landlord negotiated on the tenant's behalf, providing evidence that the property was a furnished tenancy and that their only belongings were clothing and toiletries. The Tenancy Relations Officer arranged an appointment for the tenant to attend Citizens Advice and also made a referral to Firmer Foundations (mental health support). During the Citizens Advice appointment the tenant disclosed significant debts; therefore a Debt Relief Order was applied for (due to severe mental health issues) and a food bank voucher was issued. The tenant has now applied for different benefits and is receiving the much needed support they required.

Property Conditions: The SLL Team had arranged numerous inspection visits to a property but the tenant repeatedly wouldn't allow access. An evening visit was made and the tenant finally opened the door. The tenant was initially angry as they were confused as to who their managing agent was as they

kept changing. The tenant agreed for officers to carry out the inspection which highlighted at least four Category 1 (most serious) Hazards in the property. These included: no boiler, no heating, no hot water, the bathroom roof had fallen in (which was propped up with pole), the kitchen was inaccessible and had no cooking facilities. Due to the condition of the property and the hazards identified, a Prohibition Order was served. The Landlord has since installed a new boiler, new kitchen (including cooking facilities), new bathroom roof, bathroom suite, new rear windows downstairs and a new back door. The landlord has also informed the tenant that he is going to supply new carpets in the property downstairs.

Landlord Support:

The Selective Licensing team have assisted landlords with difficult housing benefit claims and successfully helped landlords receive payments for housing benefits, even after they have been determined as closed. A recent claim dating back more than 8 months was paid after intervention from the team. This claim amounted to more than £3000 and prevented tensions arising between the tenant and the landlord and ultimately a possible eviction.

Testimonials from North Ormesby Scheme

"For many years I prevented my clients (investors) and myself from purchasing /working in this area and told anyone who asked where to buy, not North Ormesby! Since Selective licensing has been rolled out my attitude to the area has changed dramatically due to the efforts by the team at the hub.

I can see, personally, the difference to the area and the type of tenants. I see a lot more builders vans here than I have ever seen in the street (we did have a few we managed and maintained before my change of heart). Houses look better generally, and it seems a concerted effort to remove the stigma from "Doggy" is slowly being removed for the landlords. As a comparison, to show our faith in the improvement, we are currently working on 8 refurbishment programmes in the area. In Middlesbrough, just 1!

The referencing is very good, I am an Accredited Landlord with the NLA, their referencing costs me £24 per time. It does not, however, tell me their history at previous address` s, nor their conduct, whether they have issues with housing benefits and rent etc. The service is much more beneficial to prospective and established landlords.

In my opinion, Selective Licensing has changed North Ormesby and it was much needed".

Landlord Paul Norman

"Cleveland Police fully support Selective licensing. It is an excellent process that supports the interests of the landlords, ensures safe and suitable accommodation for tenants and also helps to improve the quality of the broader community. I would fully support its expansion into other areas within Middlesbrough. I think there is an excellent working relationship with the Police".

Inspector D Snaith

HOW SELECTIVE LICENSING WILL SUPPORT STRATEGIES FOR THE AREA

Housing plays a fundamental role in delivering sustainable communities, facilitating social and environmental improvements and promoting economic growth. The Council believes that Licensing has an important role to play and offers valuable support to existing initiatives to tackle empty homes, prevent homelessness, create sustainable, high quality neighbourhoods and reduce anti-social behaviour.

Mayor's Vision and the Council's Change Programme

The proposal for Newport clearly links to the Mayors Vision in terms of its contribution to a learning

town, in which families and communities thrive, and a town that continues to transform. It contributes directly to a number of the Change Programme outcomes, specifically:

- Providing services and support to communities such that people have more fulfilling lives, feel safe and their need for support services reduces.
- Achieving longer and healthier lives, reducing health inequalities and protecting the local population from environmental hazards and incidents.
- Providing support to help families and adults in need and, maximise their independence such that dependency on services reduces.

Health and well-being

Housing has an important impact on health and well-being: good quality appropriate housing in places where people want to live have a positive influence on reducing deprivation and health inequalities by facilitating stable/secure family lives. This in turn helps to improve social, environmental, personal and economic well-being. Conversely, living in housing which is in poor condition, overcrowded or unsuitable will adversely affect the health and well-being of individuals and families.

As mentioned, the Licensing Team will promote multi-agency case intervention strategies where problems are identified.

Private rented sector

Many properties in the sector provide decent accommodation and are well managed by landlords. Selective licensing will be a vital tool in driving up standards. It will reduce the negative impact on neighbourhoods of poor landlords and encourage greater awareness and a sense of responsibility in landlords and tenants alike.

The Council's Housing Enforcement team will continue to employ a wide range of tools to tackle poor property condition, inadequate tenancy management and improve conditions in the private rented sector. These tools include:

- Mandatory HMO Licensing
- Tenant Referencing
- Empty Property Enforcement
- Housing Health and Safety Rating System (HHSRS)

By introducing selective licensing the Council is fully utilising the suite of tools introduced by the Housing Act 2004 to address management standards and property conditions within the private rented sector. As part of a coordinated approach, Selective Licensing will compel landlords to maintain good standards and raise the profile of problem properties. Through the increased awareness amongst the community and across agencies, Selective Licensing will become a valuable mechanism for identifying and dealing with bad practice amongst private landlords.

Anti-social behaviour

Selective Licensing will help to ensure that landlords meet their statutory duties regarding tenancy management and will encourage and assist them to deal with issues of anti-social behaviour by taking appropriate and effective action where they receive a complaint about their tenants.

There is a range of other initiatives that are targeted at reducing crime and anti-social behaviour operating across the Newport area and the Selective Licensing team will work in close partnership with other services and agencies to maximise the impact and contribute to improved community safety.

The Licensing Team will promote multi-agency case intervention strategies where problems are identified, which can include actions for the Police, the Youth Offending Team, ASB, and Housing

Enforcement teams. Landlords will be offered support and advice to help tackle anti-social behaviour from their tenants.

Prevention of Homelessness Strategy

The private rented sector has a central role to play in offering a decent alternative to owner-occupation or social rented housing. The sector makes a significant contribution to meeting the housing needs of vulnerable people and in many cases has prevented homelessness and minimised the use of temporary accommodation.

The Council continues to work in partnership with the private rented sector and Selective Licensing will strengthen this partnership by increasing the number of landlords working with the Council with well-managed, good quality accommodation.

By strengthening the partnership between landlords and the Council, Selective Licensing can contribute to the prevention of homelessness through effective tenancy management that minimises ASB, tackles rent payment issues in a timely and constructive manner and offers a housing option for some of the most vulnerable households in need of a home.

The Localism Act 2011 enabled the use of suitable offers of accommodation in the private rented sector and allowed this sector to be used to discharge the main homelessness duty. Against the backdrop of high demand but a shortage of accessible, affordable social housing, the sector has increasingly become a valuable resource for offering a range of more easily accessible housing solutions for homeless households, but elements of poor management contribute to repeat homelessness. Licensing has the potential to effect long term positive change in the sector and to provide considerable benefits to homeless households.

It is anticipated that the Selective Licensing scheme will help achieve a long-term reduction in the culture of 'tenancy hopping', i.e. the practice of households who are frequently homeless due to anti-social behaviour, and who may be aided by rogue landlords to move around the sector, which prevents underlying behavioural issues from being tackled and which blights local communities.

Empty homes

In Middlesbrough there were 1470 homes empty for six months or more as of 1st October 2018. The Council has already begun to tackle this issue and to date has, amongst other things, secured funding from the Homes and Communities Agency and adopted an Empty Homes Action Plan to bring empties back into use.

An important part of the strategy to tackle empty homes is actively targeting owners and providing them with information on the incentives available and the reasons why empty properties are a poor financial option. A range of promotional and marketing measures will be introduced. In some cases encouraging owners will not be enough and the Council will need to take strong enforcement action. It is anticipated that Selective Licensing will help strengthen the partnership between landlords and the Council and the benefits Licensing will deliver to the area will contribute to tackling problem empty properties in Newport.

Newport Neighbourhood Action Plan

The Newport action plan sets out suggested actions and proposes measures which can be adopted to monitor progress within the Newport Ward. The plan will be updated and monitored by the Operational Task & Finish Group on a monthly basis. The plan concentrates on the following four areas:

(a) Anti-social behaviour

- (b) Crime
- (c) Community Tensions
- (d) Environmental Issues

The Council has concluded there is an urgent need to take strong and immediate action to halt the slide of the area. However, it has also recognised that traditional forms of public sector intervention are no longer applicable and there is a need to re-focus interventions around supporting communities to practice greater levels of self-management, by focusing on strengthening those activities and structures which underpin that ability. In light of this it has agreed to formulate a comprehensive response to address the social and economic issues arising in Newport.

Selective Licensing will have an important role to play given the priorities and the fact that it responds to the need to develop a more radical partnership response to the problems in the area.

Middlesbrough Housing Strategy 2017-20

Middlesbrough's Housing Strategy (2017-20) identifies the following priorities:

- Work with local communities in areas of poor quality housing and deprivation to improve housing standards, challenge social and economic exclusion, poor public health outcomes and poverty;
- Work with private landlords to address concerns about poor housing conditions and management standards

Implementing Selective Landlord Licensing as part of a wider community plan is identified as a key action.

<https://www.middlesbrough.gov.uk/planning-and-housing/middlesbrough-housing-strategy-2017-2020>

ALTERNATIVE REMEDIES AND WHY THE COUNCIL CONSIDERS THEY ARE INSUFFICIENT

The Council has considered whether there are any other courses of action available that might provide an effective method of achieving the objectives that the designation is intended to achieve.

The following paragraphs consider other powers and projects that are available to the Council and why they could not replace the proposed Selective Licensing Designation in Newport.

Accreditation

Accreditation is a mechanism for helping landlords or agents to meet agreed standards of competence, skills and knowledge about the business of owning, managing or letting a private rented home.

Accreditation is supported nationwide by a wide range of stakeholders, including the Government, landlord associations, and local authorities, Shelter, the National Union of Students and the Chartered Institute of Environmental Health. It can aid the supply of good-quality, well-managed homes. Accreditation attracts a limited number of landlords, mainly those already providing appropriate management standards and who are motivated to improve the reputation of the private rented sector. Such schemes do not have an intensive impact in any one area, nor do they tackle the worst privately rented properties, as due to the voluntary nature the worst landlords will not engage with the Council or join the scheme.

Experience shows that it is resource intensive to encourage the poorer landlord to join accreditation and when asked to make improvements due to its voluntary nature many landlords fail to comply showing that accreditation cannot tackle the worst standards of property condition and management practices.

Enforcement of housing standards

The Housing Act 2004 introduced the Housing Health and Safety Rating Scheme (HHSRS) which allows local authorities to inspect privately rented properties to ensure the condition of that property does not have an adverse effect on the health, safety or welfare of tenants or visitors to that property. Where necessary the Council will serve statutory enforcement notices to ensure the condition is improved.

The current service is in the main reactive - a complaint will be made and an inspection will determine whether action needs to be taken.

Whilst this approach does improve property conditions it does not have a concentrated impact in one area. In addition this power does not tackle property management standards. Through the selective licensing designation and associated training advice and support, landlords will recognise what improvements need to be made to their properties reducing the need for action under the HHSRS.

In addition the Council will continue to undertake proactive property inspections in the designation area, offering advice and where necessary taking enforcement action to improve property conditions. Improved property conditions will assist in retaining tenants and attracting occupants to the area assisting in tackling low demand.

Management Orders

Part 4 of the Housing Act 2004 introduced the use of Management Orders. The general effect of a Management Order is that the Council takes control of the property, although legal ownership does not transfer from the landlord. There are two forms of Management Order, interim and final. Interim lasts for a period of 12 months which can then be followed by a final Management Order which lasts for a maximum of 5 years.

Once a Management Order is in place the Council takes over the management of the property. The occupiers pay their rent to the Council and any repair costs such as routine repairs or building insurance are taken from the rent before any surplus is given to the owner (landlord).

This power only deals with individual properties and is resource intensive.

This approach does not present a long term solution to address poor management of privately rented stock as the property is returned to the original owner who may not necessarily have improved their management standards in the interim.

The Council will use Management Orders in the designation area as a last resort to deal with landlords who fail to comply with selective licensing and improve their management standards.

Private Sector Leasing Scheme

A Private Sector Leasing Scheme is where the Council takes out a lease, normally 3 to 5 years in duration, from a private owner or landlord on their property. The Council then uses the property to provide affordable accommodation for homeless families.

There is no guarantee that landlords, especially the worst, will join the scheme and the Council cannot compel them to do so. As with Management Orders the scheme does not address poor management practices as the landlord does not gain experience, advice or training during the lease meaning that once handed back management standards will once again be unsatisfactory.

In summary the alternative options to selective licensing would require some, if not all, of the finance from the Council, which in turn comes from everyone paying Council Tax.

Selective Licensing will be self-financing, paid for by the licence applicants and not the community.

Alternative approaches – summary

There is no single solution and each alternative will have its limitations. No single intervention, including Selective Licensing, can solve the problem and therefore a co-ordinated strategy is required which links a full range of agencies and services using various interventions.

Problems relating to the use of the alternatives to Selective Licensing can include the following:

- They are expensive and there is the likelihood that some of the finance required would need to be collected from Council Tax. This seems unjust when many of the problems are caused by the lack of effective tenancy management. Selective Licensing will be self-financing, paid for by landlords.
- The use of Management Orders on all problematic properties would be neither appropriate nor feasible, given the number of properties. The Council must act in a proportionate manner and a heavy handed approach would undermine efforts to work with landlords to improve standards. Selective Licensing provides an opportunity to continue to forge partnerships with otherwise anonymous private landlords and provide training and support, where the use of these orders does not.
- Alternatives do not adequately tackle the private tenant's behaviour. This could result in the same "problem" tenant being left to float within an area without any real targeted tenancy enforcement and where required, supported tenancy referral. The proposed Selective Licence conditions include a requirement for the landlord to seek references when allocating the property and to deal with any complaints of anti-social behaviour from their tenants (and/or their visitors/children).
- None of these tools provides a long-term solution to the training of inexperienced landlords whose business would benefit, either because they are not fit, or because of their poor management arrangements.
- Whilst Selective Licensing is only to be used in areas where authorisation is sought and given, many private landlords have properties across the entire town and indeed across local authority borders. Therefore, improvements attained in management standards will have a trickledown effect and will benefit tenants and communities across wider areas.

CONSULTATION – OPPORTUNITIES TO ENGAGE & RESPOND

The consultation is being carried out over an 11 week period, and will be widely publicised using various channels of communication.

The consultation will start on 12th November 2018 and close on 28th January 2019.

Once the consultation has been completed the results will be published and made available to the local community.

The Council is required to consult with local residents, including tenants, landlords, managing agents and other members of the community who live or operate businesses or provide services within the proposed designation and those in the surrounding area which is shown on the map at Appendix 1. Everyone who responds to this consultation will have their views fully considered.

A comprehensive engagement and consultation process with partners, stakeholders and customers will include:

- Private landlords
- Private tenants
- Local communities

- Tenant and resident associations
- Landlord associations
- Citizens Advice Bureau
- Registered Social Landlords
- Local community committees
- Locally elected members
- Local businesses
- Middlesbrough Police
- Other Council service areas.

Methods of consultation

Consultation will be taking place using the following methods:

- Direct mail to landlords and residents.
- Press release to local media/press.
- Information on Middlesbrough Council's website.
- Drop-in sessions for landlords, tenants, other residents, businesses and other agencies.
- Email to all Ward Councilors.
- Email to all relevant Council service areas.

How to respond to the consultation

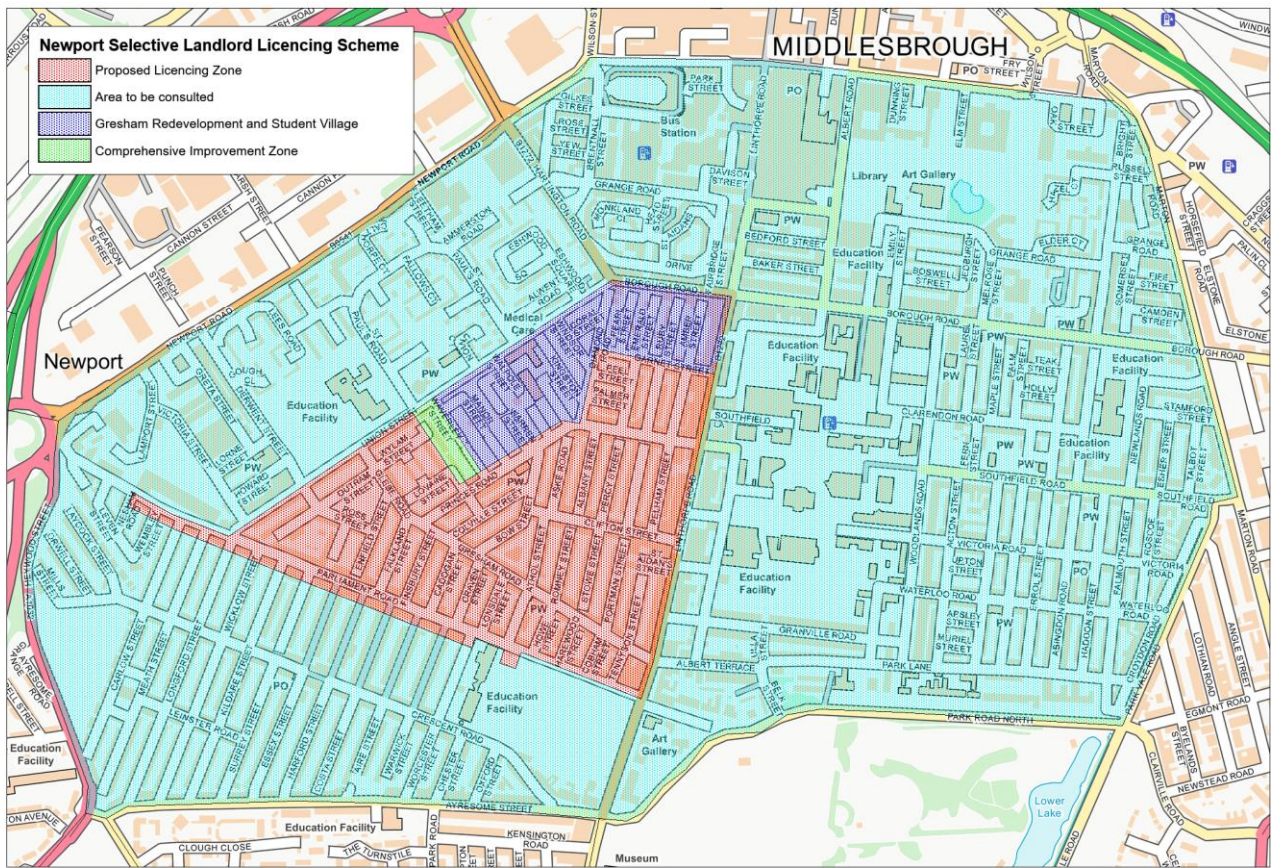
A questionnaire will be available to download on the Council's website. It will also be available to collect from the receptions of the Civic Centre, Town Hall, Middlesbrough House and Newport Hub.

All questionnaires and comments should be returned to: Selective Landlord Licensing, Middlesbrough Council, P.O. Box 504, Civic Centre, Middlesbrough, TS1 9FY.

If you would like any further information about the Selective Licensing proposals please contact the Selective Landlord Licensing Consultation Team on 01642 728100 / 729154 / 354150.

Or please email the team on:
licensing-consultation@middlesbrough.gov.uk

Proposal by Middlesbrough Council to designate the area identified as Newport 1 for Selective Landlord Licensing (Nov 2023)



Middlesbrough Council
Fountain Court
Grange Road
Middlesbrough
TS1 2BN

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ABOUT THIS CONSULTATION

The Housing Act 2004 gives the Council powers to introduce Selective Licensing for privately rented properties in areas experiencing low housing demand and/or significant and persistent anti-social behaviour. The purpose of such schemes is to improve standards of property management in the private rented sector. The Council can make the 'designation' if it believes this will, when combined with other measures, lead to improved social and economic conditions in the area.

The Council proposes to designate Selective Licensing in the Newport 1 area, as outlined on the map at Appendix 1. The Council's proposal is made on the grounds that the Newport ward is an area of low housing demand with significant levels of antisocial behaviour.

Newport 1 scheme was previously implemented on the 13th June 2019. Since the implementation of the scheme a resident's survey has been completed in November 2021 which showed an increase in the percentage of residents who responded that they felt fairly or very safe in the ward. The figure for residents who felt fairly or very safe during the day rose from 35.48% in March 2021 to 68.65% in November 2021. The figure on an evening rose from 12.9% in March 2021 to 48.98% in November 2021. Although these results are promising and show that the approach we are taking is having a positive impact, we are committed to continuing to improve residents feelings of safety within the ward, we know there is still a lot more work to do but by working together we are confident we can make greater improvements.

This document explains why the Council believes Selective Licensing is still needed in Newport, how it will operate alongside and complement other measures, the improvements it will bring about and why alternative remedies are insufficient. This proposal presents information on a full Newport ward basis, were we have been able to present granular data for the smaller Newport 1 area we have used it.

The Council wants to hear from those who are likely to be affected by the proposed scheme, including local tenants, landlords, managing agents and other members of the community who live or operate businesses or provide services within the proposed designation. This includes local residents and those who operate businesses or provide services in the surrounding area outside of the proposed designation who are likely to be affected. This wider consultation area is also outlined on the map at Appendix 1.

Details of how to respond to the consultation are set out from page 21.

The consultation will last for a period of 10 weeks, starting on 2nd January 2024 and closing on 12th March 2024. After this time the results will be published, including a summary of the responses received and how these have either been acted on or not, giving reasons in each case.

The Council will make a final decision on Selective Licensing after it has fully considered the responses to the consultation.

Should the Council decide to introduce a scheme then all affected parties will be formally notified 3 months in advance of it coming into operation.

CHALLENGES THAT NEWPORT CONTINUES TO FACE

Newport ward experiences major challenges associated with social and economic decline. This includes:

- high levels of crime and antisocial behaviour;
- high levels of private rented properties and poor living conditions;
- high levels of empty properties; and,
- a transient population.

In addition to this there has been significant investment in the physical regeneration of Middlesbrough and social regeneration is a key priority for the Council.

A significant and concerning pattern of housing and subsequent social decline in parts of Newport can be identified:

- the older terraced properties are no longer the first time buyers 'house of choice' as they have been for previous generations;
- the low demand for two bedroom terraced properties has led to private sector landlords purchasing properties at relatively cheap prices;
- some, but by no means all, of these landlords have housed tenants who have gone on to present a wide range of problem behaviours, further fueling low demand levels;
- this concentration of issues has seen a broad range of social problems manifest themselves from drug and alcohol abuse to domestic violence and high crime levels.

Whilst Newport may not always be recognised as the most disadvantaged area against every statistical measure, the rate of its decline, it's vulnerability in terms of crime, social isolation, and the impact of welfare reform provides a particularly compelling picture of chronic need – especially in conjunction with the apparent housing market failure. If not addressed, this decline could threaten the long-term stability of the area.

WIDER INDICATORS

Index of Multiple Deprivation (IMD)

2019		2015	
Category	Rank (National)	Category	Rank (National)
IMD Deprivation	26	IMD Deprivation	30
Income	18	Income	29
Employment	116	Employment	58
Education, Skills and Training	57	Education, Skills and Training	32
Health Deprivation and Disability	84	Health Deprivation and Disability	8

The Index of Multiple Deprivation (IMD) is used to provide a set of relative measures of deprivation (ranks) for small geographical areas (Lower-layer Super Output Areas (LSOA)). Movement in ranks between the IMD in 2015 and 2019 does not necessarily imply that an LSOA has improved or declined between the reporting periods, rather it may imply that other LSOAs have improved/declined at a greater rate. The ranks are only in relation to each other. The IMD is derived from seven different domains, based on data from a multitude of sources, from the most recent time point available (e.g. population data from August 2012 for the 2015 IMD and from August 2015 for the 2019 IMD). It is not possible to access all the data sources for raw data, therefore this report is based on data from the IMD websites and, where possible, supplemented with data from other sources.











The LSOAs used to calculate the ward based estimates rank between 51st most deprived and 3,285th most deprived in the Indices of Multiple Deprivation 2019, with almost 33,000 LSOAs in England, all seven in Newport ward are within the most deprived 10% in England. Three LSOAs in Newport have seen an improvement in their ranking since IMD 2015, whilst the remaining four have worsened. The LSOA comprising of the Cannon Park to Union Street area (E01012041) has consistently been one of only five nationally which have been in the 100 most deprived LSOAs in all IMD's since 2004.

In 2015, out of 7,219 wards, Newport was the 26th most deprived ward in the country, and remains at the 26th most deprived ward at IMD 2019. Newport is ranked as the fourth most deprived ward in

Middlesbrough.

The rank changes below show that the increase in deprivation has been largely driven by low income and high crime rates, both of which have a causal effect on the Income Deprivation Affecting Children Index (IDACI) and Income Deprivation Affecting Older People Index (IDAOPI). In contrast, there has been a significant improvement in Barriers to Housing and Services of 5,674 positions between 2015 and 2019.

Newport Ward Rankings

	Domain	2019	2015	Movement	
	Overall	1116	1172	-56	▼
	Income	1047	1198	-151	▼
	Employment	2283	2184	+99	▲
	Education, Skills and Training	1647	1400	+248	▲
	Health Deprivation and Disability	1534	1528	+5	▲
	Crime	1449	3101	-1,652	▼
	Barriers to Housing and Services	24684	19009	+5,674	▲
	Living Environment	8795	8043	+752	▲
	Income Deprivation Affecting Children Index (IDACI)	764	866	-102	▼
	Income Deprivation Affecting Older People (IDAOPI)	2423	2817	-394	▼

LOW HOUSING DEMAND

The Council is looking to re-designate Selective Licensing in the Newport 1 area on the basis that there is compelling evidence of low housing demand. In line with legislation and guidance the Council has considered the indicators of low housing demand described in the following section. The evidence points to an area with a high incidence of private renting, low property prices, a transient tenant population and high proportion of empty properties.

Tenure mix

The Newport ward has an area of 229 hectares which represents 4.25% of the total area of Middlesbrough with a resident population of 10,776 which represents 7.49% of the total Middlesbrough resident population of 143,924.

The ward of Newport has 4,563 households, which represents 7.57% of Middlesbrough's 60,265 households (Census, 2021). The proposed area of Newport 1 will represent 2033 properties.

The largest number of households in Newport was 'private landlord or letting agency accommodation' at 46.4%. That compares with 18.7% for Middlesbrough as a whole, 15.1% for North East Region and 18.2% for the whole of England.

The second largest number of households in Newport was 'owned outright accommodation' at 16.2%. That compares with 28.6% for Middlesbrough as a whole, 32.5% for North East Region and 32.5% for the whole of England.

Empty properties

The problems empty properties cause for local communities are well known, but in summary they:

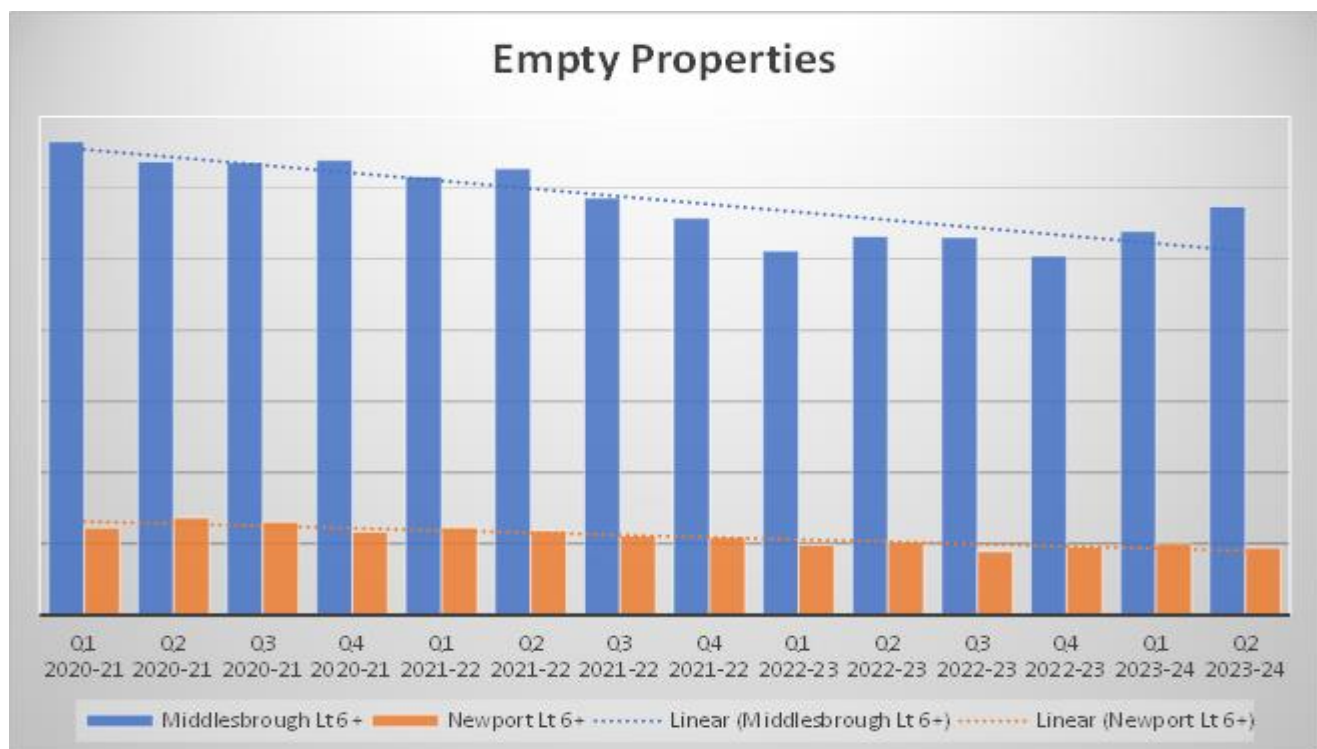
- deny homes to those in need;
- attract vermin, crime, arson, vandalism, fly-tipping and anti-social behaviour;
- are a source of anxiety for owners and neighbours;

- reduce the value of neighbouring properties; and,
- as a consequence, are a drain on public services and budgets.

At the end of September 2023 there were 188 properties which had been empty for greater than 6 months in Newport, which is 3.46% of the Newport housing stock. There were 374 empty properties in total which is 6.87% of the wards stock.

Newport is the third highest ward in Middlesbrough behind North Ormesby and Central when talking in terms of percentage of properties empty, in raw numbers Newport is second highest just behind Central Ward and just ahead of Brambles & Thorntree and Park wards.

Long term empty properties in Newport account for 16.39% of the total long term empty properties in Middlesbrough, and the total empty properties in Newport account for 18.04% of the total number of empty properties in all of Middlesbrough.



Property values

Properties in Newport at the end of December 2022 had an overall average price of £66,000. In 2019 the average house price was £48,585.

The majority of sales in Newport during the last year were terraced properties, selling for an average price of £65,971. Semi-detached properties sold for an average of £70,750, with no data for detached properties sold.

Overall, sold prices in Newport in the 2019 peak were £104,110.

There are a number of potential factors are at play which may affect the value of properties which include the disproportionate levels of private rented properties when compared with other parts of the town, high levels of crime, anti-social behavior, deprivation, COVID-19 and the number and impact of empty properties.

Turnover

The presence of a more transient population typically housed in privately rented accommodation can have a negative impact on the stability and desirability of an area. It can also affect community integration and investment.

Transience can also attract disadvantaged people to the area, which in turn can lead to increased social deprivation.

The Newport Ward has a culturally diverse community with over 45 languages being used within the ward. This brings significant benefits to the local area i.e. many migrants have settled in the ward and established new businesses, contribute to the local economy and support the population levels. The local community hub supports both the settled and migrant community however some tensions currently exist.

Council Tax records provide a guide to the proportion of properties experiencing turnover in the Newport area.

	New Occupations (accounts)						
	Properties at 1 Jan	Accounts in year	Accounts Count	Rate for all Properties	Rate for Properties Count	Properties Count	Rate for all Properties
2017	1673	2908	660	39.5%	122.2%	540	32.3%
2018	1674	2787	636	38.0%	127.5%	499	29.8%
2019	1670	2729	640	38.3%	121.2%	528	31.6%
2020	1670	2597	593	35.5%	120.8%	491	29.4%
2021	1665	2426	513	30.8%	121.0%	424	25.5%
2022	1663	2633	654	39.3%	125.8%	520	31.3%

Housing stock condition

Middlesbrough's Private Sector Stock Condition Survey (PSSCS) 2008 identified Newport as having the second highest proportion of non-decent dwellings in Middlesbrough at 49.3%. Non-decent homes do not meet current statutory minimum standards, are not in a reasonable state of repair, do not have reasonably modern facilities and fail to provide a reasonable degree of thermal comfort.

The survey also recorded a non-decency remedial cost score as (£40.3m and an average of £3,685, per non decent dwelling).

The same survey identified Newport as having the second largest proportion of vulnerable households (50.1%) living in non-decent homes.

Newport was also found to have the second highest proportion of homes with a Category 1 hazard (23.1%). Examples of Category 1 hazards include:

- Damp and mould
- Excess cold
- Falls on stairs
- Hot surfaces
- Falls on the level
- Fire

Newport also had the second lowest SAP rating (42) – this compares the energy performance of different homes and is measured on a scale of 1 to 100. The higher the rating the lower the fuel costs.

Housing disrepair

The Council received complaints of housing disrepair in private rented property in Middlesbrough.

In 01/04/ 2020- 31/03/2021 = 101 in Newport (383 across all wards)

In 01/04/2021 – 31/03/22 = 93 in Newport (362 across all wards)

In 01/04/2022 – 31/03/2023 = 113 in Newport (462 across all wards)

Notice of Intention

Between April 2018 and September 2023, 582 premises were issued with a 'notice of intention' which details hazards in properties requiring remedy. Of these 321 (55%) were in the Newport ward.

Improvement notices

Between April 2018 and September 2023, 55 dwellings were subject to enforcement using Improvement Notices under the Housing Act 2004. 24 of these were in the Newport Ward.

Prohibition Orders

Between April 2018 and September 2023, 21 dwellings were subject to enforcement using Prohibition Orders under the Housing Act 2004. 12 of these were in the Newport Ward.

Impact of Covid 19 pandemic

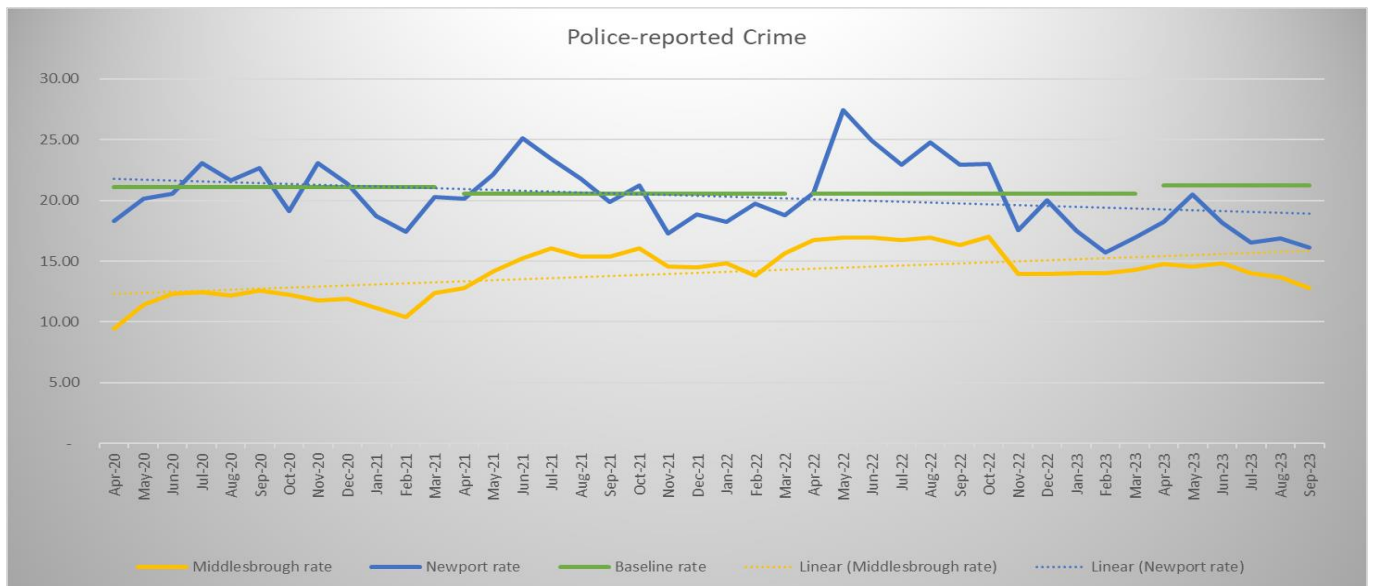
The Covid-19 pandemic significantly impacted on the delivery of the Newport 1 scheme, primarily preventing staff from carrying visits, housing standards inspections and other face to face contact for a considerable period of time. This was a period of unprecedented demand on local authority and during the Covid pandemic SLL staff, who were unable to deliver their SLL functions, were redeployed in the Covid response and their salaries were funded from sources other than SLL income. The Covid pandemic mainly impacted on the delivery of the housing standards inspections and delayed the programme by 18 months. Officers resumed carrying out the inspections and face to face work in June 2021. The housing inspections have identified an increase in number of properties with category 1 and 2 defects which has put increased demand on their time. Currently (October 2023) there are 600 housing inspections outstanding.

CRIME AND ANTISOCIAL BEHAVIOUR

Crime

During the period 1st October 2021 to 30th September 2023, Newport ward had the third highest rate of crime out of all wards across Middlesbrough. Newport ward has also consistently had the third highest rate of crimes marked as racially aggravated accounting for at least 12% of all racially motivated crime within Middlesbrough across the period. During this period there were a total of 5768 crimes, 47 of which marked as racially motivated, additionally there were 139 deliberate fires within the ward.

Whilst Newport ward remains the third highest ward in relation to the rate of crime per 1000 head of population, the general trend is decreasing. In Financial Year (FY) 2021/22 the crime rate was 116.3 crimes per 1000 Head of Population, this increased to 254.9 in FY2022/23, and currently in FY2023/24 the rate is at 106.2 per 1000. Whilst the rate of crime looks to be increasing considering this data only captures half of the financial year, it is currently still lower than in previous years. Currently in FY2023/24 there have been 1311 reported crimes, this was 3079 in 2022/23, 1378 in 2021/22, and 2975 in financial year 2020/21.



In summary: In Newport the levels of police reported crime have been continuously decreasing with levels in 2023-24 recording some of the lowest seen over the last 3 financial year periods. The total of 163 crimes in October 2023 is lower than in 2022 by 41.3%, lower than in 2021 by 36.3%, and lower than in 2020 by 29.4%.

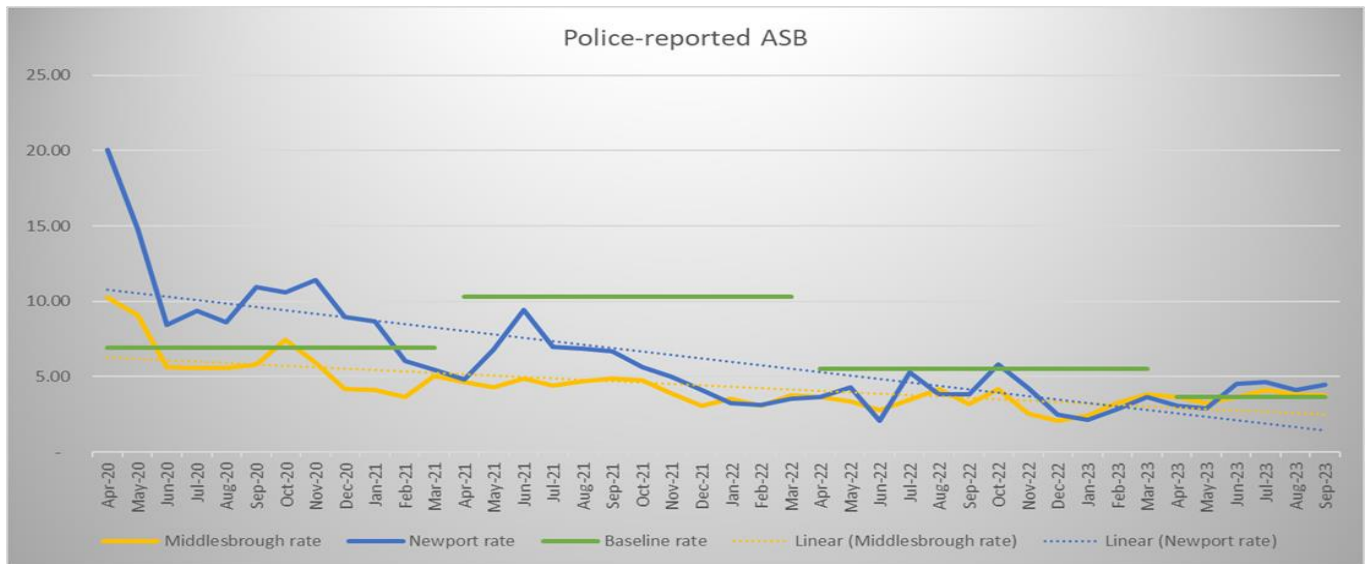
Antisocial Behaviour

Antisocial behaviour and crime can have a devastating effect on individuals and communities. It describes a wide range of everyday nuisance, disorder and crime from graffiti and noisy neighbours to harassment and street drug dealing. It is sometimes dismissed as trivial, but anti-social behaviour has a huge impact on victims' quality of life and it is often the public's number one priority when it comes to local concerns.

The types of anti-social behaviour which the Council's Neighbourhood Safety Officers regularly respond to with includes:

- Vandalism, graffiti, and other deliberate damage to property or vehicles
- Teenagers hanging around on the streets,
- Rubbish or litter lying around,
- Drug use and dealing,
- Drunk or rowdy behaviour,
- Chaotic families.

Currently in FY 2023/24 there have been a total of 3149 reported incidents of ASB to Cleveland Police, this is 42% lower than the full financial year of 2022/23 following a reduction in the previous year of 22%. This decrease can also be seen in Newport with the total of 287 ASB reports currently for financial year 2023/24 being lower than FY2022/23 by 46%, with last year also being lower than the one before by 64%.



In summary: ASB levels in FY2022-23 significantly reduced resulting in the yearly average also reducing, resulting in month-on-month levels so far in FY2023-24 appearing higher, but the levels of ASB counts per month overall are still lower than in 2020-21 and look to be somewhat static.

How SLL contributes to the reduction in Anti-social Behaviour.

Under the Selective Landlord Licence there are mandatory conditions in place which aim to address anti-social behavior. These mandatory conditions require:

- the licence holder to take reasonable and practical steps to reduce or prevent anti-social behaviour by persons occupying or visiting the house and the use of premises for illegal purposes.
- a written action plan to be provided to Middlesbrough Council outlining procedures for dealing with anti-social behaviour at the time of application. This must be reviewed annually, tenants made aware of it and submitted on request;
- to provide to the local authority, upon request, the full names and dates of birth of each occupant of the property;
- co-operation with Middlesbrough Council, Cleveland Police and other agencies in resolving complaints of anti-social behaviour or criminal activity. The Licence holder and/or their nominated Managing Agent must not ignore or fail to take action against any complaints regarding their tenants. Written records of action taken, shall be maintained and made available for inspection by an authorised officer of Middlesbrough Council on request;
- the appropriate authorities (namely Middlesbrough Council and Cleveland Police) are informed, where they have reason to believe that their tenant's behaviour involves criminal activity;
- regular (at least quarterly) inspections of the property to ensure that the property is in a good state of repair and that the occupiers are not in breach of tenancy terms and conditions. Written records of inspections made, conditions noted and actions taken as a result shall be maintained and made available for inspection by an authorised officer of Middlesbrough Council;
- that each tenant is made aware that they are responsible for their own behaviour and the behaviour of other occupiers and visitors.

HOW THE PROPOSED SELECTIVE LICENSING SCHEME WILL WORK

Licence application

Within the designated area all privately rented properties will need a licence to operate. The owner of the rented property will need to make an application to the Council. The Council must be satisfied that of all the people with an interest in the property, the most appropriate person is the licence holder, this would usually be the property owner.

The licence will be valid for a maximum 5 years, although the Council has discretion to grant the licence

for a shorter period of time where there are problems with the application such as evidence of insufficient management. Failing to apply for a licence could lead to prosecution and an unlimited fine. If prosecuted, this would lead to the licence holder no longer being classed as 'fit and proper' (see below) and would mean they would need to find someone else to hold their licence and undertake the management of the property.

Fit and Proper Person test (Appendix 2)

As part of the application process, proposed licence holders and managers will be required to prove that they are "fit and proper persons" and that they have satisfactory management arrangements in place, including those for dealing with anti-social behaviour. A plan for how they will handle complaints of anti-social behaviour will need to be submitted with the application.

When deciding whether a landlord and/or managing agent is "fit and proper" the Council will look at whether they have:

- (a) They have committed any offence involving fraud or other dishonesty, or violence or drugs, or any offence listed in Schedule 3 to the Sexual Offences Act 2003 (c. 42) (offences attracting notification requirements);
- (b) Practised unlawful discrimination as defined in the Equality Act 2010 on the grounds of sex, sexual orientation, gender reassignment, age, race, religion or belief, marital status, pregnancy, maternity, or disability in, or in connection with, the carrying on of any business; or
- (c) Contravened any provision of the law relating to housing or landlord and tenant law.

To check this, all applications will require detailed information from the landlord and any relevant managers.

A criminal conviction or evidence of unlawful discrimination or breaches of housing or landlord and tenant law doesn't necessarily mean that a landlord won't pass the test. The Council will have to look at every case individually and weigh up all the circumstances when making a decision. For example, the Council will have to think about:

- What the conviction was for;
- The circumstances of the case;
- How long ago it was and whether it is spent or not;
- Whether or not it will affect the person's ability to be a good landlord;
- The risk of the same thing happening again and whether that would affect the person's duties as a Licence Holder.

Landlords will be required to complete a Disclosure and Barring Service (DBS) Basic Disclosure online via Disclosure Scotland or similar company. Landlords with multiple properties will only be required to pay this fee once, if it is the same owner and manager.

Licence conditions

The licence holder will have to satisfy a number of conditions. Breaches of these licence conditions could lead to enforcement action and a fine of £5,000.

Mandatory conditions relate to the following requirements:

- a landlord must obtain references using Middlesbrough Council's FREE referencing service from all persons wishing to occupy the property,
- landlords must produce gas certificates,
- electrical appliances must be kept safe,
- the property must have working carbon monoxide alarms in any room in the house which is used wholly or partly as living accommodation and contains a solid fuel burning combustion appliance,
- the property must have working smoke alarms and,
- each tenant must be provided with a written tenancy agreement.

The Council is proposing to include a number of discretionary conditions which relate to the management of the property, including general property management, security, management of antisocial behaviour and external refuse and waste. The proposed licence conditions are attached to this document at **Appendix 3**.

Refusal to grant a licence

If the licence application is refused, and there is no reasonable prospect of the property being licensed in the near future, the Council can apply for an Interim Management Order to take over the management of the property for up to one year or until such time as the owner is able to rectify the reasons for the licence being refused. If the owner is unable to rectify the problems then the Council can apply for a Final Management Order to take on the management for up to 5 years.

In some circumstances rather than refuse the licence, it may be possible for the owner to apply for a temporary exemption notice. This allows 3 months for the owner to take such steps as are necessary so the property no longer requires a licence e.g. the property has been sold to an owner-occupier.

Failure to apply

Failing to apply for a licence could lead to prosecution and an unlimited fine.

In addition to the fine the Council can apply for a Rent Repayment Order which allows amounts paid in connection with a tenancy or licence to be recovered for the period that the property should have been licensed.

Exemptions

There are certain properties that are exempt from applying for a licence, they are detailed at **Appendix 4**.

Property Inspection programme

The Council will inspect all private rented properties within the area of the scheme. High risk properties that are known to be problematic will be prioritised. The inspection programme will combine a housing standards inspection (Housing Health and Safety Rating Scheme) and also check for compliance with the selective licensing conditions including:

- the working order and positioning of smoke alarms,
- carbon monoxide detector,
- tenancy agreements supplied to the tenant,
- property management arrangements.

Compliance action will be taken against landlords who breach licence conditions. Action will be taken where issues of non-compliance with the HHSRS standard are identified. Landlords will not be deemed to be 'fit and proper' if housing offences are proven against them in the courts.

The inspections will be completed by a multi-agency/disciplinary team, this could include a Licensing Officer, Neighbourhood Safety Officer, an Environmental Health Officer or Regulatory Compliance Officer (when non-compliance with HHSRS standards are identified). This approach is to ensure that as well as checking compliance with the licence conditions, the tenants are helped and supported with any issues they may be facing. Issues may include substance misuse, parenting skills, unemployment; the team will make referrals to relevant agencies and follow-up any actions.

The other services offered through the tenancy relations support will be of benefit to landlords, tenants and the wider community to help to reduce the turnover of tenants. The licence holder must demand and obtain references for all prospective occupiers of the house to enable the licence holder to make an informed decision regarding occupancy of the property. All references shall be obtained by the licence holder via the **FREE** Middlesbrough Council, tenant referencing service.

The licence holder must retain all references obtained for occupiers for the duration of this licence and must provide Middlesbrough Council, upon demand and within 14 days of that demand, a copy of pre-let reference checks along with full names and dates of birth of each occupant.

Licence fees

The Housing Act 2004 gives the Council the power to charge landlords a fee for all costs it incurs carrying out its Selective Licensing functions. The Act also allows the Council to take into account costs incurred in carrying functions in relation to Interim and Final Management Orders (so far as they are not recoverable under that part of the Act).

The Council proposes to charge a basic fee of £998.00 for a licence.

The Council will split the licence fee payment into two instalments, one payment to be made upon application for a licence, with the other payment to be made upon the licence being granted.

The proposed fee structure is set out in detail at **Appendix 5**.

Income from the licence fees is ring fenced meaning that it can only be used for this project and not for any other reason. It is anticipated the scheme will require 4 x FTEs and 5 x 0.5 FTE to operate.

POTENTIAL AND PROVEN BENEFITS OF THE SELECTIVE LANDLORD LICENSING SCHEME

Introducing Selective Licensing in both Newport and North Ormesby ward has shown a number of benefits to the community, landlords, tenants and owners, both directly and indirectly, including:

- Improved management and condition of privately rented accommodation;
- Support for landlords in dealing with anti-social tenants;
- Reductions in levels of anti-social behaviour;
- Educating tenants about their responsibilities and their impact of their behaviour on the community and neighbours;
- Encouraging tenants to recognise when properties are of a sub-standard condition and what options are available to them;
- Promotion of landlord aspiration to let property to a higher standard and to act in a professional manner.
- Encouragement of landlords not to take tenants with a poor reference.
- Improvement of the image and desirability of the area.
- Improved values of property in the area.
- Encouraging a change to the tenure mix of the area. Protect investment in the area.
- Working with those landlords who are not providing good quality accommodation or managing their tenancies effectively and removing "rogue landlords" altogether.
- Reduced tenant turnover leading to sustainable communities, creating communities where tenants want to remain.
- Encourage the use of reputable managing agents when landlords are inexperienced or "absentee".
- Raising community confidence through the appropriate use of enforcement powers against landlords who are failing to comply with the provisions of the Housing Act 2004.
- Introduction of a landlords' forum.
- Free property advertising of empty properties.

The Council aims to build better working relations with landlords in the area and concentrate resources on eradicating bad practice by some landlords.

Licence conditions help to ensure that vulnerable tenants are living in accommodation where the management is capable of dealing with their needs.

It also helps the Council to better target resources in dealing with anti-social tenants and enforce against unprofessional landlords. Selective Licensing seeks to develop a more consistent level of property management services among all private landlords in the area, thus assisting prospective private tenants in making a positive, confident choice about their next home.

Reputable landlords can be assured that where Selective Licensing schemes are in place, those landlords whose business practices have not meet the required minimum standards have been encouraged and supported to improve their management standards. Landlords who are not willing to work with the Council could face being refused a licence and ultimately having a Management Order imposed against the property.

Case Studies from current and previous Schemes

Tenant Support: During a tenancy inspection visit with a landlord, it was identified that the tenant was struggling with mental health issues due to spiraling debts. Whilst at the property a debt enforcement agency arrived to reclaim goods to the value of the debt. Both the Officer and landlord negotiated on the tenant's behalf, providing evidence that the property was a furnished tenancy and that their only belongings were clothing and toiletries. The Tenancy Relations Officer arranged an appointment for the tenant to attend Citizens Advice and also made a referral to Firmer Foundations (mental health support). During the Citizens Advice appointment, the tenant disclosed significant debts; therefore a Debt Relief Order was applied for (due to severe mental health issues) and a food bank voucher was issued. The tenant has now applied for different benefits and is receiving the much-needed support they required.

Property Conditions: The SLL Team had arranged numerous inspection visits to a property but the tenant repeatedly wouldn't allow access. An evening visit was made and the tenant finally opened the door. The tenant was initially angry as they were confused as to who their managing agent was as they kept changing. The tenant agreed for officers to carry out the inspection which highlighted at least four Category 1 (most serious) Hazards in the property. These included: no boiler, no heating, no hot water, the bathroom roof had fallen in (which was propped up with pole), the kitchen was inaccessible and had no cooking facilities. Due to the condition of the property and the hazards identified, a Prohibition Order was served. The Landlord has since installed a new boiler, new kitchen (including cooking facilities), new bathroom roof, bathroom suite, new rear windows downstairs and a new back door. The landlord has also informed the tenant that he is going to supply new carpets in the property downstairs.

Landlord Support:

The Selective Licensing team have assisted landlords with difficult housing benefit claims and successfully helped landlords receive payments for housing benefits, even after they have been determined as closed. A recent claim dating back more than 8 months was paid after intervention from the team. This claim amounted to more than £3000 and prevented tensions arising between the tenant and the landlord and ultimately a possible eviction.

Testimonials from Newport 1 Scheme

Stacey Carlisle Deputy Head Teacher Newport Primary School - *"As a school we have found it very helpful to know that we can refer families to SLL. Many of our families are new to the area, or indeed new to the country, and find themselves in properties which are not fit for purpose. On occasion they are not aware that the home conditions are unacceptable and worry that raising concerns may result in them losing their homes. This can be stressful and impacts greatly upon the children and parents. Now we know that when a family comes to us for help, we can refer them to SLL who have always been hugely supportive. They make sure that the families know their rights and help them to resolve their housing issues quickly and efficiently, ensuring that safety and home conditions meet expected standards. The service families receive has always been timely and professional and we have had lots of families very grateful for their support".*

Police Testimonial (Inspector 0895 Darren Birkett Middlesbrough North NPT) – *"As Neighbourhood Inspector I am delighted with the partnership we have with the Selective Licensing Scheme colleagues. On a daily basis we share intelligence and work closely together to support individuals and communities and to tackle and disrupt those who cause harm to our communities. We regularly combine assets to*

safeguard individuals but also to enforce legislation such as house closure orders”.

Evaluation of the first Newport 1 scheme

An evaluation of the Newport 1 Selective Landlord Licensing Scheme has been undertaken using guidance from Local Government Regulation. (Appendix 1) The evaluation seeks to identify the effectiveness of Selective Licensing in:

- reducing anti-social behaviour attributable to the private rented sector;
- improving management standards in the private rented sector;
- increasing housing demand;
and, in addition, the wider benefits relating to:
- improving the environment; and
- contributing to the effectiveness of partnership working to improve the quality of life.

The evaluation has also taken account of findings from an Independent Review of the Use and Effectiveness of Selective Licensing which was carried out by Ministry of Housing, Communities and Local Government (MHCLG June 2019, Updated September 2019).

In summary, the main findings of the evaluation report are:

- House prices in the Newport ward have started to increase. In 2019 the average house price was £48,585 and as of 2022 has since increased to £66,000.
- The overall number of empty properties have reduced. In 2019 Newport ward had 418 empty properties, 246 long term empty (More than 6 months). In 2022 empty properties 298, 178 long term empties (more than 6 months).
- The number of private rented properties which have been inspected has increased and housing conditions have improved. During the scheme to date 556 properties have been inspected. Serious housing hazards were identified on 383 (category 1 & 2) properties and have been addressed to protect tenants. Smoke alarms checks have been carried out on all housing inspections to ensure they are provided in properties.
- Anti-social behaviour has been tackled through a wide range of interventions by the SLL team;
 - 5254 low Interventions. These include telephone call/e-mail, letter drop, diary sheets received, initial warning letters, motorbike warning letter, site meetings, referrals into other services for support and joint patrols.
 - 43 medium interventions. These include second warning letters, final warnings, ABC issued, ABC breached, joint interviews and tenancy breach interviews.
 - 79 high level interventions. These include Criminal Behaviour Orders, Civil Injunction, House Closures (all for high levels of persistent antisocial behaviour and a last resort after all low and medium level interventions have been exhausted).
- There has been a reduction in personal and nuisance antisocial behaviour incidents from 1023 in 2019 to 455 in 2022 (-44%)
- 111 post tenancy visits have been carried out to provide support to the tenant on a wide range of issues including substance misuse, parenting skills, unemployment;
- 501 tenants have been provided with Information Advice and Guidance on a range of issues.
- Whilst the number of environmental antisocial behaviour incidents remain high, the Council have introduced the Flying squad to deal with and take enforcement action.
- There has been a relatively low number of legal cases taken against landlords for not licensing their properties, 5 landlords applied before their cases were scheduled for court, 1 landlord accepted a caution as an alternative to prosecution, 2 landlords applied following the issue of a summons and 1 case is pending a Civil Penalty
- Support for landlords – the scheme in Newport has supported landlords in the following ways:
 - Free empty property advertising;
 - Dedicated Neighbourhood Safety Officer;
 - Dedicated tenancy relations officer;
 - Housing and tenancy support/advice;
 - Supported tenant/landlord disputes over rent arrears preventing eviction;

- Referencing;
- Post tenancy visits for red referenced tenancies.

The Evaluation Report recognises that the Selective Landlord Licensing scheme has made a major contribution to the achievements in Newport working together with key partners. It is also recognised that the strong community infrastructure in the area has played a significant role in delivering the outcomes. It should also be noted that the intensive approach to delivering services in Newport from a number of agencies and partners is considered one of the key factor in its success.

The full Evaluation Report is available upon request.

HOW SELECTIVE LICENSING WILL SUPPORT STRATEGIES FOR THE AREA

Housing plays a fundamental role in delivering sustainable communities, facilitating social and environmental improvements and promoting economic growth. The Council believes that Licensing has an important role to play and offers valuable support to existing initiatives to tackle empty homes, prevent homelessness, create sustainable, high quality neighbourhoods and reduce anti-social behaviour.

Middlesbrough Council Strategic Plan (2021-24)

The proposal for Newport clearly links to the Council strategic plan in terms of its contribution to people and place priorities, which are:

People Working with communities and other public services in Middlesbrough to improve the lives of local people.

Place Securing improvements in Middlesbrough's housing, infrastructure and attractiveness, improving the town's reputation, creating opportunities for local people and improving our finances.

Health and well-being

Housing has an important impact on health and well-being: good quality appropriate housing in places where people want to live have a positive influence on reducing deprivation and health inequalities by facilitating stable/secure family lives. This in turn helps to improve social, environmental, personal and economic well-being. Conversely, living in housing which is in poor condition, overcrowded or unsuitable will adversely affect the health and well-being of individuals and families.

As mentioned, the Selective Licensing Team promote multi-agency case intervention strategies where problems are identified.

Private rented sector

Many properties in the sector provide decent accommodation and are well managed by landlords. Selective licensing is a vital tool in driving up standards. It reduces the negative impact on neighbourhoods of poor landlords and encourages greater awareness and a sense of responsibility in landlords and tenants alike.

The Council's Private Rented Sector Housing Team will continue to employ a wide range of tools to tackle poor property condition, inadequate tenancy management and improve conditions in the private rented sector. These tools include:

- Mandatory HMO Licensing
- Empty Property Enforcement
- Housing Health and Safety Rating System (HHSRS)

By designating the area for selective licensing the Council is fully utilising the suite of tools introduced by the Housing Act 2004 to address management standards and property conditions within the private rented

sector. As part of a coordinated approach, Selective Licensing compels landlords to maintain good standards and raise the profile of problem properties. Through the increased awareness through tenancy referencing, amongst the community and across agencies, Selective Licensing has become a valuable mechanism for identifying and dealing with bad practice amongst private landlords.

Anti-social behaviour

Selective Licensing helps to ensure that landlords meet their statutory duties regarding tenancy management and encourages and assists them to deal with issues of anti-social behaviour by taking appropriate and effective action where they receive a complaint about their tenants.

There is a range of other initiatives that are targeted at reducing crime and anti-social behaviour operating across the Newport ward and the Selective Licensing team work in close partnership with other services and agencies to maximise the impact and contribute to improved community safety.

The Selective Landlord Licensing Team promote multi-agency case intervention strategies where problems are identified, which can include actions for the Police, the Youth Offending Team, ASB, and Housing Enforcement teams. Landlords are offered support and advice to help tackle anti-social behaviour from their tenants.

Prevention of Homelessness Strategy

The private rented sector has a central role to play in offering a decent alternative to owner-occupation or social rented housing. The sector makes a significant contribution to meeting the housing needs of vulnerable people and in many cases has prevented homelessness and minimised the use of temporary accommodation.

The Council continues to work in partnership with the private rented sector and Selective Licensing strengthens this partnership by increasing the number of landlords working with the Council with well-managed, good quality accommodation.

By strengthening the partnership between landlords and the Council, Selective Licensing can continue to contribute to the prevention of homelessness through effective tenancy management that minimises ASB, tackles rent payment issues in a timely and constructive manner and offer a housing option for some of the most vulnerable households in need of a home.

The Localism Act 2011 enabled the use of suitable offers of accommodation in the private rented sector and allowed this sector to be used to discharge the main homelessness duty. Against the backdrop of high demand but a shortage of accessible, affordable social housing, the sector has increasingly become a valuable resource for offering a range of more easily accessible housing solutions for homeless households, but elements of poor management contribute to repeat homelessness. Licensing has the potential to effect long term positive change in the sector and to provide considerable benefits to homeless households.

It is anticipated that this Selective Licensing scheme will help achieve a long-term reduction in the culture of 'tenancy hopping', i.e. the practice of households who are frequently homeless due to anti-social behaviour, and who may be aided by rogue landlords to move around the sector, which prevents underlying behavioural issues from being tackled and which blights local communities.

Empty Homes Strategy.

In Middlesbrough there were 1147 homes empty for six months or more (1st October 2023.) The Council has already begun to tackle this issue and to date has, amongst other things, secured funding from the Homes and Communities Agency and adopted an Empty Homes Action Plan to bring empties back into use.

An important part of the strategy to tackle empty homes is actively targeting owners and providing them with information on the incentives available and the reasons why empty properties are a poor financial

option. In some cases encouraging owners will not be enough and the Council will need to take strong enforcement action. Selective Licensing has helped strengthen the partnership between landlords and the Council and the benefits Licensing delivers to the area contributes to tackling problem empty properties, as has been seen in Newport and North Ormesby.

Place Based Working

The locality based working approach in Newport is a strategic priority. It aims to build on the intensive targeted delivery of services working in partnership and the Selective Licensing team is an integral part of this.

Locality working involves a system change to the current operational delivery model across Council services. It seeks to achieve joined-up systems and reconfigure relationships between statutory organisations, partners and the community. It involves developing collaborative approaches to address the underlying causes of community problems and build capacity within the community in order for residents to take charge of their own future, to have a strong voice and to build social capital and connections within the community. Locality Working commenced with two pilots in Newport and North Ormesby and currently a town wide approach focusing on four Neighbourhood Action Partnership areas is being developed.

Evidence shows that having multi-agency teams working together from one location brings benefits. It reduces the need for referrals when a quick conversation with a member of the team can identify the most appropriate course of action. Through better information sharing it also provides an opportunity to identify support needs early and proactively intervene to prevent crisis.

ALTERNATIVE REMEDIES AND WHY THE COUNCIL CONSIDERS THEY ARE INSUFFICIENT

The Council has considered whether there are any other courses of action available that might provide an effective method of achieving the objectives that the designation is intended to achieve.

The following paragraphs consider other powers and projects that are available to the Council and why they could not replace the proposed Selective Licensing designation in Newport.

Accreditation

Accreditation is a mechanism for helping landlords or agents to meet agreed standards of competence, skills and knowledge about the business of owning, managing or letting a private rented home.

Accreditation is supported nationwide by a wide range of stakeholders, including the Government, landlord associations, local authorities, Shelter, the National Union of Students and the Chartered Institute of Environmental Health. It can aid the supply of good-quality, well-managed homes.

Accreditation attracts a limited number of landlords, mainly those already providing appropriate management standards and who are motivated to improve the reputation of the private rented sector. Such schemes do not have an intensive impact in any one area, nor do they tackle the worst privately rented properties, as due to the voluntary nature the worst landlords will not engage with the Council or join the scheme.

Experience shows that it is resource intensive to encourage the poorer landlord to join accreditation and when asked to make improvements due to its voluntary nature many landlords fail to comply showing that accreditation cannot tackle the worst standards of property condition and management practices.

Traditional interventions do not provide the level of engagement with landlords necessary for the desired improvements. Landlord take up of previous accreditation schemes have been very low, they tended to only engage with responsible landlords who saw a value in being part of a scheme. An example of a non-mandatory scheme is the Stockton Pluss model which is run by landlords. Stockton Council figures show that they had 80 members for this scheme with 539 properties and not all landlords who opposed their SLL scheme joined the accredited scheme.

Enforcement of housing standards

The Housing Act 2004 introduced the Housing Health and Safety Rating Scheme (HHSRS) which allows local authorities to inspect privately rented properties to ensure the condition of that property does not have an adverse effect on the health, safety or welfare of tenants or visitors to that property. Where necessary the Council will serve statutory enforcement notices to ensure the condition is improved.

The current service is in the main reactive - a complaint will be made and an inspection will determine whether action needs to be taken. Whilst this approach does improve property conditions it does not have a concentrated impact in one area. In addition, this power does not tackle property management standards. There is significant underreporting of poor standards in the private rented section. Often tenants are either unclear on their rights in relation to poor housing standards or they are unwilling to complain due to fear of losing their homes or reprisals from some landlords

Through the selective licensing designation, proactive inspection of private rented sector properties against the HHSRS standards will be undertaken. The associated training, advice and support, will enable landlords to recognise what improvements need to be made to their properties, reducing the need for action under the HHSRS.

Enforcement action will be taken to improve property conditions, where necessary. Improved property conditions will assist in retaining tenants and attracting occupants to the area assisting in tackling low demand.

Management Orders

Part 4 of the Housing Act 2004 introduced the use of Management Orders. The general effect of a Management Order is that the Council takes control of the property, although legal ownership does not transfer from the landlord. There are two forms of Management Order, interim and final. Interim lasts for a period of 12 months which can then be followed by a final Management Order which lasts for a maximum of 5 years.

Once a Management Order is in place the Council takes over the management of the property. The occupiers pay their rent to the Council and any repair costs such as routine repairs or building insurance are taken from the rent before any surplus is given to the owner (landlord).

This power only deals with individual properties and is resource intensive.

This approach does not present a long term solution to address poor management of privately rented stock as the property is returned to the original owner who may not necessarily have improved their management standards in the interim.

The Council will use Management Orders in the designation area as a last resort to deal with landlords who fail to comply with selective licensing and improve their management standards.

Private Sector Leasing Scheme

A Private Sector Leasing Scheme is where the Council takes out a lease, normally 3 to 5 years in duration, from a private owner or landlord on their property. The Council then uses the property to provide affordable accommodation for homeless families.

There is no guarantee that landlords, especially the worst, will join the scheme and the Council cannot compel them to do so. As with Management Orders the scheme does not address poor management practices as the landlord does not gain experience, advice or training during the lease meaning that once handed back management standards will once again be unsatisfactory.

Targeted Housing Inspections Pilot in Central ward (THIP)

Between October 2022 and March 2023, a proactive housing inspection initiative was undertaken in a small area of Central Ward. This Targeted Housing Inspection Pilot (THIP) was developed to investigate

private rented housing conditions in the Central ward and to encourage landlord voluntary engagement.

The initiative aimed to look at the physical condition of properties and to ensure that landlords or agents were meeting their legal responsibilities, including gas safety and electrical safety and meet minimum energy efficiency performance standards. In addition to the assessment of property conditions tenants were also offered support in relation to a wide range of matters including cost of living issues, health needs and financial advice and referrals/signposting to local advice and support services.

Over 300 letters were sent to landlords and tenants informing them of the THIP, that Council Officers would be carrying out housing standards inspections of the property and for landlords to allow officers access to their properties. Landlords were asked to contact the Public Protection Service to arrange an inspection of their property.

There was a poor response to the letters. Only 140 (47%) landlords responded to the letters to arrange an inspection of their properties. Out of these 140 properties access was only gained to 42 properties for a housing inspection to be carried out.

Whilst some landlords did provide access to their property, this initiative shows the difficulty that voluntary schemes have in engaging with some landlords and also their tenants. Often tenants do not wish to provide access for fear of eviction from their home by their landlord and concern that alternative affordable accommodation would be difficult to find.

Alternative approaches – summary

In summary the alternative options to selective licensing would require some, if not all, of the finance from the Council. Selective Licensing will be self-financing, paid for by the licence applicants and not through the Council.

Problems relating to the use of the alternatives to Selective Licensing can include the following:

- They are expensive and there is the likelihood that some of the finance required would need to be collected from Council Tax. This seems unjust when many of the problems are caused by the lack of effective tenancy management. Selective Licensing will be self-financing, paid for by landlords.
- The use of Management Orders on all problematic properties would be neither appropriate nor feasible, given the number of properties. The Council must act in a proportionate manner and a heavy handed approach would undermine efforts to work with landlords to improve standards. Selective Licensing provides an opportunity to continue to forge partnerships with otherwise anonymous private landlords and provide training and support, where the use of these orders does not.
- Alternatives do not adequately tackle the private tenant's behaviour. This could result in the same "problem" tenant being left to float within an area without any real targeted tenancy enforcement and where required, supported tenancy referral. The proposed Selective Licence conditions include a requirement for the landlord to seek references when allocating the property and to deal with any complaints of anti-social behaviour from their tenants (and/or their visitors/children).
- None of these tools provides a long-term solution to the training of inexperienced landlords whose business would benefit, either because they are not fit, or because of their poor management arrangements.
- Whilst Selective Licensing is only to be used in areas where authorisation is sought and given, many private landlords have properties across the entire town and indeed across local authority borders. Therefore, improvements attained in management standards will have a trickledown effect and will benefit tenants and communities across wider areas.

There is no single solution and each alternative approach has its limitations. No single intervention, including Selective Licensing, can solve the issues identified in Newport and therefore a co-ordinated strategy is required which links a full range of agencies and services using various interventions.

CONSULTATION – OPPORTUNITIES TO ENGAGE & RESPOND

The consultation is being carried out over a 10 week period and will be widely publicised using various channels of communication.

The consultation will start on 2nd January 2024, 9am and close on 12th March 2024, 12 Noon.

Once the consultation has been completed the results will be published and made available to the local community.

The Council is required to consult with local residents, including tenants, landlords, managing agents and other members of the community who live or operate businesses or provide services within the proposed designation and those in the surrounding area which is shown on the map at **Appendix 1**.

Everyone who responds to this consultation will have their views fully considered.

A comprehensive engagement and consultation process with partners, stakeholders and customers will include:

- Private landlords
- Private tenants
- Local communities
- Tenant and resident associations
- Landlord associations
- Citizens Advice Bureau
- Registered Social Landlords
- Local community committees
- Locally elected members
- Local businesses
- Middlesbrough Police
- Other Council service areas.

Methods of consultation

Consultation will be taking place using the following methods:

- Direct mail to landlords and residents.
- Direct mail to local community groups.
- Press release to local media/press.
- Information on Middlesbrough Council's website.
- Email to all Ward Councillors.
- Email to all relevant Council service areas.

How to respond to the consultation

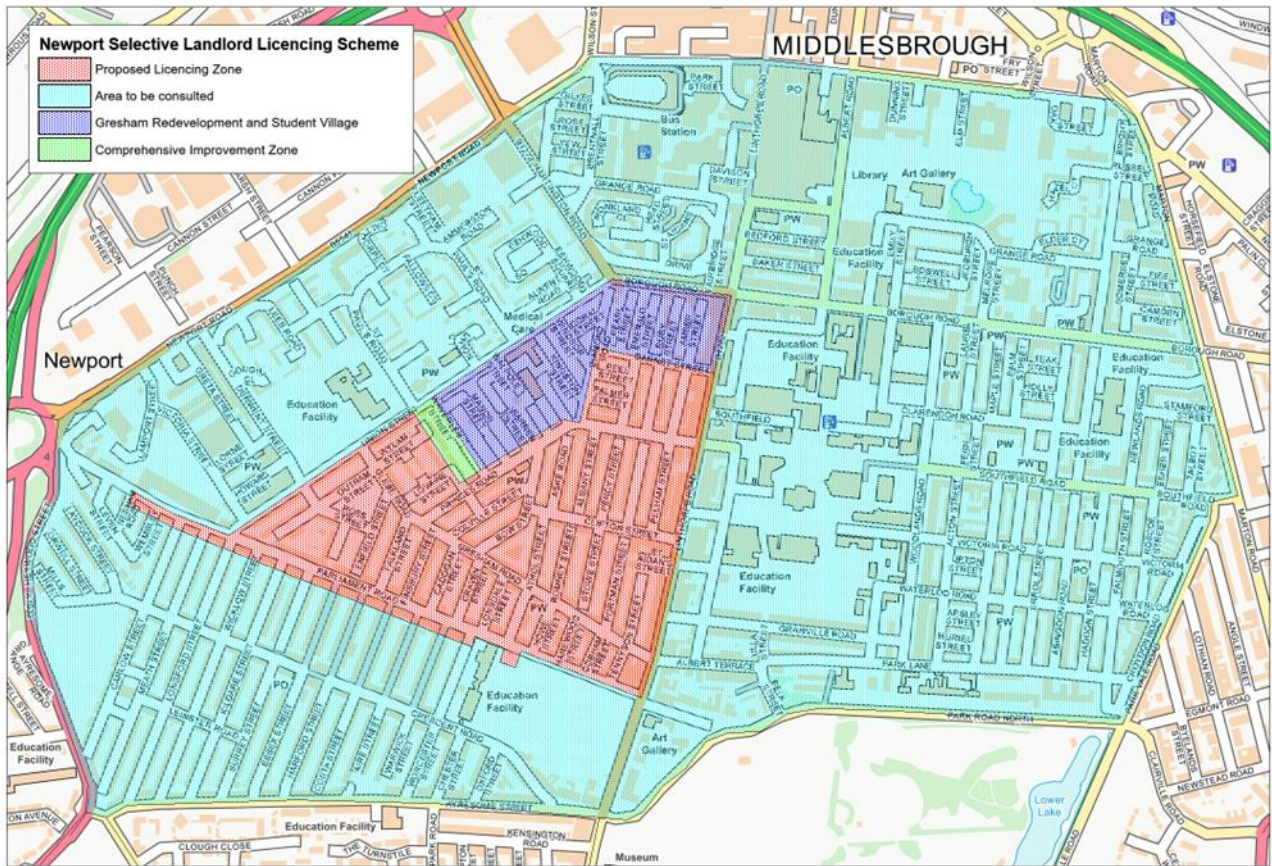
A questionnaire will be available to complete on the Council's website, a paper version of which can be downloaded from the website.

You can hand your completed questionnaire in at the reception desks at Streets Ahead on Parliament Road and Newport Hub on Union Street. Email: licensing_consultation@middlesbrough.gov.uk, Telephone: 01642 728100

If you would like any further information about the Selective Licensing proposals please contact the Selective Landlord Licensing Consultation Team on 01642 728100, or please email the team on: licensing_consultation@middlesbrough.gov.uk

Appendix 1

Map



Appendix 2

FIT AND PROPER PERSON CHECKS

Middlesbrough Council, for the purposes of deciding whether to grant or refuse an application for a licence under section 88(3) (a) or (c) of the Housing Act 2004, will (among other things) have regard to the evidence that the person is a fit and proper person to be the licence holder or (as the case may be) the manager of the house. Middlesbrough Council will evaluate and take into account any evidence of:

- (a) They have committed any offence involving fraud or other dishonesty, or violence or drugs, or any offence listed in Schedule 3 to the Sexual Offences Act 2003 (c. 42) (offences attracting notification requirements);
- (b) Practised unlawful discrimination as defined in the Equality Act 2010 on the grounds of sex, sexual orientation, gender reassignment, age, race, religion or belief, marital status, pregnancy, maternity, or disability in, or in connection with, the carrying on of any business; or
- (c) Contravened any provision of the law relating to housing or landlord and tenant law.

A criminal conviction or evidence of unlawful discrimination or breaches of housing or landlord and tenant law doesn't necessarily mean that a landlord won't pass the test. The Council will have to look at every case individually and weigh up all the circumstances when making a decision. For example, the Council will have to think about:

- What the conviction was for;
- The circumstances of the case;
- How long ago it was and whether it is spent or not;
- Whether or not it will affect the person's ability to be a good landlord;
- The risk of the same thing happening again and whether that would affect the person's duties as a Licence Holder.

In addition Middlesbrough Council will also examine evidence:

- (a) If it shows that any person associated or formerly associated with the landlord or managing agent (whether on a personal, work or other basis) has done any of the things set out in subsection (a) to (c) above, and
- (b) It appears to the council that the evidence is relevant to the question whether the landlord is a fit and proper person to be the licence holder or (as the case may be) the manager of the house.

Middlesbrough Council will consider that a person is not a fit and proper person if a banning order under section 16 of the Housing and Planning Act 2016 is in force against the person.

For the purposes of the fit and proper test Middlesbrough Council will assume, unless the contrary is shown, that the person having control of the house is a more appropriate person to be the licence holder than a person not having control of it.

Middlesbrough Council in deciding for the purposes of whether the proposed management arrangements for the house are otherwise satisfactory, will have regard (among other things) to the following considerations:

- Whether any person proposed to be involved in the management of the house has a sufficient level of competence to be so involved;
- Whether any person proposed to be involved in the management of the house (other than the manager) is a fit and proper person to be so involved; and
- Whether any proposed management structures and funding arrangements are suitable.

**Appendix 3
LICENCE CONDITIONS**

Mandatory Conditions Schedule 4 Housing Act 2004

1. Gas

If gas is supplied to the house, the Licence holder shall provide to Middlesbrough Council a Gas Safety Certificate issued within the previous 12 months at the time of the application and thereafter annually.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004.

2. Electrical Installation

The Licence Holder is required to ensure that every electrical installation in the house is in proper working order and safe for continued use; and to supply the authority, on demand, with a declaration by him as to the safety of such installations.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004.

3. Electrical appliances

The Licence holder shall keep all electrical appliances and furniture supplied in a safe condition and must provide a declaration as to their safety at the time of application and thereafter on demand.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004.

4. Furniture and furnishings

The Licence holder shall ensure that furniture and furnishings supplied by them are compliant with the Furniture and Furnishings (Fire) (Safety) Regulations 1988 (as amended 1989 and 1993) and must provide a declaration as to their safety at the time of application and thereafter on demand.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004.

5. Smoke alarms

The Licence Holder is required to ensure that a smoke alarm is installed on each storey of the house on which there is a room used wholly or partly as living accommodation and to keep any such alarm in proper working order.

The Licence Holder is required upon demand by Middlesbrough Council to supply a declaration as to the condition and positioning of such alarms.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004, The Smoke and Carbon Monoxide Alarm (England) Regulations 2015 and to comply with minimum fire safety standards LACORS.

6. Carbon Monoxide alarms

The Licence Holder is required to ensure that a carbon monoxide alarm is installed in any room in the house which is used wholly or partly as living accommodation and contains a solid fuel burning combustion appliance, and to keep any such alarm in proper working order.

The licence holder is required upon demand by Middlesbrough Council to supply a declaration as to the condition and positing of such alarms

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004, The Smoke and Carbon Monoxide Alarm (England) Regulations 2015 and to comply with minimum fire safety standards LACORS.

7. Tenant references

The licence holder must demand and obtain references for all prospective occupiers before they are offered a tenancy of the house to enable the licence holder to make an informed decision regarding occupancy of the property.

All references shall be obtained by the licence holder via the **FREE** Middlesbrough Council, tenant referencing service using the Council's approved form. A tenancy reference check will only be completed if all of the information requested has been provided and validated.

The licence holder must retain all references obtained for occupiers for the duration of this licence and must provide Middlesbrough Council, upon demand and within 14 days of that demand, a copy of pre-let reference checks along with full names and dates of birth of each occupant.

NOTE: Details of how to contact Middlesbrough Council in respect of the tenant referencing service can be found at: <https://www.middlesbrough.gov.uk/housing/landlords/selective-landlord-licensing-scheme/>

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004

8. Terms of occupation

The Licence holder shall supply to the occupiers of the house a written statement of the terms on which they occupy the property. A copy of the terms will be provided to the Council on demand.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004

Additional Conditions of Licence imposed by Middlesbrough Council

The Licence holder must ensure that the premises fully comply with the conditions set out below unless notified otherwise

9. General/Property management

The Licence holder shall ensure that:

- a) all repairs to the house or any installations, facilities or equipment within it are carried out by competent and suitably qualified person(s), for example Gas Safe registered operatives for gas appliances and an electrical contractor who is a member of an approved scheme, such as NICEIC, BSI, NAPIT, ELECSA or BRE.
- b) all occupants of the house receive written confirmation detailing arrangements in place to deal with repairs and emergencies.
- c) if the property is provided with electrical appliances, copies of user manuals will be supplied to the tenant.
- d) all occupiers are made aware of the licence and its conditions.

Reason: To safeguard the health, safety and well-being of occupants.

10. Security

The Licence holder shall ensure that:

- a) where alley gates are installed to the rear of the licensed property, tenants are made aware of how to obtain a key.

Reason: To safeguard the health, safety and well-being of occupants.

11. External areas, refuse and waste

The Licence holder shall ensure that:

- a) the tenants are instructed in their responsibilities in respect of refuse storage and disposal, to include details of what day refuse collections take place and what type of receptacle to use for household waste and recycling;

Reason: To ensure that the domestic hygiene and condition of the licensed property is maintained.

12. Training

The Licence holder and/or Manager shall undertake property management training courses or information days, where required to do so by the Council.

Reason: To enable the Council to provide licence holders with the knowledge and expertise to improve the management of their properties.

13. Management / Anti-social behaviour

The Licence holder shall take reasonable and practical steps to reduce or prevent anti-social behaviour by persons occupying or visiting the house and the use of premises for illegal purposes. The Licence holder shall:

- a) provide a written action plan to Middlesbrough Council outlining procedures for dealing with anti-social behaviour at the time of application. This must be reviewed annually, tenants made aware of it and submitted on request;
- b) provide the local authority, upon request, the full names and dates of birth of each occupant of the property;
- c) cooperate with Middlesbrough Council, Cleveland Police and other agencies in resolving complaints of anti-social behaviour or criminal activity. The Licence holder and/or their nominated Managing Agent must not ignore or fail to take action against any complaints regarding their tenants. Written records of action taken, shall be maintained and made available for inspection by an authorised officer of Middlesbrough Council on request;
- d) ensure that the appropriate authorities (namely Middlesbrough Council and Cleveland Police) are informed, where they have reason to believe that their tenant's behaviour involves criminal activity;
- e) make regular (at least quarterly) inspections of the property to ensure that the property is in a good state of repair and that the occupiers are not in breach of tenancy terms and conditions. Written records of inspections made, conditions noted and actions taken as a result shall be maintained and made available for inspection by an authorised officer of Middlesbrough Council;
- f) ensure that each tenant is made aware that they are responsible for their own behaviour and the behaviour of other occupiers and visitors.
- g) the name and contact details of the Licence holder and/or manager must be supplied to each occupier and must also be on display in a prominent place.
- h) produce on request liability insurance.

Reason: To safeguard the well-being of occupants, persons visiting the premises and persons in the immediate locality.

14. Notification / consultation of changes

The Licence holder and Managing Agent shall consult with Middlesbrough Council before making any material changes to the layout, amenity provision, fire precautions or occupation of the house. They must also inform Middlesbrough Council of:

- a) when you sell the property in order that your licence can be revoked.
- b) details of any convictions not previously disclosed to the local authority that may be relevant to the Licence holder and/or the property manager and their fit and proper person status and in particular any such conviction in respect of any offence involving fraud or dishonesty, or violence or drugs or any offence listed in Schedule 3 to the Sexual Offences Act 2003;
- c) details of any finding by a court or tribunal, not previously disclosed, against the Licence holder and /or the manager that he/she has on the grounds of sex, sexual orientation, gender reassignment, age, race, religion or belief, marital status, pregnancy, maternity, or disability in, or in connection with, the carrying on of any business;
- d) details of any contravention, not previously disclosed, on the part of the Licence holder or manager of any provision of any enactment relating to housing, public health, environmental health or landlord and tenant law which led to civil or criminal proceedings resulting in a judgment or finding being made against him/her;
- e) information about any property, not previously disclosed, the Licence holder or manager owns or manages or has owned or managed for which a local housing authority has refused to grant

a licence under Part 2 or 3 of the Act, or has revoked a licence in consequence of the Licence holder breaching the conditions of his/her licence;

- f) information about any property, not previously disclosed, the Licence holder or manager owns or manages or has owned or managed that has been the subject of an Interim or Final Management Order under the Housing Act 2004;
- g) notification of repossession/foreclosure;
- h) successful claims against the Licence holder for default of tenancy deposits;
- i) change in managing agent or the instruction of a managing agent;
- j) the undertaking of substantial works to the property, including conversions and modernisations or emergency problems relating to fire, flood or disaster and the tenants are made temporarily homeless.

Reason: To safeguard the health, safety and well-being of occupants in the event of changes during the period of the Licence and to enable the Council to decide whether the licence holder continues to be fit and proper to hold a Selective Landlord Licence.

15. Absence

The Licence holder shall have in place suitable emergency and other management arrangements in the event of their absence.

Reason: to safeguard the health, safety and well-being of occupants in the event of temporary absence of persons in control.

16. Compliance inspections

The Licence holder shall allow the Council to undertake Licence compliance checks. Council officers will give the Licence holder at least 24 hours' notice of these checks and produce valid authorisation at the time of the visit.

Reason: To ensure that the property complies with the Housing Act 2004 and Licence conditions.

APPENDIX 4

EXEMPTIONS

Properties that are exempt from requiring a licence are those that are:

1. Subject to a Prohibition Order, under Section 20 of the Housing Act 2004, that has not been suspended.
2. Business premises.
3. Houses in Multiple Occupation (HMO) that require a statutory HMO licence.
4. Tenancies for agricultural land/holdings.
5. Controlled by a local housing authority, Police authority, Fire and Rescue authority or a Health Service body.
6. Occupied solely by students undertaking a full-time course of further or higher education, and where the person managing or in control of it is the educational establishment.
7. Tenancies granted for more than 21 years and the agreement does not allow the landlord to end the tenancy earlier than the term of the lease (the property must be occupied by the original person who was granted the tenancy or members of their family).
8. The tenant is a member of the landlord's family. (The house must be the occupier's main residence. The person granting the occupancy must be the freeholder or leaseholder, which is for a period of more than 21 years. This lease must not contain a provision allowing the landlord to end the tenancy earlier than the term of the lease);
9. Tenancies or licenses granted for the occupancy of a holiday home.
10. Accommodation that the occupier shares with the landlord or licensor or a member of the landlord or licensor's family.

APPENDIX 5

FEE STRUCTURE

Fee and charging structure for the implementation of Selective Landlord Licensing in Newport ward (Newport 1).

Part 3 of the Housing Act 2004 enables the Council to require the application for a Licence to be accompanied by a fee fixed by the Council.

The Council is not permitted to make a profit from the introduction of a Selective Landlord Licensing scheme and any surplus must be ring-fenced to the scheme. The fees should, however, take account of all costs incurred in carrying out all duties under this part of the Act.

Licence Fees

To meet the costs involved in running the Selective Landlord Licensing Scheme it is proposed to charge fees of:

- £998 per Single Occupancy Household Unit

This fee has been calculated based on the cost to run the various elements of work needed to administer and enforce the scheme; the number of officers required to fulfil these tasks and the officer time needed to complete them were identified and then costed.

Where a licence is refused or revoked, the applicant or licence holder will not be entitled to any refund of fees and will be required to pay any outstanding charges linked to the application.

Applications resulting from a change in ownership of a licensed property will be charged the full standard fee.

Owners should give careful consideration to the person designated as Licence holder as licences run for a maximum of 5 years and are non-transferable. If the licence holder changes for any reason, the full licence fee is payable by the first licence holder and the new licence holder will also need to pay the full standard fee. The new licence holder will not incur a penalty charge as long as the application form, fees and documentation are received within three months of the change of ownership/manager.

Applications for licences in the last twelve months of the designation will be eligible for a reduced fee of 50% of the second payment, where properties have not been licensable prior to the 12 month deadline.





The Council will look to recoup its additional costs where landlords fail to come forward during the licensing timescales or provide incomplete applications which requires additional work from the team.

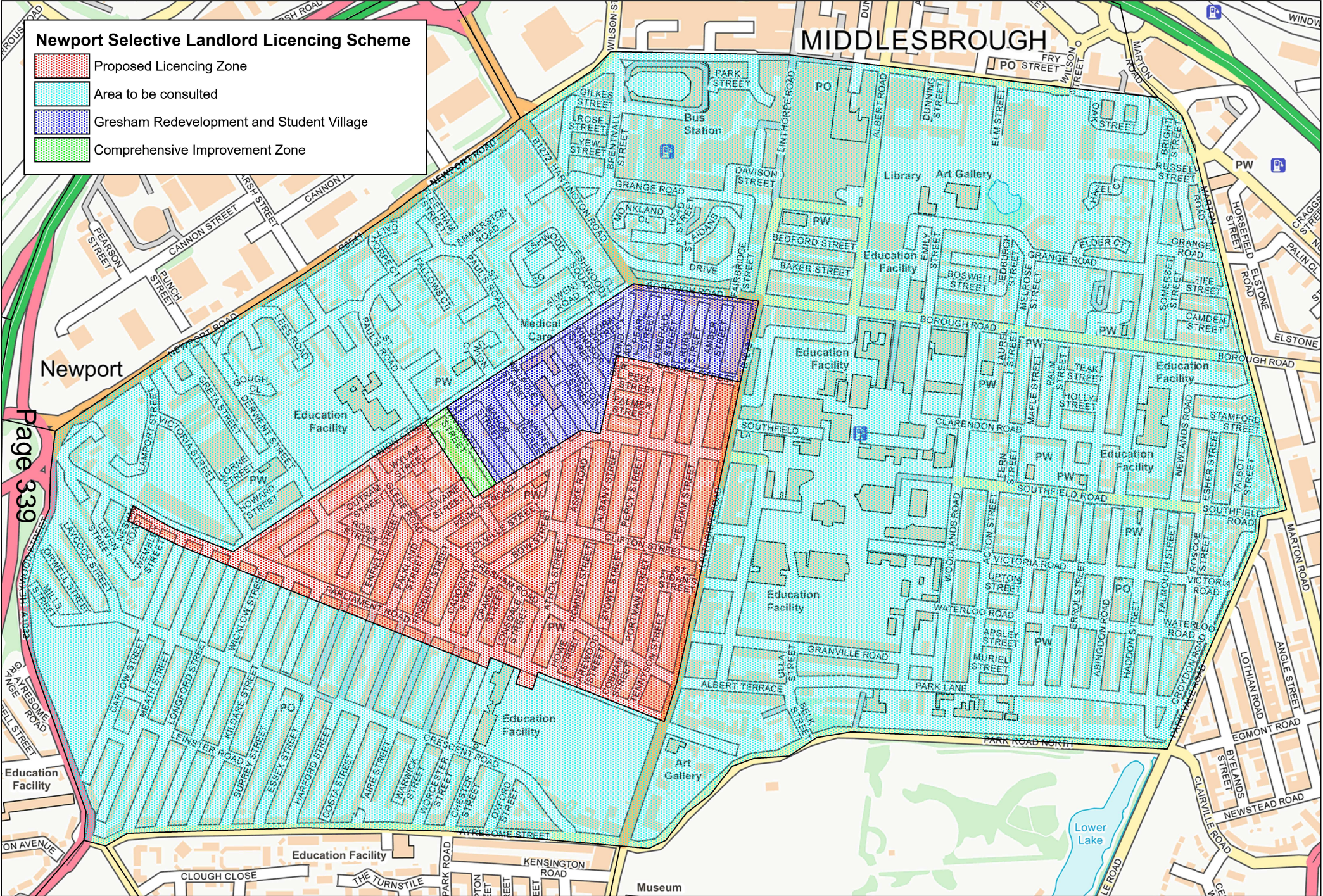
Method of Payment

This fee is divided into two payments the second only becoming payable when it is decided the landlord is fit and proper to be issued with the licence. The first £499, will be used to administer the application and fit and proper process. The second £499 will be used for the ongoing administration and the enforcement of the legislation associated with the scheme.

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Newport Selective Landlord Licencing Scheme

-  Proposed Licencing Zone
-  Area to be consulted
-  Gresham Redevelopment and Student Village
-  Comprehensive Improvement Zone



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FIT AND PROPER PERSON CHECKS

Middlesbrough Council, for the purposes of deciding whether to grant or refuse an application for a licence under section 88(3) (a) or (c) of the Housing Act 2004, will (among other things) have regard to the evidence that the person is a fit and proper person to be the licence holder or (as the case may be) the manager of the house. Middlesbrough Council will evaluate and take into account any evidence of:

- (a) They have committed any offence involving fraud or other dishonesty, or violence or drugs, or any offence listed in Schedule 3 to the Sexual Offences Act 2003 (c. 42) (offences attracting notification requirements);
- (b) Practised unlawful discrimination as defined in the Equality Act 2010 on the grounds of sex, sexual orientation, gender reassignment, age, race, religion or belief, marital status, pregnancy, maternity, or disability in, or in connection with, the carrying on of any business; or
- (c) Contravened any provision of the law relating to housing or landlord and tenant law.

A criminal conviction or evidence of unlawful discrimination or breaches of housing or landlord and tenant law doesn't necessarily mean that a landlord won't pass the test. The Council will have to look at every case individually and weigh up all the circumstances when making a decision. For example, the Council will have to think about:

- What the conviction was for;
- The circumstances of the case;
- How long ago it was and whether it is spent or not;
- Whether or not it will affect the person's ability to be a good landlord;
- The risk of the same thing happening again and whether that would affect the person's duties as a Licence Holder.

In addition Middlesbrough Council will also examine evidence:

- (a) If it shows that any person associated or formerly associated with the landlord or managing agent (whether on a personal, work or other basis) has done any of the things set out in subsection (a) to (c) above, and
- (b) It appears to the council that the evidence is relevant to the question whether the landlord is a fit and proper person to be the licence holder or (as the case may be) the manager of the house.

Middlesbrough Council will consider that a person is not a fit and proper person if a banning order under section 16 of the Housing and Planning Act 2016 is in force against the person.

For the purposes of the fit and proper test Middlesbrough Council will assume, unless the contrary is shown, that the person having control of the house is a more appropriate person to be the licence holder than a person not having control of it.

Middlesbrough Council in deciding for the purposes of whether the proposed management arrangements for the house are otherwise satisfactory, will have regard (among other things) to the following considerations:

- Whether any person proposed to be involved in the management of the house has a sufficient level of competence to be so involved;
- Whether any person proposed to be involved in the management of the house (other than the manager) is a fit and proper person to be so involved; and
- Whether any proposed management structures and funding arrangements are suitable.



Middlesbrough Council Selective Landlord Licensing Conditions

(Housing Act 2004)

Mandatory Conditions Schedule 4 Housing Act 2004

1. Gas

If gas is supplied to the house, the Licence holder shall provide to Middlesbrough Council a Gas Safety Certificate issued within the previous 12 months at the time of the application and thereafter annually.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004.

2. Electrical Installation

The Licence Holder is required to ensure that every electrical installation in the house is in proper working order and safe for continued use; and to supply the authority, on demand, with a declaration by him as to the safety of such installations.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004.

3. Electrical appliances

The Licence holder shall keep all electrical appliances and furniture supplied in a safe condition and must provide a declaration as to their safety at the time of application and thereafter on demand.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004.

4. Furniture and furnishings

The Licence holder shall ensure that furniture and furnishings supplied by them are compliant with the Furniture and Furnishings (Fire) (Safety) Regulations 1988 (as amended 1989 and 1993) and must provide a declaration as to their safety at the time of application and thereafter on demand.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004.

5. Smoke alarms

The Licence Holder is required to ensure that a smoke alarm is installed on each storey of the house on which there is a room used wholly or partly as living accommodation and to keep any such alarm in proper working order.

The Licence Holder is required upon demand by Middlesbrough Council to supply a declaration as to the condition and positioning of such alarms.

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004, The Smoke and Carbon Monoxide Alarm (England) Regulations 2015 and to comply with minimum fire safety standards LACORS.

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The licence holder must demand and obtain references for all prospective occupiers before they are offered a tenancy of the house to enable the licence holder to make an informed decision regarding occupancy of the property.

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NOTE: Details of how to contact Middlesbrough Council in respect of the tenant referencing service can be found at: <https://www.middlesbrough.gov.uk/housing/landlords/selective-landlord-licensing-scheme/>

Reason: Mandatory condition required by Schedule 4 of the Housing Act 2004

8. Terms of occupation

The Licence holder shall supply to the occupiers of the house a written statement of the terms on which they occupy the property. A copy of the terms will be provided to the Council on demand.

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- d) ensure that the appropriate authorities (namely Middlesbrough Council and Cleveland Police) are informed, where they have reason to believe that their tenant's behaviour involves criminal activity;
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Equality Impact Assessment Level 1: Initial screening assessment

Subject of assessment:	Selective Licensing Evaluation Of Newport 1 & designation of Newport 1 for SLL.			
Coverage:	Evaluation and designation of the selective landlord licensing scheme in the Newport ward.			
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 type="checkbox"/>
It is driven by:	Legislation:	<input type="checkbox"/>	Local or corporate requirements:	<input checked="" type="checkbox"/>
Description:	To evaluate the effectiveness and use powers within the Housing Act 2004 to designate the area of Newport 1 for Selective Landlord Licensing of privately rented properties over a period of 5 years, with the aim of improving the social and economic standards for all local stakeholders, reversing issues of low demand, reducing anti-social behaviour and improving property management standards.			
Live date:	June 2024			
Lifespan:	5 years (June 2029)			
Date of next review:	12-18 months following implementation to check progress against outcomes framework, and to consider whether the schemes may be expanded to other wards affected by similar issues of low demand.			

Screening questions	Response			Evidence
	No	Yes	Uncertain	
Human Rights Could the decision impact negatively on individual Human Rights as enshrined in UK legislation?*	√	<input type="checkbox"/>	<input type="checkbox"/>	It is considered that the implementation of the schemes will not have an unjustified or disproportionate adverse impact upon any of the stakeholder groups affected by the schemes.
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 type="checkbox"/>	<input type="checkbox"/>	It is considered that the implementation of the schemes will not have an adverse differential impact on groups or individuals with characteristics protected in UK equality law, or other commonly disadvantaged groups.
Community cohesion Could the decision impact negatively on relationships between different groups, communities of interest or neighbourhoods within the town?*	√	<input type="checkbox"/>	<input type="checkbox"/>	It is considered that implementation of the schemes will have a positive impact upon community cohesion in respect of stabilising the area and enabling better relationships between different groups and communities of interest in the designated area.
Next steps: <ul style="list-style-type: none"> ➤ If the answer to all of the above screening questions is No then the process is completed. ➤ If the answer of any of the questions is Yes or Uncertain, then a Level 2 Full Impact Assessment must be completed. 				

Assessment completed by:	Louise Kelly	Head of Service:	Judith Hedgley
Date:		Date:	

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

MIDDLESBROUGH COUNCIL	
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Report of:	Executive Director of Children’s Services
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Relevant Executive Member:	Executive Member for Children’s Services - Cllr Zafar Uddin
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Submitted to:	Executive
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Date:	20 December 2023
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Title:	SHiFT Programme
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Report for:	Decision
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Status:	Public
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Strategic priority:	Children and young people
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Key decision:	Yes
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Why:	Decision(s) will incur expenditure or savings above £250,000
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Subject to call in?:	Yes
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Why:	Not Urgent
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Proposed decision(s)
<p>The report requests that Executive :</p> <ul style="list-style-type: none"> • Approves the partnership with SHiFT and the opportunity this presents to offer intensive multidisciplinary support for the most vulnerable children caught in cycles of crime and exploitation in the area. • Authorises receipt of grant funding to the Council from SHiFT sourced from the Department for Levelling Up, Housing and Communities totalling £600,000 over three years. Funding would be received on signature of a Partnership Agreement with SHiFT, the timeline for which is March/April 2024. • Approves match investment from the Council to enable the creation of the new SHiFT Practice totalling £556,347 over three years. This will be approval in principle for inclusion in the 2024/25 to 2026/27 MTFP and to be funded as a transformation initiative from Flexible Use of Capital Receipts. The initiative will be included in the Flexible Use of Capital Receipts strategy which will be tabled for Council approval in

February 2024.

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

Executive summary

The report provides details about an opportunity for Middlesbrough Council to enter a partnership with SHiFT, a national charity that aims to shift practice to improve outcomes for young people who are involved in or at risk of involvement in crime and/or risk-taking behaviours. The report sets out the opportunity this presents for Middlesbrough and its young people, along with anticipated outcomes of the programme and the financial implications.

An Executive decision is required to approve the partnership and the funding commitment to progress this initiative, for commencement in April 2024 and ongoing for three years.

1. Purpose

To seek approval of a new three-year partnership with SHiFT, a youth justice charity, that will create a new SHiFT Practice hosted by Children's Services within the Council. The Practice will work intensively across two, 18-month Programmes with children and young people caught up in, or at highest risk of, cycles of crime and exploitation. The costs of the partnership are supported by the sum of £600,000 which SHiFT has secured from the Department for Levelling Up, Housing & Communities, alongside the match funding of £556,347 investment from the Council.

2. Recommendations

That the Executive

- Approves the partnership with SHiFT and the opportunity this presents to offer intensive multidisciplinary support for the most vulnerable children caught in cycles of crime and exploitation in the area.
- Authorises receipt of grant funding to the Council from SHiFT sourced from the Department for Levelling Up, Housing and Communities totalling £600,000 over three years. Funding would be received on signature of a Partnership Agreement with SHiFT, the timeline for which is March/April 2024.
- Approves match investment from the Council to enable the creation of the new SHiFT Practice totalling £556,347 over three years. This will be approval in principle for inclusion in the 2024/25 to 2026/27 MTFP and to be funded as a transformation initiative from Flexible Use of Capital Receipts. The initiative will be included in the Flexible Use of Capital Receipts strategy which will be tabled for Council approval in February 2024.

3. Rationale for the recommended decision(s)

SHiFT is an innovative organisation, founded in 2019, with a track record for delivering exceptional outcomes that break the destructive cycle of children caught up in, or at risk of, crime. The Department for Levelling Up, Housing and Communities is supporting and funding the national scale and spread of SHiFT. The Department brokered an introduction between SHiFT and Middlesbrough Council. The Department is keen for the area to receive support and funding from SHiFT to bolster efforts to improve outcomes for the area's children and young people, noting local challenges relating to Serious Youth Violence and the number and experiences of children in Local Authority care.

SHiFT would offer 18 months of 1-1 intensive support for the 54 most vulnerable children and young people in Middlesbrough (up to the age of 25) over three years. The total cost of the partnership is £1.156m over three years. £600,000 of the sum needed would be provided by SHiFT with a match investment of £556,347 over the same period from the Council. Investment required from the Council amounts to approximately £11,000 per child for an 18-month Programme. This represents good value for money given the highly complex needs of this vulnerable group and the intensity and expertise of the work SHiFT will deliver. The current practitioners will be able to transfer these complex cases to SHiFT workers, providing them with greater capacity to work with more children and young people, and SHiFT support will be delivered at much lower cost to the Council because employment of SHiFT staff is substantially subsidised by grant funding. Further, SHiFT has an evidenced track record for delivering exceptional outcomes and in year cost savings and cost avoidance through, for example, reducing reliance on high-cost placements, avoiding children being remanded in custody, and supporting children to return to mainstream education from alternative provision. Specific targets for cost savings will be set with SHiFT and monitored on a quarterly basis through shared governance once the children for SHiFT support have been identified.

Estimated cost savings based on changes SHiFT has brought about elsewhere for each 18-month SHiFT Programme working with 27 children include:

	Cost Avoided (£)
50% reduction in number of arrests (based on an average across existing Practices of 84 arrests in the 18-month period prior to working with SHiFT)	34,692
70% reduction in number of missing episodes (based on an average across existing Practices of 68 missing episodes in the 18-month period prior to working with SHiFT)	60,690
5 children closed to Children's Social Care (cost avoided assuming 12 months being closed to Children's Social Care)	26,030
5 permanent exclusions prevented	62,500
3 children prevented from remand into custody (assuming 3 months on remand)	54,476
5 children stepped down from high-cost placements (e.g. £15,000 per week) into more suitable, lower cost alternatives (e.g. £7,000 per week)	2,080,000
Total Cost avoided across an 18-month period	2,318,388

4. Background and relevant information

A decision is required because this would be a new collaboration, with associated new spend, which positively contributes to our priorities for Children and Young People. Introduction of SHiFT in Middlesbrough will improve outcomes for children and young people and reduce costs.

Following discussion between the Executive Director of Children's Services and the Chief Executive of SHiFT, a short paper was prepared and reviewed from a financial perspective – Appendix 1. Thereafter, following presentations by SHiFT, the proposal was discussed and supported by the Leadership Management Team and the Department Management Team. Examples of evaluation evidence from SHiFT has been reviewed.

Further background is as follows:

4.1 Context

SHiFT describe themselves in the following way:

SHiFT exists to break the destructive cycle of children and young people caught up in, or at risk of, crime. The approach seeks to transform policy and practice in how young people in these circumstances are seen and supported.

Despite the best efforts of dedicated professionals, many young people and their families do not get the support they need to move to a place of safety and strength. Too often, current responses to harm and offending exacerbate crisis, compound disadvantage, and deepen harmful cycles. Services and systems are experienced as piecemeal and uncoordinated, with artificial thresholds that create damaging cracks, gaps, and cliff edges. The system has been designed through the lens of disconnected problems rather than the interconnected needs of people and their communities.

This is especially true for teenagers, who are the fastest growing group in both child protection and care. As the Independent Review of Children's Social Care put it,

'Government departments and safeguarding partners have failed to have an effective response to the risks that teenagers face. Different parts of the children's social care, police, education, justice, and health systems are responding differently to the same teenagers. Accountability for keeping these teenagers safe is lacking.'

SHiFT sets out to change this for the children we work with and for the systems that currently work with them.

Using the Breaking Cycles approach, SHiFT wants every child and young person caught up in, or at risk of, crime, to have one intensive, high-quality, trusting, and persistent professional relationship through which most of their needs are met: a flexible, tailored, and tenacious relationship through which professionals do whatever it takes to set children and young people up for the safe and bright futures they deserve. SHiFT Practices are 'insider-outsiders', working from within existing services (children's services, public health, policing and criminal justice, education, housing) as well as working outside, as part of the national SHiFT change-making community.

SHiFT Practices change policy and practice one conversation at a time, infiltrating existing systems and modelling a different threshold-free and aspiration-led way of working and positioning alongside children. When skilled practitioners see, do and talk differently, they surface new possibilities and approaches which have powerful, positive domino effects in systems and the lives of children and young people.

SHiFT was set up in 2019, with an objective to demonstrate and embed opportunities for more impactful and cost-effective approaches to breaking the cycle of offending and supporting behaviour change in children and young people, alongside driving wholesale system change in how society perceives and supports the children we work with.

SHiFT is chaired and was co-founded by Josh MacAlister, who also chaired the recently concluded Independent Review of Children's Social Care.

4.2 What will SHiFT look like in Middlesbrough?

A SHiFT Practice consists of five SHiFT practitioners (four Guides and one Lead Guide) and a Practice Coordinator. SHiFT Guides are highly skilled practitioners, who have significant experience of working with some of the country's most vulnerable children in complex circumstances. Guides come from a range of professional backgrounds, including social work, youth offending, education, the probation service, and healthcare. Each Practice supports around 27 children. They work alongside and across the statutory system, ensuring duplication is avoided and scarce resources are directed and purposeful. Colleagues who form SHiFT Practices are all employed by the Local Authority in which they are based, and our Partnership Agreement makes clear that it is the responsibility of each Local Authority to ensure that safeguarding risks are being properly managed within their own safeguarding procedures.

Assuming approval of this report, scoping would complete in December 2023, with new roles advertised and new local governance (a Local SHiFT Board) created in February 2024, and a target date for Practice launch (to meet DLUHC grant funding deadlines) of April 2024.

4.3 Evidence of Impact

SHiFT has a strong and growing track record of exceptional practice that is breaking cycles of crime with and for the most vulnerable children: [SHiFT is a learning organisation | SHiFT \(shiftuk.org\)](https://www.shiftuk.org).

SHiFT is laser focused on impact. Our desired outcomes for children are detailed below.

Administrative data is collected and reviewed monthly to track children's progress against SHiFT's outcomes. This includes analysis of missing episodes, educational provision, and Children's Social Care status. Each SHiFT Practice tailors its focus to maximise the contribution it makes to local strategic objectives, and measures/metrics are agreed as a part of our Partnership Plan to reflect these objectives in addition to SHiFT core outcomes. A strategic focus on reducing placement cost, for example, would therefore lead to that being tracked across the cohort of children supported by SHiFT and monitored monthly through Partnership meetings and quarterly through shared local governance (Local SHiFT Board).

Exceptional practice with the group of children SHiFT works with, readily saves and avoids costs. It:

- improves children's safety and wellbeing.
- enables children to be stepped down from high intensity interventions.
- reduces the need for high-cost placements.
- returns children to mainstream education.
- reduces seriousness and intensity of offending.

Economic analysis of SHiFT's work conducted in 2022 by Cornish & Grey found that for each child considered, costs avoided in the next five years by breaking cycles of crime now ranged from £1.8m to £164,000. SHiFT costs £21,000 per child for 18 months. For every £1 spent on SHiFT £8 is saved over 5 years. See further: shiftuk.org/sites/default/files/2022-07/SHiFT_Evaluation_Findings.pdf.

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

There is no other organisations which create partnerships with Local Authorities in the way envisaged, with grant funding available through the Department for Levelling Up, Housing and Communities.

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

If approval of this proposal for Middlesbrough Council to partner with SHiFT is not provided, this programme will not be progressed. We will not be able to access the grant funding or improve the outcomes for children and young people who are caught in cycles of crime and exploitation. Further, it will not provide an opportunity for cost avoidance and savings.

6.1 Financial (including procurement and Social Value)

SHiFT Practices are supported by shared investment from SHiFT and the local communities / organisations that host them. In relation to Middlesbrough, SHiFT has secured funding from the Department for Levelling Up, Housing and Communities. If agreed, we would also seek to secure a contribution from the Cleveland Violence Reduction Unit.

With a view to urgently reducing overall spending across the Council in this and the next financial year, SHiFT would contribute higher proportions of the Practice's costs in the next two financial years.

Funding pledged and needed, assuming a Practice launch in April 2024, would therefore be as follows:

	2024/25 £	2025/26 £	2026/27 £
Staff costs	294,311	294,311	294,311
Non staff costs	91,138	91,138	91,138
Total costs	385,449	385,449	385,449
Costs secured	250,000	250,000	100,000
LA/VRU contribution	135,449	135,449	285,449
Cost per child per year to LA/VRU	5,000	5,000	10,600

A more detailed budget for each financial year is:

Staff pay costs per annum	Salary £	With Oncost £	Per annum £
SHiFT Lead Guide	44,624 - 45,648	64,663	64,663
SHiFT Guide x 4	33,486 - 38,553	50,662	202,648
SHiFT Coordinator	20,444 – 21,695	27,000	27,000
Total staff pay costs			294,311
Non-staffing costs			
Child's & Young Person's Resource – to pay for enrichment activities for 27 young people @ £2,000 per child over the course of 18 months			36,000
Staff training, travel and stationery			20,000
Contribution to national SHiFT Programme			30,000
Other Programme costs, including IT equipment			5,138
Total non-pay costs			91,138
Total SHiFT Practice costs			385,449

In summary, the financial cost to Middlesbrough Council of implementing the SHiFT programme for three years totals £600,000. There are several anticipated non-financial benefits for the cohort of children who will be supported by SHiFT (as listed in Section 3 above), namely in relation to improved outcomes and reduction in missing episodes and criminality. There are also projected financial benefits from implementing the programme, relating to cost avoidance. Projections which are based on SHiFT's work with other local authorities indicate that a cost avoidance of £2,318,388 could be achieved over an 18-month period. While it is anticipated that Middlesbrough Council is likely to achieve cost avoidances in excess of this figure over the three-year period, it is not possible to extrapolate a figure which is double this amount, as it is anticipated that initially there will be a transitional and bedding-in period within the programme, while the new relationships are being developed between the children and their SHiFT Practitioners. Specific targets for cost savings will be set with SHiFT and monitored on a quarterly basis through shared governance once the children for SHiFT support have been identified. Currently an initial target of £400,000 has been included as a proposed budget saving for 2024/25 as part of the 2024/25 budget & MTFP refresh report to this Executive. There are also links to other proposed budget savings for Children's Care.

This report is seeking a decision to enter into a collaboration with SHiFT, as outlined above. SHiFT are the only provider of this type of support. Therefore, the service will not procure this support but will enter into a partnership arrangement with SHiFT governed by a partnership agreement. In addition, there will be a data sharing agreement in place to ensure that personal data is managed correctly and that the necessary indemnities are in place. Further details are provided in the Legal Section 6.2 below.

6.2 Legal

Assuming approval of this proposal, a Memorandum of Understanding will be agreed by the parties to structure working relationships appropriately during the scoping and mobilisation of the new Practice. SHiFT provides a template agreement for this purpose which would be fully reviewed by the Council's legal team, before signing.

A Data Processing Information Agreement will also be prepared to create a compliant framework for data sharing.

Upon launch of the SHiFT Practice a Partnership Agreement will be signed by the parties with a three-year term. SHiFT provides a template agreement for this purpose which would be fully reviewed by the Council's legal team, before signing.

SHiFT Practice staff will be employed by the Local Authority ensuring full compliance with all relevant legislation.

6.3 Risk

In relation to risk that Practice does not deliver benefits as intended, the Partnership Agreement provides for termination of the partnership on notice or without notice in exceptional circumstances.

Key mitigations in relation to operational risk to children/families and associated reputational risks include regular oversight through the Local SHiFT Board chaired by the Executive Director of Children's Services to ensure the programme is delivered as intended and any emerging issues are swiftly addressed.

SHiFT meets all Charity Commission governance requirements, with a Board of Trustees (who meet quarterly) and specialist sub-Committees. SHiFT has a clear, regularly reviewed and communicated safeguarding policy and critical incident notification process.

6.4 Human Rights, Public Sector Equality Duty and Community Cohesion

There are no human rights, equality or data protection issues arising as a result of the recommendations in this report.

6.5 Climate Change / Environmental

There are no Climate Change / Environmental issues arising as a result of the recommendations in this report.

6.6 Children and Young People Cared for by the Authority and Care Leavers

If the proposal is approved, SHiFT will be working with some looked after children and young people and care leavers to improve their outcomes and mitigate risk factors.

6.7 Data Protection / GDPR

A Data Protection Information Agreement will be prepared to ensure a compliant framework for sharing Council data with SHiFT.

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

Action	Responsible Officer	Deadline
Assuming approval of this report, scoping will be completed, and new roles advertised.	Dr Amy Ludlow, Chief Executive, SHiFT Joe Tynan, Executive Director of Children's Services, Middlesbrough Council	31/12/2023
Assuming approval of this report, a new local governance (Local SHiFT Board) will be created	Dr Amy Ludlow, Chief Executive, SHiFT Joe Tynan, Executive Director of Children's Services, Middlesbrough Council	28/2/2024
Assuming approval of this report, there is a target date for Practice launch (to meet DLUHC grant funding deadlines) of April 2024	Dr Amy Ludlow, Chief Executive, SHiFT Joe Tynan, Executive Director of Children's Services, Middlesbrough Council	30/4/2024

Appendices

1	SHiFT Middlesbrough – finance paper
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Background papers

Body	Report title	Date
none		

Contact: Joe Tynan, Executive Director of Children's Services
Email: Joe_Tynan@middlesbrough.gov.uk

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A System Changing Partnership Opportunity

Dr Amy Ludlow, Chief Executive, SHiFT

Joe Tynan, Executive Director of Children's Services, Middlesbrough Council

Context

Growing up is risky business. If, during this critical period of transition, children and young people do not have the right foundations and support, they can become caught up in worsening cycles of harmful behaviour - becoming exploited or exploiting others, and causing serious, sometimes devastating damage, to themselves or others. The cost to children, families and the taxpayer is enormous. By getting it right, and breaking cycles for good, the opportunity for preventing harm and realising savings is compelling.

SHiFT was set up in 2019, with an objective to demonstrate and embed opportunities for more impactful and cost-effective approaches to breaking the cycle of offending and supporting behaviour change in children and young people, alongside driving wholesale system change in how society perceives and supports children caught in cycles of crime and exploitation. SHiFT is chaired and was co-founded by Josh MacAlister, who also chaired the recently concluded Independent Review of Children's Social Care.

The SHiFT Programme is based on the Breaking Cycles model, devised by Sophie Humphreys OBE, another of SHiFT's co-founders. Using the Breaking Cycles approach, SHiFT wants every child and young person caught up in, or at risk of, crime, to have one intensive, high-quality, trusting, and persistent professional relationship through which most of their needs are met: a flexible, tailored, and tenacious relationship through which professionals do whatever it takes to set children and young people up for the safe and bright futures they deserve.

To that end, SHiFT is creating and scaling high impact 'insider-outsider' Practices across England – highly skilled multidisciplinary practice teams who are employed within Local Authorities but are intensively supported by a national SHiFT team and work to the SHiFT practice model. To date, SHiFT has partnered with: Kingston & Richmond, Greenwich, Bexley, Tameside, and Manchester.

A typical SHiFT Practice works with the 27 children in each local area who keep professionals awake at night. Children supported by SHiFT are aged up to 25 and are caught up in, or at greatest risk of, cycles of crime. Indicators of this include professional concern about criminal or sexual exploitation; police intelligence including relating to gangs or Serious Youth Violence; frequent or long periods of going missing from home; low school attendance or experiences of being excluded, suspended, and/or attending alternative provision; involvement of Children's Social Care, including children who are at the edge of care or where there is instability in where they are living. Children supported by SHiFT are the children for whom, despite the best efforts of many professionals, things are getting worse rather than better. Once identified and invited for SHiFT support, children are supported intensively by their Guide for at least 18 months. Their Guide works with everyone important in their life, staying with them wherever they are and wherever they go, unconstrained by artificial barriers, such as age limits, service thresholds or Local Authority borders.

SHiFT Middlesbrough

The Department for Levelling Up, Housing and Communities is supporting SHiFT's scale and spread, starting with the creation of four new SHiFT Practices in four of the 23 Levelling Up priority areas. SHiFT has secured more than half of the costs (an investment of £600k) to deliver two 18-month SHiFT Programmes at each Practice.

In March 2023, the Department introduced SHiFT to Middlesbrough, keen, given the area's needs, for this to be our first Practice supported by the Department. An initial visit to Middlesbrough by SHiFT, hosted by Community Safety colleagues, supported the building of a shared early understanding of need and opportunity for collaboration, noting especially the high number of children in Middlesbrough who are in the care of the local authority, the area's significant

APPENDIX 1

needs relating to Serious Youth Violence, and the significant financial challenges facing the Council with the related need for high impact cost-saving innovation.

With Joe Tynan's appointment as Executive Director of Children's Services, and the work Joe and SHiFT did together in Bexley, which is preventing and avoiding costs, including in relation to placements, we now wish to progress, at pace, the opportunity for a DLUHC supported SHiFT Practice in Middlesbrough.

Finances

SHiFT Practices are supported by shared investment from SHiFT and the local communities that host them. In relation to Middlesbrough, SHiFT has secured funding from the DLUHC. We would also work with Council colleagues to secure a contribution from the Cleveland Violence Reduction Unit, as we have done in Greater Manchester. Mindful of the particular urgency of reducing overall spending across the Council in this and the next financial year, we would propose to contribute higher proportions of the Practice's costs in the next two financial years. Funding pledged and needed, assuming a Practice launch in April 2024, would therefore be as follows:

	2024/25	2025/26	2026/27
Staff costs	£294,311	£294,311	£294,311
Non staff costs	£91,138	£91,138	£91,138
Total costs	£385,449	£385,449	£385,449
Costs secured	£250,000	£250,000	£100,000
LA/VRU contribution	£135,449	£135,449	£285,449

A more detailed budget for each financial year is:

Staff pay costs per annum	Salary	With Oncost	Per annum
SHiFT Lead Guide	£44,624 - £45,648	£64,663	£64,663
SHiFT Guide x 4	£33,486 - £38,553	£50,662	£202,648
SHiFT Coordinator	£20,444 – £21,695	£27,000	£27,000
Total staff pay costs			£294,311
Non-staffing costs			
Child's & Young Person's Resource – to pay for enrichment activities for 27 young people @ £2,000 per child over the course of 18 months			£36,000
Staff training, travel and stationery			£20,000
Contribution to national SHiFT Programme			£30,000
Other Programme costs, including IT equipment			£5,138
Total non-pay costs			£91,138
Total SHiFT Practice costs			£385,449

Evidence of Impact

SHiFT has a strong and growing track record of exceptional practice that is breaking cycles of crime with and for the most vulnerable children: [SHiFT is a learning organisation | SHiFT \(shiftuk.org\)](https://www.shiftuk.org).

Exceptional practice with the group of children SHiFT works with, readily saves and avoids costs.

- improves children's safety and wellbeing.
- enables children to be stepped down from high intensity interventions.
- reduces the need for high-cost placements.
- returns children to mainstream education.
- reduces seriousness and intensity of offending.

APPENDIX 1

Economic analysis of SHiFT’s work conducted in 2022 by Cornish & Grey found that for each child considered, costs avoided in the next five years by breaking cycles of crime now ranged from £1.8m to £164k. SHiFT costs £21k per child for 18 months. For every £1 spent on SHiFT £8 is saved over 5 years.

See further: [shifuk.org/sites/default/files/2022-07/SHiFT Evaluation Findings.pdf](https://shifuk.org/sites/default/files/2022-07/SHiFT%20Evaluation%20Findings.pdf).

SHiFT is laser focused on impact. Our desired outcomes for children are:



Administrative data is collected and reviewed monthly to track children’s progress against SHiFT’s outcomes. This includes analysis of missing episodes, educational provision, and Children’s Social Care status. Each SHiFT Practice tailors its focus to maximise the contribution it makes to local strategic objectives, and measures/metrics are agreed as a part of our Partnership Plan to reflect these objectives in addition to SHiFT core outcomes. A strategic focus on reducing placement cost, for example, would therefore lead to that being tracked across the cohort of children supported by SHiFT and monitored monthly through Partnership meetings and quarterly through shared local governance (Local SHiFT Board).

Next Steps

With your support, we would like to progress informal internal discussion and relationship building between SHiFT and Middlesbrough Council, strengthening our shared vision for partnership, with a view to tabling a formal paper. Meeting to be convened in Middlesbrough by 27th October 2023. Our goal is to launch the Practice in April 2024 with key milestones between now and then:

Date	Milestone
October 2023-mid November 2023	Partnership scoping – Scoping Report and Practice Proposal Form completed and approved by LMT and SHiFT Board of Trustees.
Mid November 2023-end of December 2023	Practice mobilisation – Partnership Plan completed and approved, principles for children identification and invitation agreed, job descriptions agreed and advertised
Mid February 2024	Long listing of children begins
Early March 2024	Staff recruitment completed
April 2024	Practice launch – staff in post, children shortlisted
Early July 2024	Practice launch event

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MIDDLESBROUGH COUNCIL	
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Report of:	Interim Director of Finance (s151 Officer)
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Relevant Executive Member:	Elected Mayor of Middlesbrough Executive Member for Finance and Governance
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Submitted to:	Executive
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Date:	20 December 2023
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Title:	2024/25 Budget and Medium Term Financial Plan (MTFP) Update 2024/25 to 2026/27
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Report for:	Decision
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Status:	Public
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Strategic priority:	All
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Key decision:	Not applicable
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Why:	Not applicable
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The decisions in this report are to progress the development of the budget and MTFP for which the Council will take the final decisions in February 2024.

Subject to call in?:	Not applicable
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Why:	The approval of the budget and MTFP will be taken by Council in February 2024
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Proposed decision(s)

The report provides an update to the Executive on the budget and Medium Term Financial Plan (MTFP) development process for 2024/25 to 2026/27 that will conclude with consideration and approval of the budget by Council in February 2024. The recommendations in this report are for formal noting and endorsing by Executive of a range of budget proposals aimed to balance the budget to go out to public consultation. These are detailed in paragraph 2.

Executive summary

There is a legal requirement upon all members of the Council to set a balanced General Fund Budget for 2024/25 by 11 March 2024. In addition, it is a Best Value requirement to secure the financial recovery and return to financial sustainability of the Council through setting a balanced 3-year MTFP over the period to 2026/27.

It should be noted that the Council's financial position remains critical, and it is necessary to identify, approve, and implement a range of budgetary control measures at significant scale to return to a financially sustainable position where the annual expenditure of the Council remains within its annual income over the medium term. Achieving financial sustainability is essential to enabling the Council to succeed in delivering improved services and outcomes for the people of Middlesbrough in the medium to long term.

The risk of the s151 Officer being required to issue a s114 Notice under s114(3) of the Local Government Finance Act 1988 remains in the event that the Council is unable to set a legally balanced budget for 2024/25. The adverse consequences of issuing a section 114 notice are significant and are set out in more detail in paragraphs 4.132 to 4.135.

Middlesbrough Council continues to operate in a volatile and challenging economic and financial environment. Like many local authorities, the Council is experiencing significant financial challenges because of continuing high inflation, increasing demand, and complexity of need for services for the most vulnerable in the community, primarily adult and children's social care, home to school transport, homelessness, and waste disposal, for which it is required to meet its statutory responsibilities.

The Executive last considered the MTFP in August 2023. Since then, assumptions have been revised based upon new information and further work to validate demand and cost models for high spending areas and taking account of financial performance over the period to 31 October 2023 including the 2024/25 anticipated impact of current year financial performance.

A range of factors impacting the financial position are outside of the Council's control and are subject to change prior to final budget setting by the Council in February 2024, and of particular importance is the Government's position in relation to levels of grant available to local authorities that will be announced in the provisional Local Government Finance Settlement (LGFS) that is expected on or around the 19 December 2023.

This report:

- provides an update on the national and local context in which the Council is developing its Council Plan and MTFP (paragraphs 4.25 to 4.44)
- takes account where possible, of announcements made in the Chancellor's Autumn Statement 2023 on 22 November 2023 and the Local Government Finance Policy Statement 2024/25 issued by Department for Levelling Up,

Housing & Communities (DLUHC) on 5 December 2023 (paragraphs 4.56 and 4.57)

- updates Members on progress in developing the Council's General Fund Budget for 2024/25 and its MTFP for the three-year period 2024/25 to 2026/27 alongside the development of the new Council Plan which reflects the Elected Mayor's priorities over this period (paragraphs 4.64 to 4.105)
- **seeks Executive endorsement** to enter into consultation on budget proposals that will deliver expenditure savings and income growth over the period totalling £14.038m in 2024/25 rising to £21.088m in 2026/27, which potentially will result in a reduction of approximately 75 FTE posts, however in the areas affected there are currently 180 vacant posts. Also there will be an increase of 15 FTE posts required to implement some of the proposals (paragraphs 4.110 to 4.112 and Appendices 1 and 2)
- **seeks Executive endorsement** of growth proposals totalling £2.219m in 2024/25, in relation to undeliverable/delayed savings and revision of Mayoral priorities (paragraphs 4.107 to 4.109 and Appendices 3 and 4)
- **seeks Executive endorsement** to enter into consultation on the proposed total Council Tax increase of 4.99% for 2024/25 (comprising of a 2.99% increase in general Council Tax and a 2% Adult Social Care Precept), in line with the referendum limits announced by the Government (paragraphs 4.71 to 4.73)
- updates Members on the remaining budget gap of £6.279m in relation to 2024/25, with a further £1.596m in 2025/26, and a further £0.305m in 2026/27, after taking account of all current proposals. (paragraphs 4.115 and 4.116)
- updates Members on the further measures that will be taken to set a balanced budget in order to prevent the need for a s114 Notice to be issued by the s151 Officer, including:
 - the progress in developing a Transformation Programme to support the achievement of financial recovery and financial sustainability over the medium term (paragraphs 4.118 to 4.123)
 - the intention to make an application to DLUHC for Exceptional Financial Support should this be required after consideration of further budget proposals and the Provisional Local Government Finance Settlement to be announced on or around 19 December 2023 (paragraphs 4.129 to 4.131)
- sets out the implications of a s114 Notice for the Council if it is unable to set a legally balanced budget for 2024/25 by 11 March 2024 (paragraphs 4.132 to 4.135)

The final MTFP report to be considered by the Executive in February 2024 will also include an updated position for the Capital Programme, Capital Strategy, Treasury Management Strategy, and Flexible Use of Capital Receipts Strategy.

The Council's Director of Finance (Section 151 Officer) has a statutory duty to assess the robustness of the budget estimates and the adequacy of reserves in the form of a report under s25 of the Local Government Act 2003. This assessment will be provided in the MTFP report to the Executive and Council in February 2024.

1. Purpose

1.1 The report provides an update to Members on:

- The general economic climate, central government funding, and relevant assumptions impacting upon the Council's Medium Term Financial Plan (MTFP) and the proposed level of Council Tax increase for 2024/25 through to 2026/27.
- The current estimated budget gap for 2024/25 and summarises significant developments within the 2023/24 financial year to date which impact upon budget setting for 2024/25.
- The responsibilities of all Council members to set a legally balanced budget by 11 March 2024 and the implications of a s114 Notice under s114(3) of the Local Government Finance Act 1988, in the event that Council fails to meet this requirement.

1.2 The report seeks approval to commence consultation on a range of budget proposals before finalising the proposed budget for 2024/25 and MTFP by Executive on 14 February 2024 for consideration by Council on 28 February 2024 including:

- local income growth,
- service reductions,
- demand management
- efficiency (doing things differently)
- transformation (doing different things)

The report also seeks approval to commence consultation on the proposed council tax increase for 2024/25 before finalising as part of the proposed budget for 2024/25 by Executive on 14 February 2024 for consideration by Council on 28 February 2024.

2. Recommendations

That Executive :

- 2.1. Notes the updated General Fund Budget gap to be closed for 2024/25 of £6.279m rising to £8.180m in 2026/27 further to the Medium Term Financial Plan (MTFP) refresh report considered by the Executive on 23 August 2023.
- 2.2 Notes the national financial and economic context within which the Council is operating and the financial benchmarking which provides context for the range of Council services which present some of the most significant financial pressures to be addressed in the Council's business and financial planning.
- 2.3 Notes the updated budget assumptions set out in paragraph 4.67 and the progress in developing proposals to balance the Council's General Fund Budget for 2024/25 and the updated MTFP position for the three-year period 2024/25 to 2026/27.

2.4 **Endorses** the draft budget proposals including:

2.4.1 Total budget savings and income growth of £14.038m in 2024/25 rising to £21.088m in 2026/27, of which £3.949m in 2024/25 rising to £5.465m in 2026/27 are deemed to involve policy change and/or impact service delivery levels and will be subject to public consultation (detailed in Appendix 2)

2.4.2 Total budget growth of £2.219m in 2024/25 comprising:

- Revision of 2023/24 approved savings of £1.114m in 2024/25 to reflect the Elected Mayor's priorities (detailed in Appendix 3)
- Delayed savings of £1.105m (detailed in Appendix 4)

2.5 **Endorses** the proposed total Council Tax increase of 4.99% for 2024/25 comprising:

- 2.99% increase in general Council Tax and
- 2% Adult Social Care Precept,

Which is in line with the current maximum referendum limits announced by the Government.

2.6 **Endorses** that where applicable, budget consultation will commence, on 21 December 2023 and conclude on 18 January 2024 prior to finalising the proposed budget on 14 February 2024 for consideration and approval by Council on 28 February 2024.

2.7 Notes that:

2.7.1 a budget gap of £6.279m in 2024/25 rising to £8.180m in 2026/27 remains after the inclusion of all current budget proposals and the proposed council tax increase; further work is required to develop and agree final proposals to present to Council on 28 February 2024 to achieve a legally balanced budget for 2024/25 by the statutory deadline of 11 March 2024

2.7.2 The Mayor and Executive are working with Officers and external consultants to develop a Transformation Programme that will deliver modernisation and redesign of services to operate from a significantly lower and financially sustainable cost base over the medium to long term.

2.7.3 Transformation Programme business cases must be robust, and adequately assured to enable their inclusion in the proposed 2024/25 budget that is to be considered and approved by Council on 28 February 2024.

2.7.4 The timeframe to achieve the required levels of assurance including consultation, are likely to extend beyond these applicable deadlines and will need subsequent consideration by the Executive and approval by Council during the 2024/25 financial year to revise the 2024/25 budget and MTFP.

2.8 Notes that:

- 2.8.1 a further review of the budget and MTFP will be undertaken following consideration and analysis of the expected announcement for the Local Government Finance Settlement which is due on/around 19 December 2023.
 - 2.8.2 if the combined effect of the Local Government Finance Settlement and any further identified and assured budget proposals are insufficient to close the remaining budget gap for 2024/25, then it will not be possible for the Council to achieve a legally balanced budget for 2024/25.
 - 2.8.3 in these circumstances, the interim Director of Finance (s151 Officer), after appropriate consultation with the interim Chief Executive and Monitoring Officer, will be required by law to consider issuing a s114 Notice under s114 (3) of the Local Government Finance Act 1988.
 - 2.8.4 prior to issuing a s114 Notice the s151 Officer and Chief Executive with the support of the Mayor and Executive, will make an application to DLUHC for Exceptional Financial Support (EFS) by mid-January 2024. This is likely to be in the form of a capitalisation direction in respect of any remaining budget shortfall in 2024/25. This application will incorporate a draft plan for financial recovery over the medium term of which the developing of a Transformation Programme will be a key element.
 - 2.8.5 if DLUHC refuses the application for EFS or approves an amount less than the Council requires to balance the 2024/25 budget, then it will be necessary for the s151 Officer to issue a s114 Notice under s114 (3) of the Local Government Finance Act 1988. The implications of issuing a s114 notice are set out in paragraphs 4.132 to 4.135.
- 2.9 Notes the updated financial position for 2023/24 at Period 7 to 31 October 2023 and the measures taken by the s151 Officer in order to mitigate the risk of a s114 Notice arising in 2023/24 as set out in paragraph 4.28

3. Rationale for the recommended decision(s)

- 3.1 The Council has a legal obligation to set a balanced budget by 11 March 2024 and a Best Value duty to demonstrate financial sustainability through a balanced Medium Term Financial Plan (MTFP). The setting of the budget is part of the budget and policy framework and therefore requires Full Council approval.
- 3.2 The recommendations enable the Council to progress towards meeting its statutory responsibility to set a balanced revenue budget in 2024/25 and the requirement to secure financial sustainability of the period of the MTFP.
- 3.3 The Council is required to take a systematic, coherent, and controlled approach to addressing its ongoing financial challenges over the medium-term, while enabling the delivery of the Mayor's vision and priorities for Middlesbrough through delivery of the wider Council Plan.

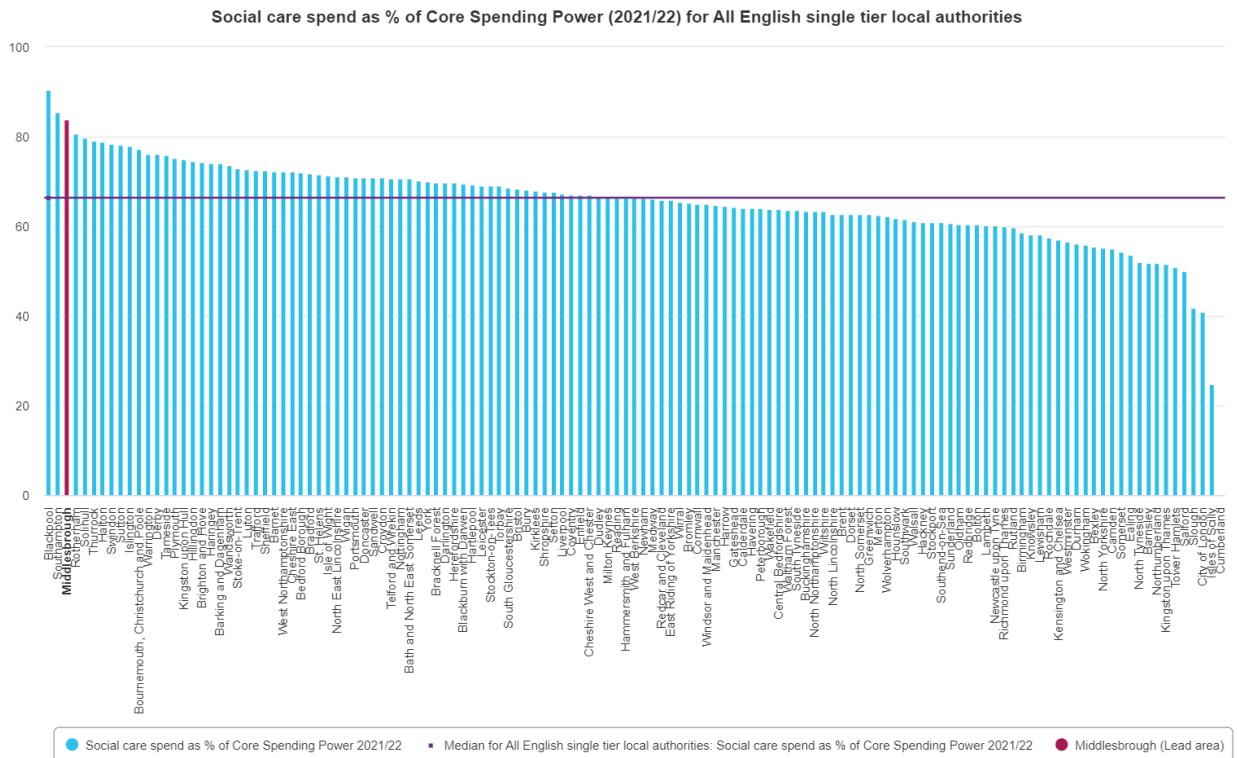
4 Background and relevant information

Middlesbrough Context

- 4.1 Middlesbrough is the business, culture, and education capital of the Tees Valley. Our location in the North East of England gives us access to stunning countryside, unrivalled coastline and the beautiful North York Moors. We are home to thriving companies who compete on the world stage and award-winning education institutions including Teesside University.
- 4.2 Middlesbrough's population totals 143,900 (as per the Census 2021) living across an area of around 7 miles by 5 miles, located at the centre of the Tees Valley and one of the most densely populated and diverse parts of the Northeast. Approximately 18% of the town's population are from an ethnic minority background whilst a significant minority of Middlesbrough's total population (12.29%) were born outside of the UK.
- 4.3 Employment and Skills are long outstanding challenges, Middlesbrough is younger on average than the rest of the region, or even nationally, which means that there is a large proportion of the population (62.4%) in education or at working age (higher than the North East at 61.9%), which presents opportunities to shape the future workforce, to meet the needs of the town. However one of our key challenges will be ensuring that the current and future workforce have the skills to attract business to the town, for example, 23.9% of residents have no qualifications, compared with 18.1% nationally.
- 4.4 Middlesbrough ranks as the 5th most deprived area in England and 40% of wards are ranked as amongst the top 3% most deprived areas (as per the Index of Multiple Deprivation 2019). Local people face significant health inequalities, with men and women in some of our poorest areas are likely to live for 4 years and 3 years respectively less on average than those regionally and nationally.
- 4.5 Whilst living in Middlesbrough can be challenging, there is a real sense of community, and the town has been incredibly welcoming to new arrivals, based on the Council's Resident Surveys completed in 2017 and 2023.
- 4.6 These factors represent long term challenges to the prosperity and wellbeing of Middlesbrough as a town and to the Council, with significant and increasing demand for services for which the authority is required to meet its statutory responsibilities, such as adults and children's social care, which in 2023/24 account for 83% of the Council's opening total net revenue budget.
- 4.7 This is a substantial proportion of the Council's budget and higher than most other unitary authorities. Comparative information on the level of expenditure on social care as a proportion of the Council's assessed Core Spending Power is shown in Figure 1 below. This shows that in 2021/22, the Council spent 83.9% of its Core Spending Power on social care compared to the median (midpoint) of all English single tier authorities of 66.3%.

Figure 1: Social Care spend as a % of Core Spending Power 2021/22 for all English single tier local authorities

In 2021/22, the level of social care spend as a percentage of Core Spending Power for Middlesbrough was 83.9%, which was above the All English single tier local authorities median of 66.3%.



Source:
 Department for Levelling Up, Housing & Communities, Revenue Outturn Summary (RS), [Net current expenditure - children Social Care \(RS\)](#) , **Data updated:** 05 Jul 2023
 Department for Levelling Up, Housing & Communities, Revenue Outturn Summary (RS), [Net current expenditure - adult Social Care \(RS\)](#) , **Data updated:** 05 Jul 2023
 Department for Levelling Up, Housing & Communities, Core spending power, [Core Spending Power \(Actual\)](#) , **Data updated:** 06 Jul 2023

4.8 The high proportion of expenditure directed towards meeting the Council’s statutory responsibilities for social care, significantly limits the Council’s ability to invest in the provision and improvement of other services and particularly discretionary place based services that are highly valued by the wider community. The Council needs to pursue strategies to deliver more cost-effective social care provision in order to be able to continue to provide valued discretionary services.

Middlesbrough Council Plan

4.9 The Council Plan is the Council’s overarching business plan for the medium-term, and is refreshed on an annual basis. It sets out the ambitions and priorities of the Elected Mayor of Middlesbrough and the wider corporate priorities that the Council is required to deliver.

4.10 Following the outcome of the 2023 Mayoral and Local Elections, the Council has a newly elected Mayor who has worked with his appointed Executive and the Leadership Management Team to articulate his vision and to priorities that are incorporated into the wider Council Plan. The revised Council Plan for the period 2024/25 to 2026/27 is considered elsewhere on this Executive agenda.

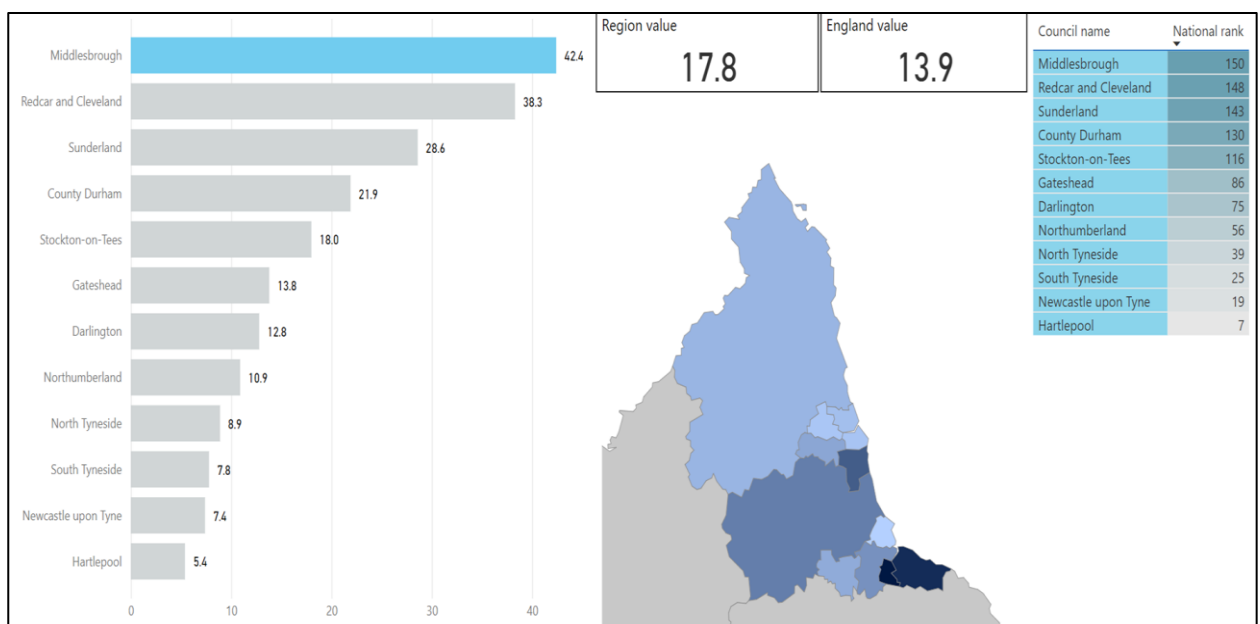
- 4.11 The Council Plan and the Council’s annual revenue and capital budgets are developed in parallel, to ensure full alignment between the Council’s ambitions and spending plans.
- 4.12 In outlining an achievable programme of work that delivers performance improvement within constrained financial resources, the Council Plan and its supporting Service Plans, will be presented to a meeting of the Executive in March 2024. This will demonstrate the Council’s approach to securing better value for money and financial sustainability over the medium term.
- 4.13 The remainder of this section provides a summary of the local context for high spending service areas which present significant financial pressures and upon which the Council’s focus for transformation and efficiency be required.

4.14 Adult Social Care

Adult Social Care is the second largest area of net expenditure for the Council at £49.8m (40% of the Council’s opening total net revenue budget) for 2023/24. Care sector supplier capacity, and demand for the Health and Care sector continues to provide challenges for the Council.

This is borne out in several areas where Middlesbrough remains an outlier in performance for Adult Social Care Services. Figure 2 below shows Middlesbrough has more adults admitted to residential and nursing care homes at 42.4 per 100,000 population compared to Regional and England as 17.8 and 13.9 respectively.

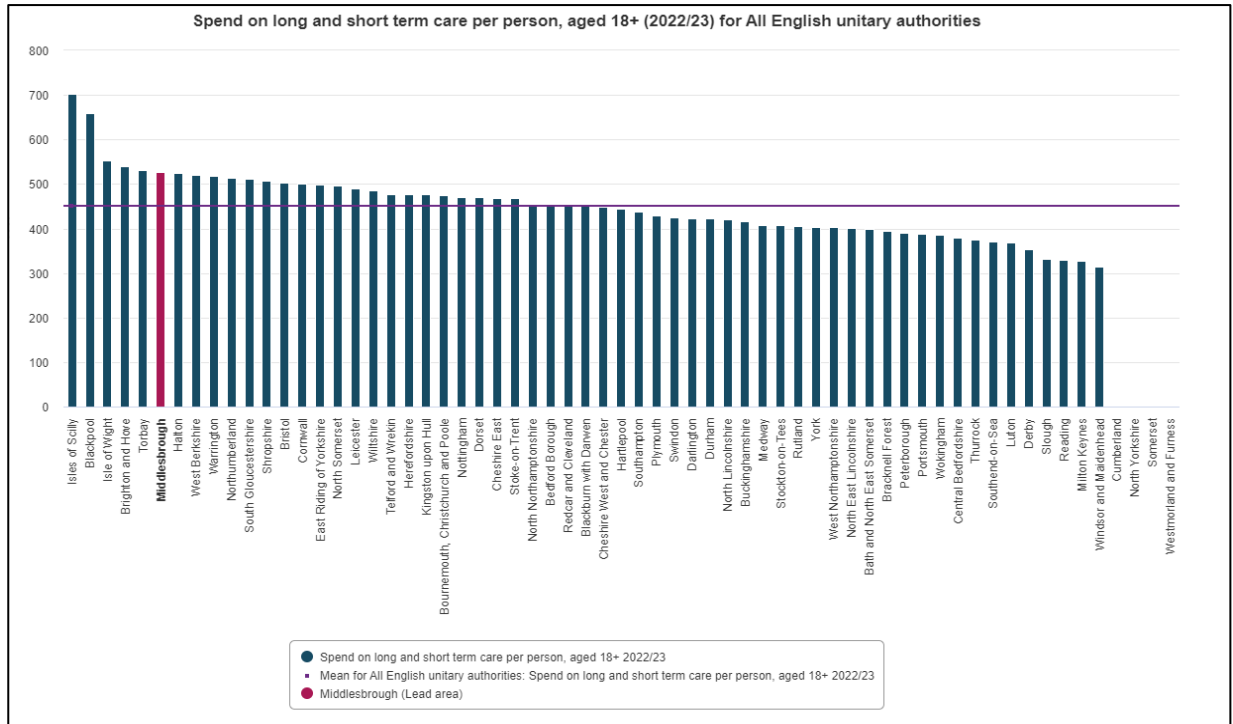
Figure 2: The number of adults aged 18 to 64 whose long-term support needs are met by admission to residential and nursing care homes (per 100,000 population) - comparison against regional neighbours in 2021/22



Source : Adult Social Care Outcomes Framework (ASCOF) data

Also this is borne out by the level of spend on long and short term care per person for Middlesbrough compared to other England Unitaries, as shown in Figure 3 below.

Figure 3: Spend on long and term short care per person, aged 18+ (2022/23) for all English Unitary authorities



Source : LG Inform

The budget proposals reflect the increased demand for services with savings initiatives and proposals focused on improved efficiency of current systems and transformation of the Adult Social Care delivery model through enhanced early intervention, digital technology, increased reablement, and the broadening of our accommodation offer.

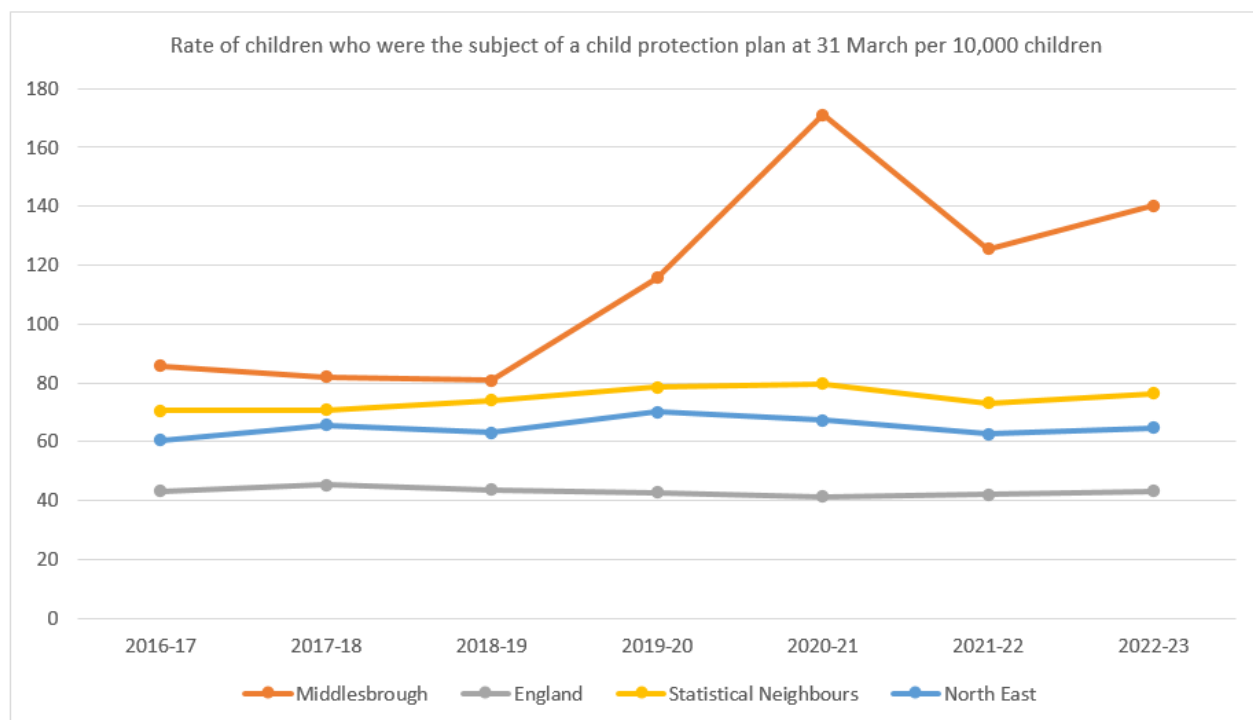
4.15 Childrens Social Care

Childrens Social Care is the largest area of net expenditure for the Council at £54.6m (43% of the Council's opening total net revenue budget) for 2023/24. Middlesbrough has a high young population, with 23% of the population aged between 0 to 17 compared to North East neighbours of 19.8% and 20.8% for England (as per Office for National Statistics). The number of Children aged 0-15 in absolute low income families was 31.8% compared to the England average of 15.3% (as per Department for Work and Pensions data). The number of young people, and those living in poverty directly impacts on the number of children requiring support from Children's Services.

The level of demand is demonstrated in Figure 4 below, showing that for Child Protection plans in place for Middlesbrough there are 140.2 per 10,000 children whilst the England average was 43.2 in 2022/23.

Figure 4: Rate of children who were subject to child protection plans at 31 March per 10,000 children

	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	% change from '21-22 to '22-23	
	rate	rate	rate	rate	rate	rate	rate		
Middlesbrough	85.8	82.1	80.9	115.6	171.1	125.6	140.2	Up	12%
England	43.3	45.3	43.7	42.8	41.4	42.1	43.2	Up	3%
Statistical Neighbours	70.5	70.8	74.1	78.4	79.6	73.1	76.4	Up	5%
North East	60.6	65.7	63.1	70.0	67.2	62.6	64.8	Up	4%



Source : Department for Education latest data

The direction of travel for Children's Social Care is for improvements to efficiencies of current systems to transform the delivery model through enhancement of early help and prevention, the development of new models of placement provision for looked after children, and development of more in-house fostering capacity. These initiatives will be overseen by the Childrens Improvement Board.

A recent Ofsted and Care Quality Commission (CQC) inspection has resulted in Middlesbrough's special needs service for young people being given the highest possible rating. The inspectors described children and young people with SEND in Middlesbrough as 'valued, visible and included' and typically able to receive the right help at the right time, while good relationships are maintained with schools and the local parent carer forum.

4.16 Waste Management

The Council currently operates weekly collection of waste, where the current 2023/24 net budget for Waste Collection is £2.854m. Waste disposal is a significant cost to the Council with a 2023/24 budget of £3.969m.

As well as contributing to the Council’s environmental objectives, the cost of disposing of recycled waste (average disposal rate is £53.01 per tonne) is much lower than the cost of residual waste (disposal rate is £72.56 per tonne). Further, it is important to note that there is a significant cost to disposing of waste incorrectly. Residual waste that is put in the recycling bin causes contamination to the recycled waste stream and is rejected by waste operators and diverted to the residual waste stream for which the Council has to pay to process twice (average residual waste disposal rate of £173.78 per tonne).

Table 1 below summarises the forecast total waste disposal cost, tonnage, and cost per tonne of recycled waste, residual waste, and contaminated waste for 2023/24

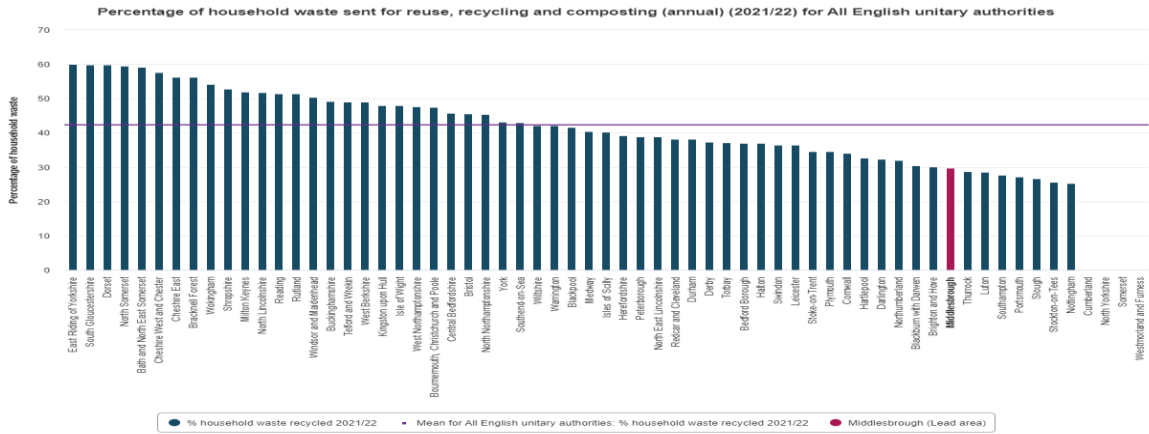
Table 1: forecast total waste disposal cost, estimated tonnage, and average cost per tonne of recycled waste, residual waste, and contaminated waste for 2023/24 (Forecast as at October 2023)

Disposal Stream	Annual Forecast Cost as at October 2023 (£)	Forecast Tonnage	Average Rate per tonne* (£)
Main Waste Disposal Contract	3,073,594	41,588	72.56
Landfill	452,000	3,327	135.86
Recycling - Civic Amenity Site	584,442	8,661	Various
Recycling - MRF Facility	389,183	9,815	Various
Green Waste	178,444	6,024	28.00
Road Sweepings	39,573	1,019	35.00
Miscellaneous/Fly/Bulk	79,508	817	Various
Other Costs (staffing, rates, miscellaneous)	203,156	n/a	n/a
	4,999,900	71,251	

**Note - as these are average tonnage rates, the tonnage multiplied by these rates for each element do not necessarily equal the total forecast for the year as at October 2023*

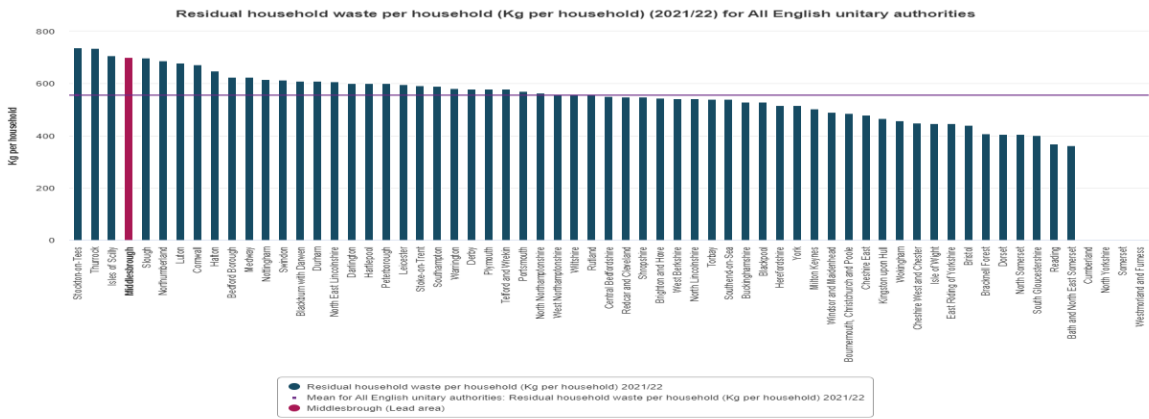
Based upon 2021/22 available comparative data, Middlesbrough has one of the lowest recycling rates of all single tier authorities at 29.8% compared to a mean of 42.3%. Whilst the amount of residual waste is higher than most single tier authorities at 701kg per household compared to 554kg, the level of contaminated waste as seen in Figure 7 below is also higher than most single tier authorities.

Figure 5: % of household waste recycled 2021/22



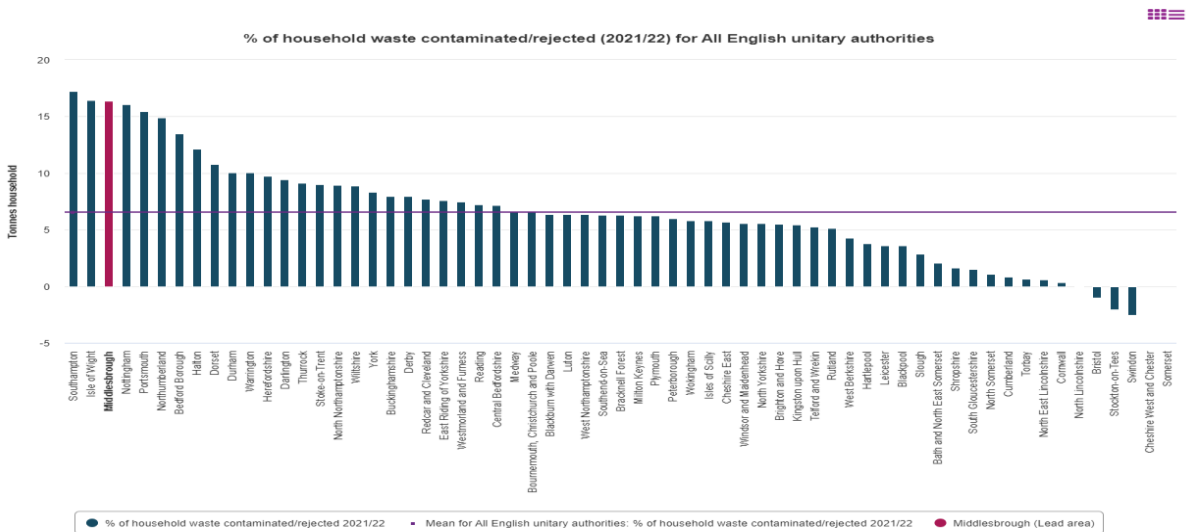
Source: Department for Environment, Food and Rural Affairs

Figure 6: Residual Household Waste Per household 2021/22



Source: Calculated by LG Inform

Figure 7: % of household waste contaminated/rejected 2021/22



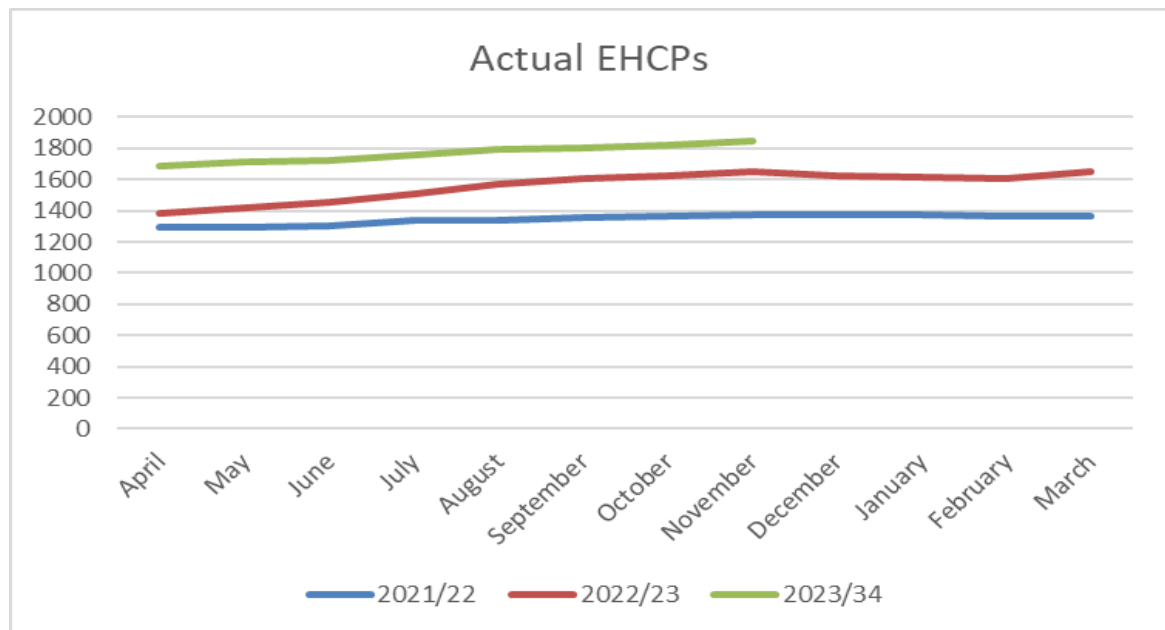
Households in Middlesbrough can make a significant contribution to reducing the total cost of waste disposal by complying with Council guidance on what waste to put in each bin.

4.17 Home to School Transport

Home to School Transport for children and young people is an area of significant expenditure for the Council. It is a vital statutory service that provides transport to the most vulnerable children, young people, and disabled children in Middlesbrough.

The net budget to the Council in 2023/24 is £3.7m, however the service is facing significant budget pressures with a forecast overspend of £1.9m in 2023/24. The provision of transport is delivered through in-house services and is commissioned externally. Transport costs are, however, subject to the volatility of fuel costs, and labour market pressures, alongside demand growth in terms of the increase in school age children with complex health and multiple disabilities. A view of the number of Education, Health, and Care Plan's (EHCP) provides a good indicator of demand, which for Middlesbrough has increased by 12% from the previous year (1,652 cases to 1,848 cases in November 2023).

Figure 8 : actual number of Education, Health, and Care Plans (EHCP) 2021/22 to 2023/24



Source : internal monthly data

The focus is to continue to increase options and the ability for disabled young people to travel independently, whilst delivering cost efficiencies through our commissioning of service provision, route optimisation and efficiencies in inhouse provision.

Corporate Governance Improvement Programme (CGIP)

- 4.18 The Council was issued with a Best Value Notice by DLUHC in February 2023 and subsequently with 11 statutory recommendations relating to the need to improve its Best Value arrangements by the External Auditor Ernst & Young (LLP) in August 2023. The Council has established a Corporate Governance Improvement Plan (CGIP) to deliver the improvements that are necessary to secure Best Value which were considered by Council at its meeting on 18 September 2023. The key themes are:
- Cultural Transformation
 - People Strategy
 - Member Development Strategy
 - Partnership Strategy
 - Financial Recovery and Resilience
 - Achieve financial balance and resilience
 - Robust budgeting and financial planning
 - Compliance with financial governance
- 4.19 Successfully addressing the Council's Financial Recovery and Resilience at pace is fundamental to securing the Council's financial future. Financial stability is at the foundation of building an effective and efficient customer focused organisation.
- 4.20 As reported by the previous Interim Chief Financial Officer at budget setting in February 2023 and subsequently by the Interim Director of Finance in the Quarterly financial updates and MTFP Refresh report considered by Executive on 23 August 2023, the Council's financial position is serious with a forecast overspend for 2023/24 of £8.556m at Quarter Two. Whilst this has improved to a forecast £7.438m overspend at Period 7 (end of October), significant work is still required in order to achieve financial balance in 2023/24 within the context of already critically low usable revenue reserves of £14.829m.
- 4.21 The initial estimated budget gap for 2024/25 as per the MTFP Refresh report to Executive in August was £14.204m and this has been updated to reflect ongoing financial pressures emerging during 2023/24 and the review and development of demand and cost models for high spending services and the revised budget gap is set out in paragraph 4.68 and Table 10.
- 4.22 Of particular relevance to the 2024/25 budget setting and MTFP process are the statutory recommendations issued in August 2023 by the External Auditor Ernst & Young (LLP) known as EY in relation to the Council's financial recovery and resilience that require the Council to:
- Build upon the steps already taken to control its expenditure to identify specific deliverable savings over the short term (next 12 months) to protect its limited remaining reserves. Where appropriate this may need to include the Council changing how it meets its statutory responsibilities and the extent to which it delivers services which are not required to discharge its statutory responsibilities.

- Review service delivery models to ensure that they are efficient, represent value for money and achieve the outcomes required for the resources invested. Where opportunities to improve service delivery models are identified, the Council should develop detailed plans for implementation of service delivery transformation and how the up-front transformation costs will be funded.

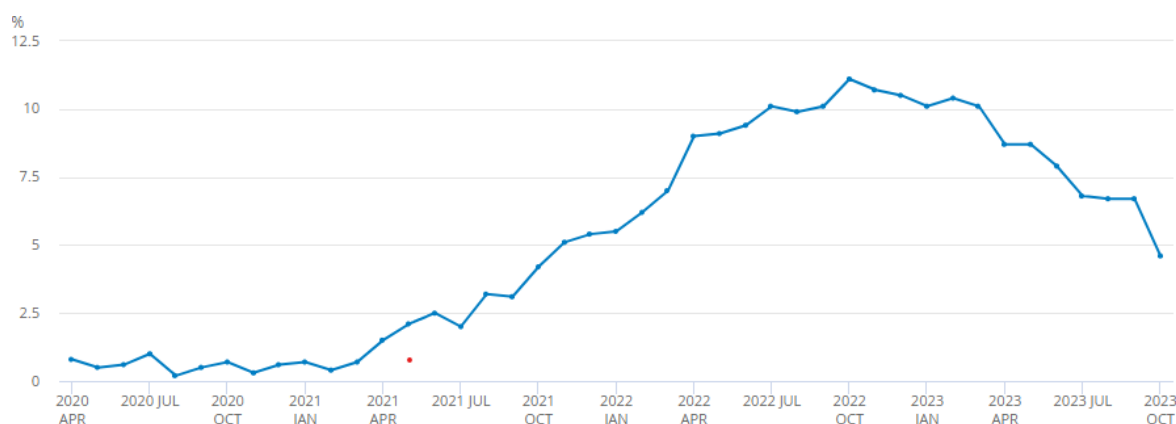
4.23 The Council has voluntarily engaged the Middlesbrough Independent Improvement Advisory Board (MIIAB) to provide challenge and support in the development and delivery of the CGIP for the period of 12 months from October 2023. The Board is currently particularly focused upon supporting the Council to meet its financial challenges.

4.24 Statutory Officers are in regular dialogue with the External Auditor and with officials within the Department for Levelling Up Housing and Communities (DLUHC) in relation to the progress of the CGIP and the Council’s financial position, particularly in relation to the prospect of the need for the Council to make an application for EFS to avoid a s114 Notice in respect of 2024/25 as a critical element of its financial recovery plan for the medium term.

National Economic Context

4.25 Inflation as measured by the CPI (Consumer Prices Index) has remained persistently high during 2023/24, falling unexpectedly by 31 October 2023 to 4.6%. There continues to be uncertainty and volatility in the global economy, driven by adverse global events including the ongoing war between Russia and Ukraine and the recent escalation of conflict between Israel and Palestine. This is reflected in Figure 9 below:

Figure 9: CPI Monthly increase between April 2020 and October 2023



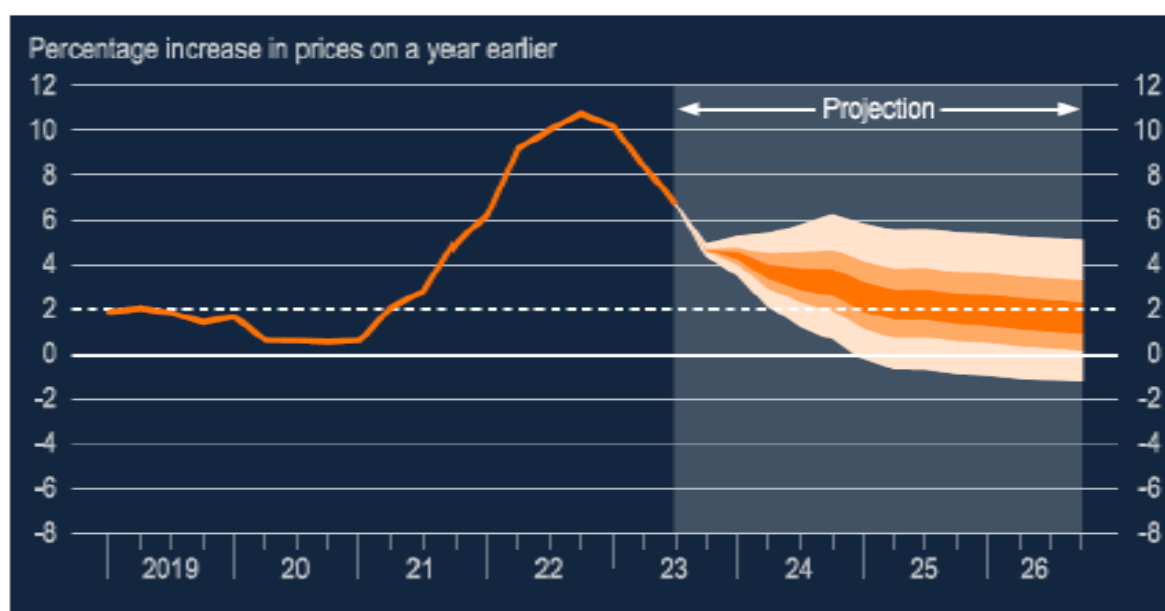
Source: Office for National Statistics CPI Data Tables (October 2023)

4.26 The Bank of England has raised interest rates in an attempt to curb inflation, on 14 consecutive occasions since 19 March 2020 when the rate stood at 0.1% through to the rate in 2 November 2023 at 5.25%. There are a range of forecasts for inflation currently and these are variable due to a range of complex economic factors. The last Office for Budget Responsibility (OBR) prediction in October 2023 is that they expect

inflation to remain higher for longer, taking until the second quarter of 2025 to return to the 2 per cent target, more than a year later than forecast in March 2023.

- 4.27 The forecast provided by the Council's Treasury Management Advisers, Arling Close, indicates that they expect that this reduction will not happen as quickly as forecast by the OBR. They predict that the second-round effects in domestic prices and wages are expected to take longer to unwind than they did to emerge. In the CPI forecast conditioned on the market-implied path of market interest rates, an increasing degree of slack in the economy and declining external cost pressures lead CPI inflation to return to the 2% target by the end of 2025 and to fall below the target thereafter. They judge that the risks are skewed to the upside. Taking account of this skew, mean CPI inflation is expected to be 2.2% and 1.9% over the two and three-year horizons respectively. This is demonstrated in Figure 10.

Figure 10: Outlook for UK CPI inflation



Source: Arling Close

Local Financial Context

Latest forecast 2023/24 position

- 4.28 The Quarter Two budget monitoring report to Executive on 21 November 2023 highlighted a forecast 2023/24 overspend of £8.556m. The position at Period 7 (31 October 2023) is a forecast overspend of £7.438m forecast 2023/24 overspend as shown in the Table 2 below. Financial recovery plans continue to be developed to mitigate this further, along with a range of budgetary management and control measures as detailed in the Quarter Two budget monitoring report.

Table 2: Movement of 2023/24 Projected Outturn Variance between Quarter 2 and Period 7 2023/24

Movement of 2023/24 Projected Outturn Variance between Q2 and P7			
Directorate	Projected Outturn Variance as at Q2 23/24 £m	Projected Outturn Variance as at P7 23/24 £m	Difference £m
Adult Social Care	1.676	1.686	0.010
Public Health	-	-	-
Children's Care	3.172	3.447	0.275
Education	1.943	1.943	-
Regeneration	(0.396)	(0.356)	0.040
Environment & Community Services	0.737	0.859	0.122
Legal & Governance Services	0.004	0.011	0.007
Chief Executive	(0.012)	(0.012)	-
Finance	(0.147)	(0.147)	-
Central Budgets	1.579	0.007	(1.572)
Total	8.556	7.438	(1.118)

Financial Resilience – Adequacy of Reserves

4.29 The Council’s Financial Resilience and level of usable reserves is extremely low. This is demonstrated by the latest national comparative data by Figure 11a below. This shows that Middlesbrough’s level of usable reserves was 28% of Net Revenue Expenditure at the end of 2021/22 compared to the mid-range of 63% for all single tier authorities. Reserves have deteriorated further by the end of 2022/23 as reflected in this and previous reports.

Figure 11a comparison of level of reserves with all English single tier authorities 2021/22

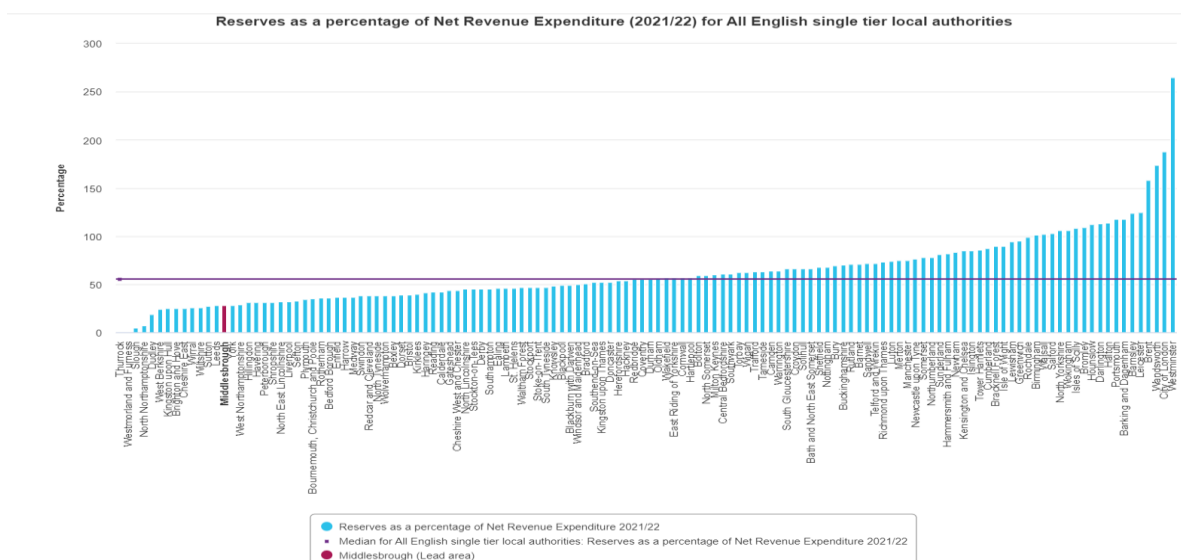
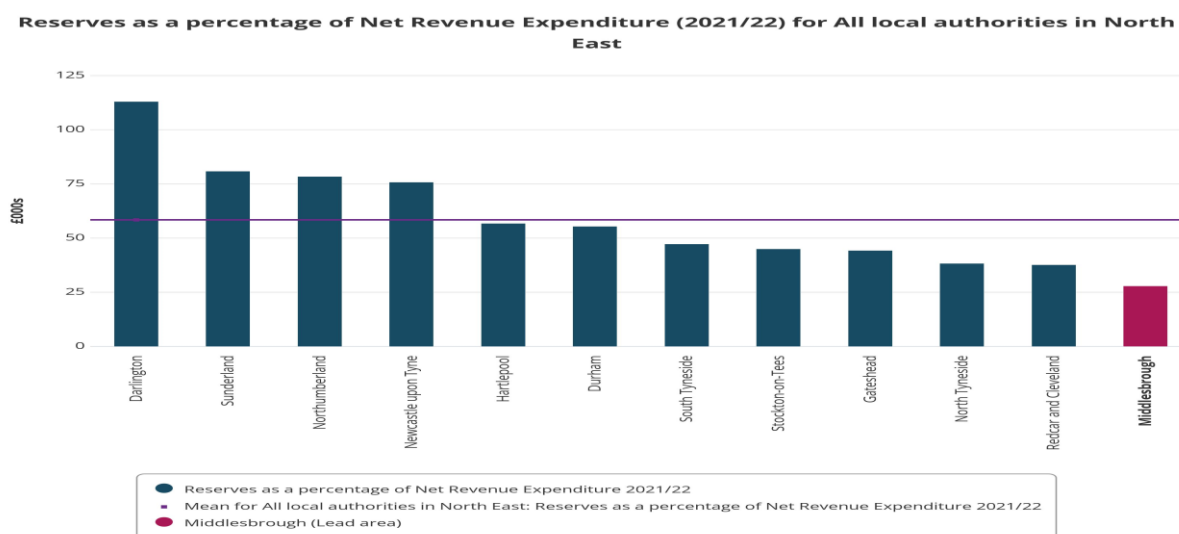


Figure 11b comparison of level of reserves with the other 11 authorities in the North East 2021/22



Source:
 Calculated by LG Inform
 Powered by LG Inform

4.30 The level of usable revenue reserves at the start of the 2023/24 financial year were critically low and at period 7 are forecast to reduce further to £7.391m as a result of the Period 7 forecast overspend of £7.438m as summarised in Table 3 below.

Table 3: Unrestricted Usable Revenue Reserves

Unrestricted Usable Revenue Reserves			
Directorate	Balance at 31/03/23	Q2 Forecast Balance at 31/03/24	P7 Forecast Balance at 31/03/24
	£m	£m	£m
General Fund Reserve	12.041	6.273	7.391
Unrestricted Usable Reserves	2.788	-	-
Total Unrestricted Usable Reserves	14.829	6.273	7.391
% of Net Revenue Budget	11.7%	4.6%	5.5%
Net Revenue Budget (approved 2023/24 / estimated 2024/25)	126.354	135.298	135.298

- 4.31 It is essential to protect the level of unrestricted usable revenue reserves and rebuild them to strengthen the financial resilience of the Council over the period of this MTFP.
- 4.32 As mentioned in the Quarter Two budget monitoring report an in depth review of the balance sheet in the 2021/22 and 2022/23 accounts has been undertaken.
- 4.33 This work includes a revision of the methodology for accounting for the potential revenue cost of bad debt in the event that it proves to be uncollectable and is required to be written off. This revision is to comply with International Accounting

Standard IAS37 which is applicable from 2021/22 financial year and which remains subject to external audit.

- 4.34 It should be noted that income related debt in the balance sheet is revenue income that has already been recognised in previous financial years revenue accounts. Accounting standards require a financial provision to be made against the risk of such debt becoming uncollectable and requiring to be written off which would reduce the total income accounted for over time.
- 4.35 Making a provision or increasing a provision held in the balance sheet, results in an expenditure charge to the revenue account in the year of the change, whilst a reduction in the provision results in a credit of the expenditure charge in the revenue account.
- 4.36 Where uncollectable debt is written off, it is charged against the bad debt provision in the balance sheet rather than the write off impacting the current revenue budget in the year of write off and therefore setting aside provision over time provides the financing in the event of write off, so as to be cost neutral to the in-year revenue position.
- 4.37 The Council holds bad debt provisions in relation to council tax and business rates within its Collection Fund, and other general debt within the General Fund balance sheet. The Collection Fund bad debt provision is the most significant of the provisions under review. The Council's approach to collection and recovery of council tax and business rates alongside measures to provide support and relief to those who cannot afford to pay, is explained further in paragraphs 4.77 to 4.82.
- 4.38 The revised methodology for calculating the bad debt provision is to be based upon an assessment of actual long term debt recovery performance as opposed to the historical approach which was based upon the age of debt in order to comply with IAS37. The calculations are complex and extensive sensitivity analysis and due diligence is being undertaken given the impact is likely to result in material reduction in the bad debt provision on the collection fund and other debt related provisions. This work will result in a one-off release of provisions to the Council's revenue reserves with the collection fund provision to be available for 2024/25 budget setting and general fund provisions to be available in 2023/24.
- 4.39 The interim s151 Officer remains in discussion with the external auditor relating to the finalisation of the agreed methodology and associated adjustment to the 2021/22, 2022/23 accounts, and forecast for 2023/24 year end position. It is anticipated that this will conclude early in the new calendar year.
- 4.40 The s151 Officer has determined that the application of any release of the provision will be applied to re-build the Council's revenue reserves including the replenishment of the general fund balance and earmarked reserves that will be required to meet any final overspend in 2023/24. This will serve to strengthen the Council's financial resilience over the medium term.
- 4.41 Revenue reserves are not intended to be used to fund ongoing expenditure and to this end do not provide a solution for balancing the 2024/25 base budget position. A

further update will be provided in the February report to Executive and Council. However, the s151 Officer expects the outcome of this work will be sufficient to mitigate the risk of a s114 Notice being required for the 2023/24 financial year.

Sources of Revenue Income

4.42 The source of local authority funding has altered in recent years with a greater proportion of overall funding coming from Council Tax and less from Revenue Support Grant (RSG). Figure 12 below shows the Council's Core Spending Power for 2013/14 to 2023/24, with Table 4 showing the absolute figures used for the chart to provide detail on the individual components. This shows a change in the mix of funding over the years including increasing percentage of overall funding from Council Tax and a reducing percentage from RSG.

Figure 12 – Core Spending Power per year 2013/44 to 2023/24

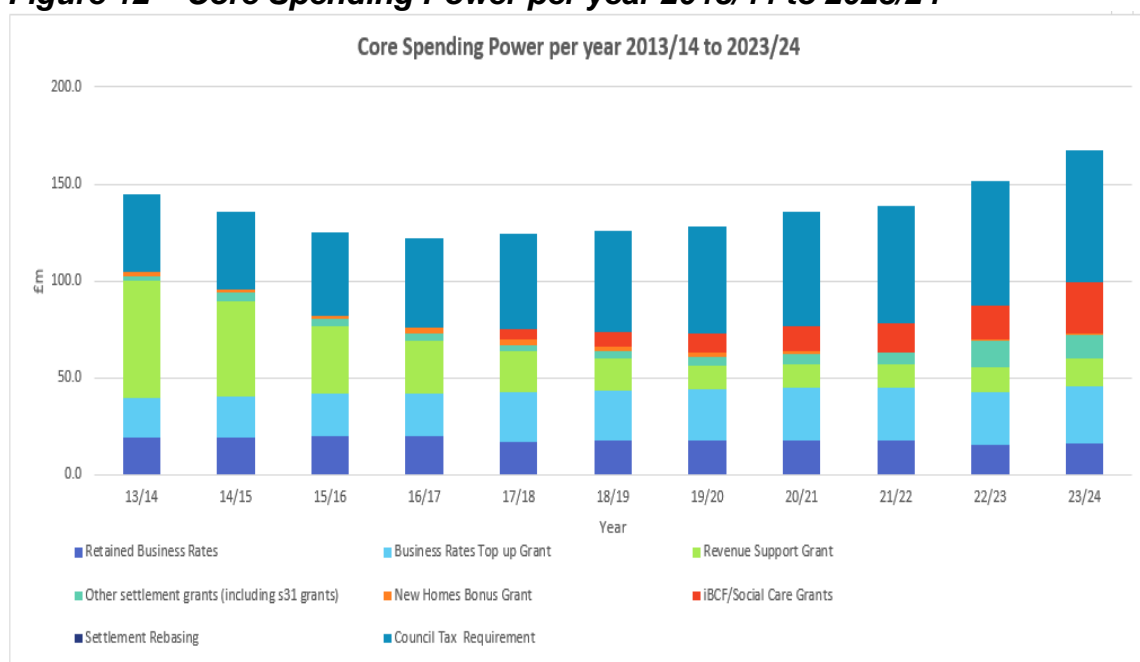


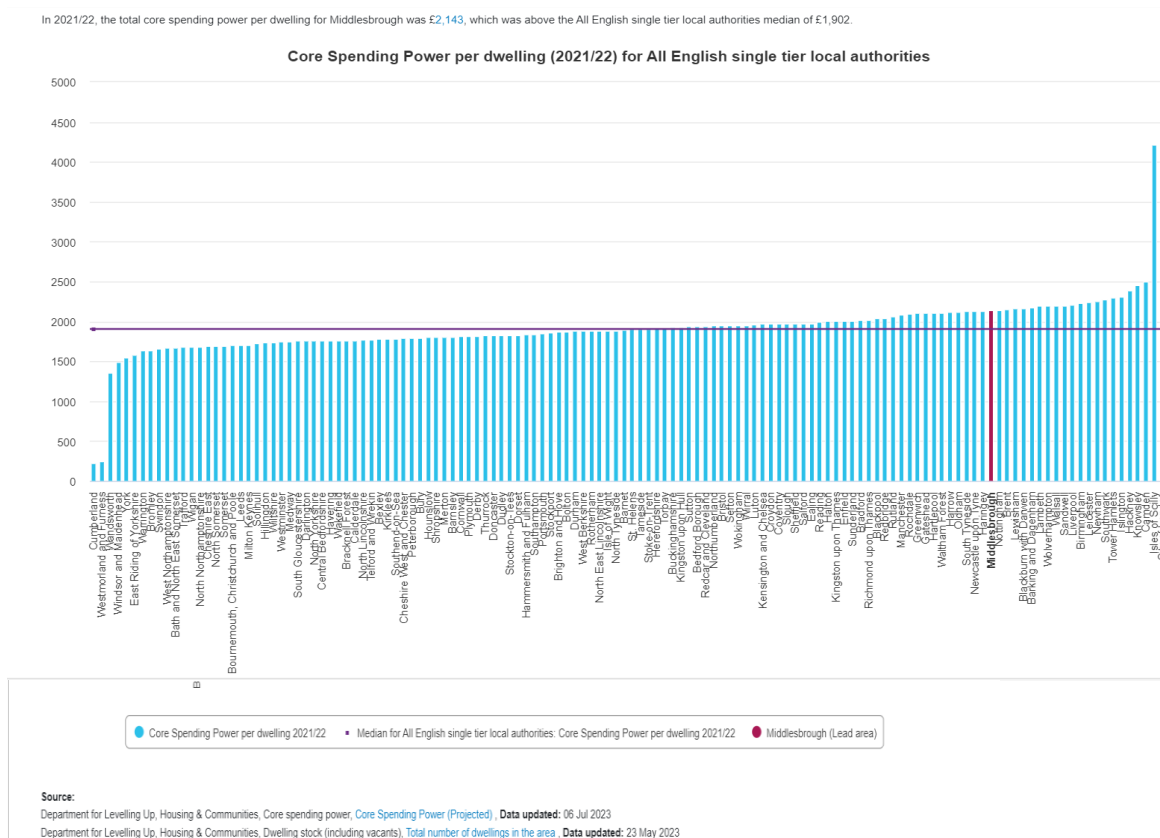
Table 4 – Core Spending Power per year 2013/14 to 2023/24

Core Spending Power per year											
	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24
	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
Council Tax Requirement	40.2	40.0	42.6	46.2	49.1	51.9	55.3	58.7	60.6	63.8	68.0
iBCF/Social Care Grants	0.0	0.0	0.0	0.0	5.1	7.3	9.7	13.2	14.7	17.7	26.7
New Homes Bonus Grant	1.6	1.7	2.1	3.3	3.0	2.3	2.0	1.3	0.2	0.9	1.1
Other settlement grants (including s31 grant)	2.5	4.6	3.6	3.3	3.3	4.1	4.6	5.0	6.0	13.6	12.0
Revenue Support Grant	60.4	49.1	34.9	27.6	21.1	16.5	12.0	12.2	12.2	12.6	14.2
Business Rates Top up Grant	20.8	21.2	21.6	21.8	25.7	26.0	26.9	27.3	27.3	27.3	29.3
Retained Business Rates	18.9	19.1	20.0	19.9	16.9	17.4	17.5	17.7	17.6	15.5	16.4
Core Spending Power	144.5	135.7	124.8	122.1	124.1	125.5	127.8	135.4	138.6	151.2	167.6
% Annual change		-6.1%	-8.0%	-2.1%	1.6%	1.1%	1.8%	6.0%	2.4%	9.1%	10.8%

Note – above does not factor in inflation

- 4.43 It is important to note that the Government’s calculation of Core Spending Power assumes that the local authority increases the Council Tax by the maximum permitted. Therefore the extent to which the Council has determined Council Tax increases below the maximum permitted, results in a level of funding below the assessed Core Spending Power
- 4.44 Figure 13 shows the comparison of the Council’s Core Spending Power per dwelling of £2,143 compared to the median of £1,902 for all single tier local authorities for 2021/22.

Figure 13 – Core Spending Power dwelling for 2021/22 for all English single tier local authorities



Central Government Funding

- 4.45 The Government allocates grant funding to local authorities in a process called the ‘local government finance settlement’. These can be multi-year or single-year settlements, since 2015 these have been single year. A single year was released for 2022/23 and in December 2022 the provisional settlement announced (and confirmed in the final settlement in February 2023) covered 2023/24 in full and provided an indication of funding for 2024/25.
- 4.46 The Comprehensive Spending Review (CSR) 21 laid out 3% per-year real-terms increases in local authority spending power over the period, including £3.6bn for social care reform. The Autumn Statement 2022 (AS22) published by the

Government on 17 November 2022 increased local authorities' core spending power. This increase all came in the form of additional funding for adult social care, though some of that "additional funding" was the result of the government delaying implementation of adult social care charging reforms until at least October 2025. There was, however, genuine new funding too which came via a mixture of additional grant funding and an increased ability for local authorities to raise council tax. In total, this means that local authority spending power is now due to rise by 3.4% in real terms per year in 2023/24 and 2024/25.

- 4.47 Even though there was additional funding announced for 2023/24, Government funding for local government as a whole has fallen substantially since 2010. Since changes were made to the Local Government Finance System in 2013/14, as shown in Table 4 above, Middlesbrough Council has suffered a significant reduction in general Government funding in the form of Revenue Support Grant (RSG) and Business Rates Top Up Grant (excluding service specific grants, such as iBCF, Social Care grant etc.), with a reduction of £37.7m (46%) from £81.2m received in 2013/14 to £43.5m in 2023/24. This does not take into account inflation, and these figures will be updated following the provisional settlement in December 2023.
- 4.48 These settlements marked a change in government approach to allocating funding. Since the CSR21, and in contrast to the first half of the 2010s, the most deprived local authorities have experienced the largest uplifts. There have also been increases in core spending power for all local authorities – driven in part by increased Covid funding and in part by more post-pandemic funding for adult social care, although neither returns them to levels seen at the beginning of last decade.
- 4.49 The Government allocated these uplifts mainly through one-off grants: the Services Grant allocated £822m of funding in 2022/23 and increased grant funding for adult social care in 2023/24. Neither settlement, however, included any longer term changes for allocating funding, reducing the likelihood of more equitable grant distribution across local authorities in future finance settlements. The Government's response to the Fair Funding Review and business rates retention has the potential to redress that longer standing issue but is not due to be implemented until at least 2025/26 as explained below.
- 4.50 Revenue Support Grant is distributed according to a standard complex formula that calculates the relative need of all local authorities. The Government committed to the 'Fair Funding Review' formally referred to as the Review of Local Authorities' Relative Needs and Resources, started in 2016 and explored changing how central grants are distributed between local authorities and with the potential for resetting the baselines for determining each local authority's need. The last time the baseline was reset was in 2013/14 and since then shifting demographics have affected local authorities in different ways and justified a re-evaluation of the method by which central grants are allocated.
- 4.51 The Government delayed implementation of the review initially due to Brexit preparations and then multiple times during Covid. Most recently, the Government used the 2023/24 local government finance settlement to claim that while it "remains committed to improving the local government finance landscape", it would

not implement the findings of the Fair Funding Review in this spending review period, meaning that there will be no change until April 2025 at the earliest.

- 4.52 The other method that central government could use to shift the source of funding from central government to local areas – increased business rate retention (from 50% to 75%), has also been delayed indefinitely as with the Fair Funding Review. In its future decisions on the Fair Funding Review and Business Rates Retention, the Government will essentially have to choose between two alternative models: on the one hand, more central grants and national standards for services; on the other, more devolved tax-raising powers and variation in local services.
- 4.53 Middlesbrough as an area of very high deprivation, would expect to benefit more from the long awaited Fair Funding Review and reform of business rates, based upon our analysis and engagement in work done nationally on the likely changes before DLUHC suspended the work due to Brexit and then Covid and which as detailed above is now delayed until after the next General Election.
- 4.54 The LGFS for 2023/24 provisionally announced in December 2022 and finalised in February 2023 that the Adult Social Care Precept, which was allowed in previous years, will apply again from 2023/24 to 2025/26 (at a maximum increase of 2% per year). This in previous years has allowed Councils with Adult Social Care responsibility to increase their Council Tax by a set amount to help pay for the increased costs of Adult Social Care.
- 4.55 The LGFS for 2023/24 also confirmed that Councils can increase Council Tax up to maximum of 3% plus 2% Adult Social Care Precept (a total of up to 5%) without the requirement for a referendum for the next 3 years from 2023/24 to 2025/26. Whilst it is not possible to confirm the decisions of a new Government post 2025, the current Government projections are for these council tax limits to continue at least to 2026/27.
- 4.56 On 22 November 2023 the Chancellor’s Autumn Statement 2023 announced a number of measures which could potentially affect local government. This includes:
- confirmation that the National Living Wage (NLW) will increase to £11.44 from £10.42 per hour (a 9.8% increase) for 2024/25
 - announcement of the following business rates measures:
 - the small business multiplier will be frozen at 49.9p
 - the standard multiplier will be updated in April by September’s CPI figure (6.7%), increasing the multiplier from 51.2p to 54.6p
 - the 2024/25 Retail, Hospitality and Leisure (RHL) scheme will be extended for a fifth year into 2024/25, retaining the existing scope and providing eligible properties with 75% relief, up to a cap of £110,000 per business and that local authorities will be compensated for the cost of granting these reliefs via a section 31 grant from the government
 - the local housing allowance rate is being increased to the 30th percentile of local market rent for the next financial year but will be frozen again in 2025/26.
- 4.57 DHLUC announced a Local Government Finance Policy Statement 2024/25 on 5 December 2023. Table 5 outlines the key features of the policy statement.

Table 5 – summary of Local Government Finance Policy Statement 2024/25

Local Government Finance Policy Statement 2024-25 Settlement component	2024-25
Locally retained business rates - baseline funding levels	<ul style="list-style-type: none"> Local authorities will see an increase in baseline funding levels (BFLs) and compensation grant as if both business rating multipliers had increased by Consumer Price Index of inflation
Locally retained business rates - Under indexation	<ul style="list-style-type: none"> Increase to compensate for the difference between the business rate multipliers and the consumer price index of inflation
Revenue Support Grant	<ul style="list-style-type: none"> Increase by the Consumer Price Index of inflation Roll the £115m fire pension grant into the Revenue Support Grant. This grant will maintain its existing distribution.
Council Tax	<ul style="list-style-type: none"> A core council tax referendum limit for local authorities of up to 3% A council tax referendum principle of up to 3% or £5, whichever is higher, for shire district councils An adult social care precept of 2% for all authorities responsible for adult social care services A bespoke additional council tax flexibility of up to £20 on Band D bills for the Greater London Authority A council tax referendum principle of £13 for police authorities The core council tax principle of up to 3% will apply to fire and rescue authorities No council tax referendum principles for Mayoral Combined Authorities or town and parish councils
Social Care Grant	<ul style="list-style-type: none"> Increase by £692m to £4,544m
Discharge Fund	<ul style="list-style-type: none"> Increase by £200m to £500m
Improved Better Care Fund	<ul style="list-style-type: none"> No change at £2,140m
Market Sustainability and Improvement Fund (MSIF)	<ul style="list-style-type: none"> Increasing to £845m and combining with MSIF – Workforce Fund (£205m in 24/25) increases the total value to £1,050m
Funding Guarantee	<ul style="list-style-type: none"> Ensure all authorities see a 3% core spending power increase before any decision on organisational efficiencies, use of reserves, and council tax levels
New Homes Bonus	<ul style="list-style-type: none"> Maintain the 2023-24 approach, making 2024-25 in-year payments only
Rural Services Delivery Grant	<ul style="list-style-type: none"> No change at £95m
Services Grant	<ul style="list-style-type: none"> As in 2023-24, the Services Grant will reduce and the remainder will continue to be distributed using the Settlement Funding Assessment distribution methodology

Council Tax Income

4.58 Council Tax income has increased as a proportion of total income over the last 10 years as the level of RSG has reduced. This presents a particular financial challenge for the Council given it has a particularly low Council Tax base with 50.3% of dwellings in Band A, and 17.4% in Band B. This is a higher proportion than the national Band A and B percentage and means that a greater proportion of our residents pay a Band A and B than comparable Councils. Every 1% of Council tax raises approximately £0.675m per year.

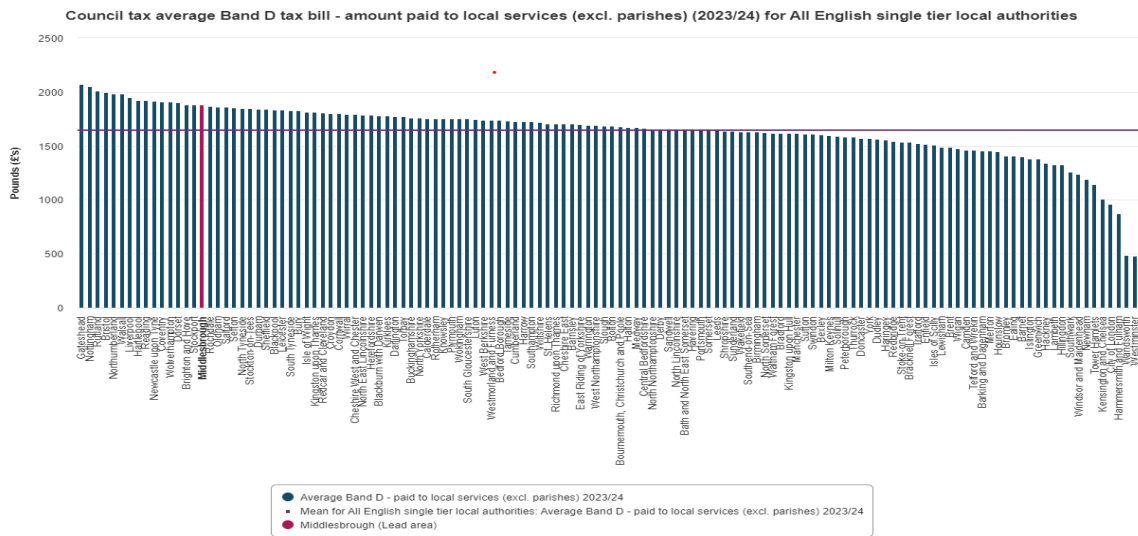
4.59 This means that a higher rate of Council Tax is needed to derive the same income yield compared with many other councils. Table 6 below shows the number of dwellings on the valuation list in each band of Council Tax as at 11th September 2023. The value of the increases in Council Tax being proposed are detailed in the Council Tax section of this report at paragraph 4.73.

Table 6 – number and percentage of dwellings by Council Tax Band as at September 2023

Number and percentage of dwellings by Council Tax Band as at September 2023									
Council Tax Band	A	B	C	D	E	F	G	H	TOTAL
Total number of dwellings on the Valuation List	33,161	11,466	11,440	5,523	2,750	1,003	592	53	65,988
% in each band	50.3%	17.4%	17.3%	8.4%	4.2%	1.5%	0.9%	0.1%	100.0%

4.60 In 2023/24, the Council had a Band D council tax of £1,882 which is higher than the mean for all single tier authorities of £1,648 as shown in figure 14 below. However, 85% of Middlesbrough households fall in Band A to C and pay less than this amount.

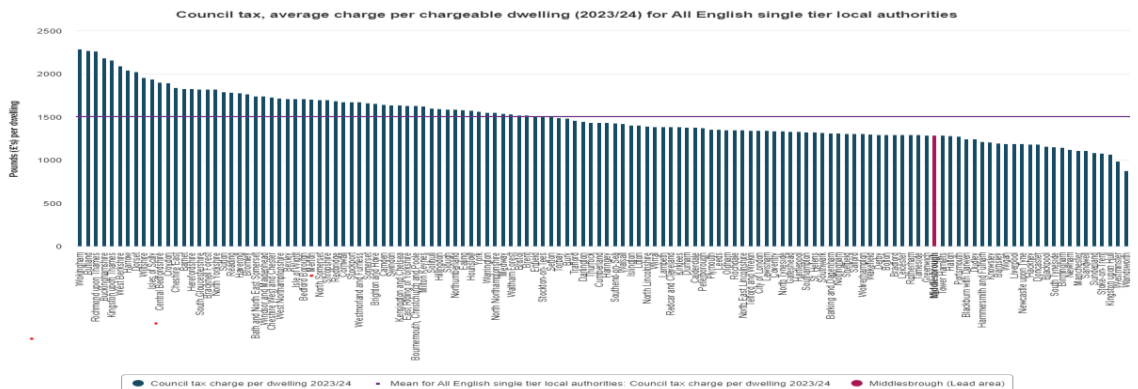
Figure 14: Average Band D Council Tax bill 2023/24



Source: Department for Levelling Up, Housing & Communities

4.61 A more accurate comparison of the level of Council Tax paid by Middlesbrough households is the Average Charge per dwelling as shown in figure 15 below and was £1,290 compared to the mean for all single tier authorities of £1,502.

Figure 15: Average Council Tax bill per Dwelling 2023/24



Source: Department for Levelling Up, Housing & Communities

4.62 Table 7 below shows the history of Council Tax increases over the period 2013/14 to 2023/24, with Table 8 showing the Band D Council Tax each year from 2013/14.

Table 7: Council Tax increases from 2013/14 to 2023/24

Council Tax increases - percentage and value of increase											
	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24
Percentage increase											
Core	1.99%	1.82%	1.85%	1.99%	1.99%	2.99%	2.99%	1.99%	1.99%	0.00%	1.99%
ASC	0.00%	0.00%	0.00%	1.99%	2.00%	2.00%	2.00%	2.00%	0.76%	2.99%	2.00%
Increase	1.99%	1.82%	1.85%	3.98%	3.99%	4.99%	4.99%	3.99%	2.75%	2.99%	3.99%

Table 8: Band D Council Tax 2013/14 to 2023/24

Band D											
	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24
Base	1,305.17	1,330.78	1,355.03	1,380.12	1,435.10	1,491.93	1,566.40	1,644.51	1,710.13	1,757.11	1,809.67
Core	25.61	24.25	25.09	27.49	28.34	44.62	46.80	32.73	34.00	0.00	36.00
ASC	0.00	0.00	0.00	27.49	28.49	29.85	31.31	32.89	12.98	52.56	36.19
Increase	25.61	24.25	25.09	54.98	56.83	74.47	78.11	65.62	46.98	52.56	72.19
Band D	1,330.78	1,355.03	1,380.12	1,435.10	1,491.93	1,566.40	1,644.51	1,710.13	1,757.11	1,809.67	1,881.86

4.63 Over the period since 2013/14, Middlesbrough Council has been required to make cumulative savings of £97m in order to balance its budget.

Table 9: Budget savings per year from 2013/14 to 2023/24

Budget savings per year 2013/14 to 2023/24												
	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	TOTAL
£m	12.657	14.847	14.077	13.163	7.362	6.934	9.908	6.403	2.321	0.000	9.383	97.055

Medium Term Financial Plan

4.64 The MTFP is based on a number of assumptions that are subject to change prior to final budget setting by the Council in February 2024. The report reflects announcements made in the Chancellors Autumn Statement 2023 on the 22 November 2023 and the Local Government Finance Policy Statement published by DLUHC on 5 December 2023 where possible and where full information has been provided. However, the full extent of the impact upon the Council's finances will only become clearer when the Provisional Finance Settlement for Local Government is analysed following the expected announcement, on or around 19 December 2023.

4.65 Any change in assumptions following the settlement will be reflected and updated in the MTFP for presentation to the Executive on 14 February 2024 and will inform the final budget proposals at Full Council on 28 February 2024. The revenue element of the MTFP is set out in the context of:

- a period of persistently high inflation
- a cost of living crisis impacting on citizens;
- a challenging employment market, with recruitment and retention issues internally within the Council and generally across the wider public sector;
- increased demand for services, in particular those relating to Adults Social Care and Children's Social Care, Home to School Transport, and Homelessness which is expected to continue over the life of the plan;
- the need to secure financial recovery by protecting the current level of revenue reserves and rebuilding them to strengthen the Council's financial resilience.
- continued lack of certainty over future Government funding that impacts adversely upon the Council's ability to carry out any long term financial planning.

4.66 The Council maintains a MTFP which sets the financial envelope that is available within which the aims of the Council Plan are to be achieved. The MTFP Refresh 2024/25 to 2026/26 report to Executive on 23 August 2023 provided an update on the financial situation. This has been updated and based upon the following key assumptions which are driven largely by inflation and demand pressures in service areas of statutory responsibility in adult social care, children's social care, homelessness, home to school transport and waste disposal.

Key MTFP assumptions

4.67 The following key assumptions have been used to update the MTFP:

- The MTFP has been amended to reflect any relevant announcements made in the Chancellor's Autumn Statement on 22 November 2023 and the Local Government Finance Policy Statement issued by Department for Levelling Up, Housing & Communities (DLUHC) on 5 December 2023 where sufficient detail was included. Where required, assumptions regarding government funding will be updated as part of the February 2024 MTFP Executive report; following analysis of the provisional and final LGFS.
- That there will be no increase or decrease to the current levels of RSG and Business Rates Retained and Business Rates Top up Grant in 2024/25 and future years, apart from the application of inflationary increases, which have currently been assumed to be 6.7% for 2024/25 (based on CPI for September 2023 as per the Autumn Statement announcement re. Business Rates). This will be fully considered and updated as part of the February 2024 MTFP Executive report; following analysis of the provisional LGFS.
- That currently there are no major changes to other grant assumptions outlined in the report to Executive in August 2023.
- An assumed increase in the core council tax from April 2024 of 2.99% and an additional increase of 2% in the Adult Social Care Precept to fund the pressures in Adult Social Care. The total proposed increase in Council Tax for 2024/25 to 2026/27 is therefore 4.99% p.a. The referendums limit for 2024/25 were confirmed in the Local Government Finance Policy statement 2024/25. A similar increase has been assumed for 2025/26 and 2026/27.
- A council tax base for 2024/25 of 36,137.9 assuming a council tax in year collection rate of 97.4% for 2024/25 as outlined in the separate report to this Executive. Currently similar levels of growth have been assumed for 2025/26 and 2026/27.

- Assumed pay inflation of 4% for 2024/25, 3% for 2025/26 and 2% for 2026/27.
- Assumed inflationary uplift of 4.6% for 2024/25 on discretionary fees and charges aligned to CPI inflation at October 2023 and broadly to the increase in council tax, except where otherwise subject to a specific budget proposal. 2% increase has currently been assumed for both 2025/26 and 2026/27.
- Income the Council receives from commercial developments has been amended to reflect the lost income from the sale of assets approved by Executive on 21 November 2023 as part of the Asset Review report.
- That any residual budget gap remaining after all feasible savings have been identified and assessment of the provisional LGFS, will require an application to DLUHC for Exceptional Financial Support and for this to be granted in order to avoid a s114 Notice being issued by the s151 Officer under s114(3) of the Local Government Finance Act 1988.

4.68 The cost drivers of the budget gap (mainly demand growth and inflationary pressures) reported to the Executive in August 2023 have been reviewed and based upon the above assumptions, the estimated revised budget gap is £18.098m in 2024/25 rising to £26.922m by 2026/27. Table 10 summarises the movement in the budget gap since the report to Executive in August 2023.

Table 10 – movement in budget gap since August 2023 report

Item	2024/25 £m	2025/26 £m	2026/27 £m	Cumulative £m
MTFP Refresh 2024/25 to 2026/27 Report to Executive 23/08/23	14.204	6.832	3.485	24.522
Pay model changes	(2.778)	(0.889)	(1.778)	(5.445)
Adult Social Care Living Wage changes	(0.270)	0.275	0.412	0.417
Fees & Charges changes	(0.688)	-	-	(0.688)
Grant Funding changes	0.038	-	-	0.038
Demand changes - Children's Care	3.172	-	-	3.172
Demand changes - Education (ITU)	2.543	-	-	2.543
Demand Changes - Adult Social Care	0.300	-	-	0.300
Demand Changes - Environment & Community Services (Waste Disposal)	0.768	-	-	0.768
Income Reductions due to Asset Review	1.527	0.188	-	1.715
Legal & Governance - One off use of grant in 23/24	0.133	-	-	0.133
Net Budget movements	4.745	(0.426)	(1.366)	2.953
Council Tax - changes to Housing Growth assumptions	0.168	0.176	0.184	0.528
Business Rates & Revenue Support Grant - change to inflation rate applied	(1.018)	(0.031)	(0.031)	(1.080)
Funding movements	(0.851)	0.145	0.153	(0.553)
Revised gap before new budget savings proposals	18.098	6.552	2.272	26.922

4.69 The following provides further detail of the changes made:

- Following the announcement of the local government pay award for 2023/24, and further review of future expected pay award inflation, pay inflation forecasts have been revised together with due diligence in reconciling the detailed staffing establishment with pay budget models

- Fees and Charges inflationary increase has been updated to reflect latest inflation rates
- Adult Social Care Living Wage calculations have been updated to reflect the increase in national living wage to £11.44 per hour as announced in the Government Autumn Statement
- New Homes Bonus grant calculations have been revised to reflect updated housing growth projections
- Adult Social Care and Integrated Transport Unit growth has been further refined
- Reduction in revenue income as a result of the Asset Review has now been reflected in MTFP
- Additional ongoing pressures and one-off mitigations in 2023/24 to those included in the August gap have been added in
- Council Tax housing growth assumptions have been updated following submission of the CTB1 return to government
- As indicated in the Autumn Sending Review, inflation assumptions on RSG and Business Rates have been updated

4.70 Table 11 below shows the major components of the revised budget gap before any savings proposals, with further detail being provided in the following paragraphs.

Table 11: updated MTFP 2024/25 to 2026/27 before budget savings proposals

Refreshed MTFP Summary 2024/25 to 2026/27 (incremental)				
Budget Item	2024/25	2025/26	2026/27	Detail in Para. No.
	£m	£m	£m	
Net Budget brought forward	126.354	135.298	141.510	
Pay Inflation	5.171	3.451	1.778	4.86 - 4.89
Contractual inflation	1.550	1.550	1.550	4.90
Other inflation	0.223	-	-	4.90
Fees & Charges inflation	(1.978)	(0.860)	(0.860)	4.92 - 4.93
Inflation subtotal	4.966	4.141	2.468	
Service Demand pressures	19.842	6.772	5.331	4.96 - 4.102
Service Demand pressures subtotal	19.842	6.772	5.331	
Technical adjustments	3.844	0.511	0.207	4.104 & 4.105
Risk Management	2.364	0.750	0.750	4.91
Grant Funding adjustments	(2.477)	-	-	
Commercial Income	1.491	0.590	-	4.94 & 4.95
Savings - approved in previous years	(2.987)	-	-	
Other adjustments subtotal	2.235	1.851	0.957	
Projected Net Budget	153.396	148.062	150.266	
Council Tax	(71.400)	(75.695)	(80.204)	
Business Rates	(48.766)	(50.229)	(51.735)	
Revenue Support Grant	(15.132)	(15.586)	(16.054)	
Assumed Funding	(135.298)	(141.510)	(147.994)	
Incremental Budget Gap + / Surplus ()	18.098	6.552	2.272	
Cumulative Budget Gap + / Surplus ()	18.098	24.650	26.922	

Local funding increases – Council Tax and Business Rates

- 4.71 Given the Council’s fragile financial position, the s151 Officer has advised the Mayor and Executive to adopt the current assumed maximum permissible Council Tax increase of 4.99% p.a. for 2024/25 in order to reduce the additional budget savings required to be made to balance the budget. This is also recommended for 2025/26 and 2026/27. This advice also reflects the fact that the Government assumes that local authorities will increase the Council Tax by the maximum permissible in their calculation of the Council’s Core Spending Power, which is a measure of how much the Government believes local authorities can raise from Council Tax and that they have available to spend.
- 4.72 It should be noted that each 1% increase in Council Tax produces estimated additional income to the Council of approximately £675,000 per annum.
- 4.73 The effect of the proposed total Council Tax increase is set out in Table 12 below on the Middlesbrough Council only element of the Council Tax (excluding Fire, Police and Parish precepts) for all bands and shows the average council tax per dwelling.

Table 12: effect of proposed 4.99% p.a. Council Tax increase on Middlesbrough only element

Effect of assumed 4.99% p.a. total increase in Middlesbrough element of Council Tax for the period of 2024/25 to 2026/27										
Band	% of dwellings per band*	2024/25 4.99% increase**			2025/26 4.99% increase**			2026/27 4.99% increase**		
		Council Tax £	Annual Increase £	Weekly Increase £	Council Tax £	Annual Increase £	Weekly Increase £	Council Tax £	Annual Increase £	Weekly Increase £
A	50.3%	1,317.17	62.60	1.20	1,382.90	65.73	1.26	1,451.91	69.01	1.33
B	17.4%	1,536.71	73.04	1.40	1,613.39	76.68	1.47	1,693.90	80.51	1.55
C	17.3%	1,756.23	83.47	1.61	1,843.87	87.64	1.69	1,935.88	92.01	1.77
D	8.4%	1,975.76	93.90	1.81	2,074.36	98.59	1.90	2,177.87	103.51	1.99
E	4.2%	2,414.82	114.77	2.21	2,535.32	120.50	2.32	2,661.83	126.51	2.43
F	1.5%	2,853.88	135.64	2.61	2,996.29	142.41	2.74	3,145.80	149.51	2.88
G	0.9%	3,292.94	156.51	3.01	3,457.26	164.32	3.16	3,629.77	172.52	3.32
H	0.1%	3,951.53	187.81	3.61	4,148.71	197.18	3.79	4,355.73	207.02	3.98

* Based on number of dwellings on the Valuations List as at 11/09/23

** Based on applying maximum increase without a referendum being required

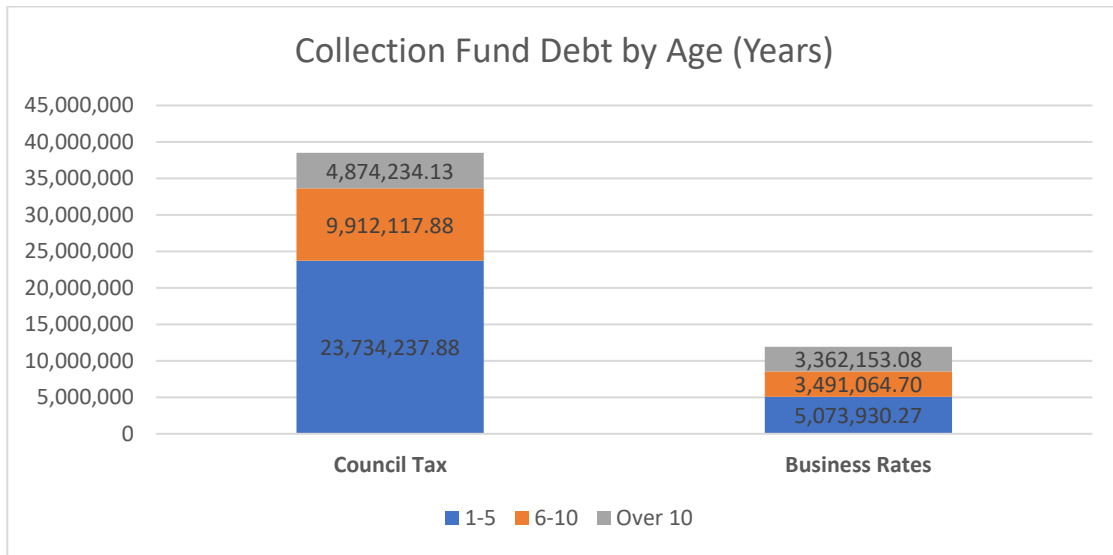
- 4.74 There is estimated to be an increase in Council Tax income of £0.732m in 2024/25 and on an ongoing basis due to a predicted increase in the Council’s Tax Base resulting from projected Housing Growth over the period. In addition, it is currently assumed that there will be an increase of a similar amount each year in 2025/26 and 2026/27. These estimates have been reviewed as part of the Council Tax Base return submitted to Government in October 2023. These estimates will continue to be reviewed on a regular basis in light of the potential effect of delays to house building, currently mainly due to nutrient neutrality issues and lack of available resources in materials and labour and will be updated as part of the budget report to Full Council in February 2024 when further information is available.

- 4.75 It is currently estimated that the Council will receive £0.432m of New Homes Bonus in 2024/25 based on the figures contained in the Council Tax Base return submitted to Government. This assumes that the method for calculating the New Homes Bonus will be unchanged from that used in 2023/24 as per the Local Government Finance Policy 2024/25 announcement. This will be reviewed as part of the February 2024 MTFP Executive report; following analysis of the provisional LGFS. In a briefing to local authorities on 7 December 2023 indications were that there will be no change in the basis of calculation and therefore it is assumed that the New Homes Bonus will continue for 2025/26 and 2026/27 at a similar rate to that for 2024/25.
- 4.76 No growth above an amount for inflation, has been assumed in the Local Share of Business Rates estimated to be received by the Council in 2024/25 to 2026/27.
- 4.77 The Executive recognises the financial challenge faced by many households due to the cost of living crisis and provides financial support in the form of reductions to Council Tax for the most financially vulnerable households in addition to grants under the Household Support Fund and its Welfare Strategy.
- 4.78 Whilst the Council takes a very firm and fair approach to collection there are a number of support solutions which are available to assist financially vulnerable households. Through the Council's Council Tax Reduction Scheme a maximum of 90% support which equates to an overall level of expenditure to support financially vulnerable households of approximately £20.1m per year is provided to 18,285 households across the town. The Council has considered increasing the scheme to 100%, which would mean around 11,000 working age households would have nothing to pay, however this would likely cost the Council around £4m extra to implement and is not considered affordable at present.
- 4.79 In addition to the Council Tax Reduction Scheme a number of other support solutions exist. The Council provides a welfare strategy which is designed to support households who may be struggling financially. The range of support is extensive and can include such things like maximising benefits, support with any shortfall in rent, as well as help with white goods, furniture, food, and energy referrals. Assistance is also provided through the Household Support Fund subject to a qualifying criterion. The Council were provided with around £3.3m of support and through a comprehensive plan, many households across the town have benefited from additional financial support made available by the Council. The Council takes a firm but fair and persistent approach to collection of debt including full benefit and welfare checks to ensure that households have access the right level of support to help them meet their council tax obligations.

Debt Recovery

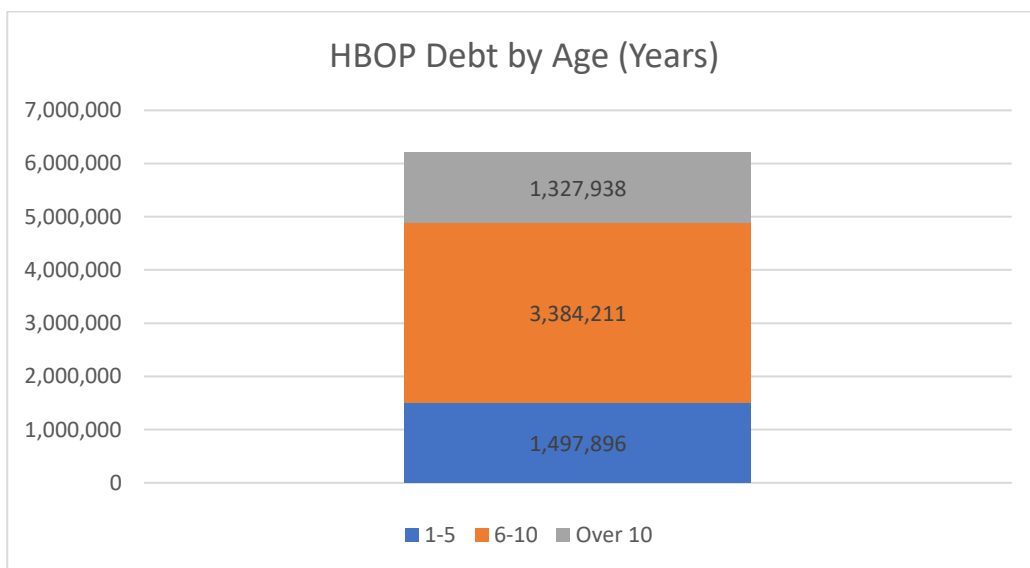
- 4.80 The Council has a level of debt relating to Council Tax (£38.5m) and Business Rates (£11.9m) (Collection Fund) and Housing Benefits Overpayments (£6.2m) as detailed below in Figures 16 and 17.

Figure 16: Collection Fund debt by age (years) at 31 March 2023



Totals: Council Tax £38,520,589.89/Business Rates £11,927,148.05

Figure 17: Housing Benefit Overpayments debt by age (years) at 31 March 2023



Total: £6,210,045.59

4.81 The Council will take a firm but fair approach to recovery of debt and this is particularly important given the increasing reliance upon local tax revenues in the wake of reducing Government financial support. In in year collection remains challenging, with collection rates from households in receipt of Council Tax Reduction (CTR) at around 78%, with overall collection in year hovering around 92.8%. However, due to the ongoing focus and commitment of resources to collect all income due to the Council, the collection rate over the long-term averages at 84% for households in receipt of CTR and 98.1% for all income due. This

performance is currently being reflected in the review of the bad debt provision referred to earlier in this report.

4.82 During and following the Covid pandemic and in response to the cost-of-living crisis, staff resources usually involved in debt collection were prioritised to support the payment of covid related grants and latterly the Household Support Fund. This has resulted in a temporary reduction in collection in recent years. Therefore, to recover this position and to further improve debt collection performance, budget proposals include assigning additional resource will be assigned to target specific areas, not only will this lead to an increase in net collectable debt, it will serve to provide further scope to reduce amounts provided for bad debt. By investing additional resource in the service will provide the following advantages.

- ensuring appropriate support to those who cannot afford to pay whilst allowing the service to take more prompt action in relation to households who won't pay
- investing additional capacity in maximising the Council's net collectable debt whilst also ensuring the integrity of discounts and exemptions for council tax and business rates. Any fraudulent claims will be acted upon promptly and diligently giving a clear message that the Council will not tolerate fraud.
- proactive recovery of income for charged for services and other general debts will improve the Council's cash flow and ensure that services provided for by the Council are paid for promptly.

Inflation

4.83 As mentioned in paragraphs 4.25 to 4.27, inflation as measured by the Consumer Prices Index (CPI) has remained persistently high during 2023/24, falling unexpectedly by 31 October 2023 to 4.6%, and is still expected to remain high during 2024/25.

4.84 It is important to note that the inflation rates incurred and forecast over the foreseeable future have resulted in unprecedented cost increases for local authorities which thus far have not attracted central government support through the Settlement. Unless the 2024/25 settlement includes some financial support to address inflationary pressures, particularly for demand led statutory services, the Council will face extremely difficult decisions in achieving a balanced budget and also face uncertainty and potential volatility arising from these.

4.85 In common with most local authorities, the combination of high inflation and cost of living crisis and high energy and food prices have significantly impacted the local and national economy and put significant pressure upon demand for Council services and the cost of providing them.

Pay Inflation

4.86 Table 13 below summarises the updated pay and pension items included in the MTFP from that provided in the August report. These form a significant driver to the increased MTFP gaps.

Table 13 – Pay and pension inflation

Pay model / pension (incremental increases to existing pay model resources)				
Item	2024/25	2025/26	2026/27	Cumulative
	£m	£m	£m	£m
2024/25 Pay award	3.556	2.667	1.778	8.001
Extra required for 2023/24 Pay Award	1.223	-	-	1.223
Pay Model	4.779	2.667	1.778	9.224
Increase in employers pension contributions following actuarial review	0.392	0.784	-	1.176
Pension	0.392	0.784	-	1.176
Pay/Pension	5.171	3.451	1.778	10.400

- 4.87 Following finalisation of the 2023/24 pay award of £1,925 p.a. plus on-costs, the cost of the 2023/24 pay award has been revised and is currently projected that £1.223m will now be required in the 2024/25 base for this (a reduction of £1m from that previously estimated in August)
- 4.88 Informed by latest inflation forecasts and other information provided by organisations such as SIGOMA the assumption of the 2024/25 pay award has been revised downwards from the previous assumption in August of 6% to 4% which is now estimated to cost £3.556m p.a. Assumptions of pay awards for 2025/26 and 2026/27 have also been revised with £2.667m p.a. (3%) now being assumed for 2025/26 and £1.778m p.a. (2%) being assumed for 2026/27. These compare with the original assumptions in the August MTFP refresh of assumed 4% p.a. in 2025/26 and 2026/27.
- 4.89 Ongoing pension reductions, based on a draft triennial pension valuation and largely due to a reduction in the pension deficit charges, were included in the February MTFP.

Non Pay Inflation

- 4.90 Contractual inflation has been provided for in the MTFP period, with £1.550m being provided for in 2024/25 in relation to specific contracts, mainly around Adult Social Care purchasing budgets and Children’s Care external residential and fostering contracts. The level of contractual inflation will be reviewed further in the budget report to Full Council in February 2024. Also £0.223m p.a. of inflation for a number of other areas, including the increased cost of external audit fees, has been provided for from 2024/25.

Risk Management

- 4.91 Inflation totalling £1.864m from 2024/25 has been provided for the effects of risk around potential additional inflation across a wide range of areas due to uncertainty around levels of inflation, including the cost of energy. This will initially be held centrally. This will be subject to review along with inflation previously provided to Directorates, with updates being provided in the budget report in February. Also an

amount of £0.500m in 2024/25 and £0.750m p.a. in 2025/26 and 2026/27 has been provided for to top up the Financial Resilience Reserve to meet unforeseen financial pressures that cannot ultimately be managed within directorate budgets.

Income Policy and Fees and Charges

- 4.92 The Council is undertaking an organisation wide review of Fees and Charges to embed a consistent approach across the organisation. As part of the review a Fees and Charges policy is being developed that recognises a range of different factors in setting a price including legislative requirements and constraints, the cost of delivering a service, benchmarking with other organisations and achieving policy objectives. The review focuses on discretionary services to residents and businesses and has initially focused on the areas with the highest level of income from Fees and Charges which are incorporated into Directorate budget proposals. A composite Fees and Charges booklet, comprising prices across the Councils services, will be produced as part of the final budget proposals to Council.
- 4.93 Under the Income Policy, the Director of Finance will determine the minimum percentage increase in fees that will apply as part of the annual budget process unless separately addressed in a specific budget proposal. The current proposed inflationary increase that will apply for 2024/25 is 4.6% in line with the rate of CPI in October 2023.

Commercial Income

- 4.94 The Council receives income from a number of Commercial developments. The February and August MTFPs outlined the assumptions made relating to these and these have not been changed at this stage but are being constantly reviewed in light of the effect of the current economic climate in particular on town centre retail. These have also been examined as part of the fees and charges review mentioned in paragraph 4.92. It should be noted that even with these potential reductions, the commercial developments have provided additional income to the Council, in excess of the cost, both in previous years and in the future.
- 4.95 Income the Council receives from commercial developments has been amended to reflect the revenue costs arising from lost income less running costs from the sale of assets approved by Executive on 21 November 2023 as part of the Asset Review report. This totals £1.527m in 2024/25 and a further £0.188m in 2025/26.

Living Wage

- 4.96 Increases in the National Living Wage will impact upon organisations – principally adult social care providers – who are contracted to carry out functions on behalf of the Council. Currently increases in the National Living Wage do not have an impact on Council employed staff as the current pay rates paid to Council staff are above the current National Living Wage rates.
- 4.97 In Spending Review 2021 (SR21) the Government announced that it remains committed to raising the National Living Wage in order so that it reaches two-thirds of median earnings. The Chancellor's Autumn Statement 2023 reiterated this commitment and confirmed that the National Living Wage (NLW) will increase to

£11.44 from £10.42 per hour (a 9.8% increase) for 2024/25. The amounts that are allocated in the MTFP to cover the increases in cost expected as a result of this have been revised in line with current available information, and an amount of £3.362m has been allocated for this within Adult Social Care in 2024/25 and £8.687m over the MTFP period.

- 4.98 As with future pay awards there is a high level of uncertainty around this and whether the Government will further change the levels of increase for future years, and therefore this will be reviewed again in the budget report to Full Council in February 2024.
- 4.99 A number of years ago, the Council made a commitment to align to the Living Wage Foundation recommended levels for pay which aim to provide a real living wage based on the cost of living. Given the Council's current financial position this commitment is considered to be financially unsustainable. It is proposed that the Council ends this commitment with effect from April 2024 and it is proposed that the Executive include this as a recommendation to Full Council in the budget report in February 2024.

Spending pressures

- 4.100 As reported in the Quarters One and Two budget monitoring reports during 2023/24 the Council has faced significant spending pressures in a number of areas and these are expected to continue in 2024/25 and future years. Table 14 summarises the budgetary pressures arising from forecast overspends in 2023/24 and ongoing pressures in these areas and these form a significant driver to the MTFP gaps.

Table 14 – Spending Pressures

Directorate	2024/25	2025/26	2026/27	Cumulative
	£m	£m	£m	
Adult Social Care Increased demand	3.559	1.100	1.100	5.759
Adult Social Care Increases in grant expenditure (offset by corresponding increased grant income)	1.702	-	-	1.702
Children's Care - demand	4.672	1.500	1.500	7.672
Education & Partnerships - Integrated Transport Unit (ITU)	3.843	-	-	3.843
Environment & Community Services - Waste Disposal	1.793	1.500	-	3.293
Increased homelessness costs	0.600	-	-	0.600
Other	0.311	0.205	-	0.516
Spending Pressures	16.480	4.305	2.600	23.385

- 4.101 Details of the spending pressures in the following key areas which are of statutory service provision are provided below :
- Children's Care - this area is experiencing increased demand for care and cost increases due to provider rates and complexity of cases and in the updated MTFP an amount of £4.672m has been included for this in 2024/25 and a further £1.5m p.a. for 2025/26 and 2026/27.

- Adult Social Care – there is an increased cost due to increased demographic demand pressures and higher care fees to providers to offset their rising costs and capacity constraints due to labour shortages. The service is also experiencing challenges in recruitment and retention of staff of which pay is a driving factor. Table 14 above shows that due to a number of potential pressures an additional £5.261m has been included in the updated MTFP for 2024/25 and further £1.1m p.a. for 2025/26 and 2026/27. This assumes no further funding from the Government above that already announced for Adult Social Care.
- Integrated Transport Unit (Home to School and Adults Transport) - the service is experiencing increased cost of transport from local suppliers and high levels of demand for service, and therefore based on the forecast overspend in 2023/24 and predicted growth in 2024/25 an amount of £3.843m has been built into the updated MTFP from 2024/25. Further work is required in order to assure the complex demand and cost modelling in this area and will be updated in the February report.
- Waste Disposal - is incurring inflationary increases on the unit cost of waste disposal and increased demand beyond budgetary provision and therefore £1.793m has been included from 2024/25. Also there will be further increased costs from 2025/26 due to the extension of the current contract for a further year until the new Energy from Waste Site is complete, which is currently expected in 2026/27, and a further £1.500m has been built into the updated MTFP from 2025/26 in order to accommodate expected increases in the price of residual waste disposal under the new contract.
- Homelessness Pressures and effect on Housing Benefit Subsidy - the Council is experiencing an increase homelessness cases and a need for temporary accommodation together with an increase in the cost of provision, especially bed and breakfast. The Local Housing Allowance (LHA) within Housing Benefit Subsidy is proving to be insufficient to meet these costs resulting cost pressure to the General Fund budget. A total of £0.600m has been built into the updated MTFP, comprising of £0.300m for the effects of this within Adult Social Care and £0.300m within Finance in relation to a shortfall in benefit subsidy. This is an emerging national issue affecting many local authorities across the country. A cross cutting review across all service areas involved in providing homelessness support is underway to understand current activities and future needs and to identify more cost effective solutions to meeting the needs of homeless households. This may lead to the amount provided in the MTFP being reviewed.

4.102 Whilst all directorates have been required to put forward budget proposals to balance the budget, fundamental review of service models in these specific service areas are necessary in order to achieve a financially sustainable budget position.

Dedicated Schools Grant

4.103 The Dedicated Schools Grant (DSG) is subject to a statutory override by central Government which instructs Councils to account for the DSG deficits and resulting negative balance in a separate reserve and not to fund it by using its General Fund resources. This was planned to end on 31 March 2023, however Government has extended the arrangement to at least 31 March 2026. This is considered to be a

potential major risk to the Council's financial resilience in the medium term if the Government were to remove the statutory override before the deficit position is resolved without providing a national funding solution. The current DSG deficit balance is £9.795m which could be required to be met from the General Fund resources. The position that Government takes will be closely followed and updates will be provided as appropriate.

Technical Adjustment - reversal of 23/24 Flexible Use of Capital Receipts

4.104 As mentioned in the August MTFP Refresh there is a technical adjustment relating to the Flexible Use of Capital Receipts in 2024/25 which is the reversal of the one year inclusion of a £3m credit to revenue within the base budget for 2023/24. The reversal of this sum has the effect of increasing the budget pressure in the MTFP.

Capital Financing

4.105 The Capital Financing Costs currently assumed will be reviewed for the budget report in February 2024 in light of the latest interest rate forecasts and also changes to the Council's Capital Programme and the recently approved Asset Review.

Measures to Balance the Budget 2024/25 to 2026/27

4.106 The Mayor, Executive Members and the Leadership Team have worked closely over the year to date in order to implement measures to implement initiatives to control 2023/24 expenditure within budget and develop proposed solutions to achieve a balanced budget in 2024/25 and over the period of the MTFP to 2026/27. A range of measures have been taken which include:

- Review of previously approved savings
- Review and refinement of demand and cost models for the areas of significant spending pressure to assure the growth projections
- Development of a combination of prioritised budget proposals which:
 - Generate income
 - Manage service demand more effectively
 - Deliver efficiency (do things differently)
 - Deliver transformation (do different things)
 - Service reduction discretionary services
 - Reduce/Realign service provision with statutory requirements

Budget Growth proposals to revise 2023/24 approved savings in 2024/25 to reflect the Elected Mayor's priorities

4.107 A number of budget savings that were approved by Council in February 2023 were met in 2023/24 by one off funding. The one off funding is not available in 2024/25 and therefore following a review the Elected Mayor and Executive have proposed that the following savings are removed from the budget in order to meet their priorities of protecting front line services as far as possible. The savings affected

are shown in the table below and the detailed reasons for the proposed removal are shown in Appendix 3.

Reversal of savings approved by Council in 2023/24 Budget Report			
Directorate	2023/24 Savings reference	Savings Description	£m
ECS	ECS06	Street Lighting; approx. 1 in 2 lights turned off between midnight and 6am, in less used spaces and intermittently in other appropriate spaces where safe to do so (will not affect road junctions and major roads)	0.148
ECS	ECS12	Reduce Council expenditure on Neighbourhood Safety and seek to maximise grant funding	0.650
ECS	ECS16	Increased use of Indigenous Growth Fund (IGF) grant funding to fund Council services in the Town Centre, such as Area Care	0.142
Finance	FIN06	Council spend for Welfare Rights service to be replaced with alternative external funding	0.174
Total			1.114

Budget Growth proposals to address delayed and changes in assumptions for previously approved savings

4.108 Following the appointment of a new Director of Childrens Services, revised Children’s budget savings have been developed along with a review of the achievability and timing of savings previously approved by Council in February 2023. This has meant that the following saving for 2024/25 has been delayed and is proposed to be removed from the budget (as detailed in Appendix 4), and replaced by a revised plan relating to this with a revised profile for savings achievement as shown in Appendix 1. A further report regarding the revised approach will be submitted to Executive in January 2024.

- Children’s Services Financial Improvement Plan No. 6 - Increase the in-house residential offer to reduce expenditure on external placements (£1.061m)

4.109 In addition the following budget saving previously approved by Council in February 2023 has been found to now not be achievable due to a change in the assumption made at the time it was approved, and therefore budget growth has now been provided for this as detailed in Appendix 4:

- Delete political assistant vacancy (LGS06 -2023/24) (£0.044m)

Proposed Budget Savings

4.110 Budget proposals totalling £14.038m in 2024/25 rising to £21.088m in 2026/27 have been categorised as set out in paragraph 4.112 and are summarised by Directorate in Table 15 below.

Table 15: Summary of proposed budget savings by Directorate

Directorate	2024/25 £m	2025/26 £m	2026/27 £m	Cumulative £m
Adult Social Care	(5.677)	(1.283)	(0.750)	(7.710)
Children's Care	(4.254)	(1.400)	(0.715)	(6.369)
Education and Partnerships	(0.132)	-	-	(0.132)
Environment and Communities	(1.459)	(0.730)	(0.120)	(2.309)
Regeneration and Culture	(0.651)	(0.694)	(0.200)	(1.545)
Finance	(1.487)	(0.931)	(0.182)	(2.600)
Legal and Governance	(0.378)	(0.045)	-	(0.423)
Total	(14.038)	(5.083)	(1.967)	(21.088)

4.111 Table 16 analyses the savings by type of saving. This shows that in deriving the budget proposals the Mayor and Executive have sought to transform how front line services are delivered rather than make cuts to services.

Table 16: Summary of proposed budget savings by type

Analysis of savings by type				
Item	2024/25 £m	2025/26 £m	2026/27 £m	Cumulative £m
Income	(3.156)	(1.562)	(0.182)	(4.900)
Efficiency	(5.849)	(1.027)	(0.120)	(6.996)
Service Reduction / Stop	(0.560)	(0.129)	-	(0.689)
Transformation	(3.641)	(2.365)	(1.665)	(7.671)
Demand Management	(0.832)	-	-	(0.832)
Total	(14.038)	(5.083)	(1.967)	(21.088)

4.112 The proposals have been categorised into those that require consultation and those that do not using the same categories as previous years as summarised in table 17 below . Details are provided of the budget savings proposals in Appendices 1 and 2, including the potential numbers of staff affected and the current number of vacant posts for those proposals with staffing implications. The proposals will be discussed in detail throughout the consultation process, which will be undertaken as detailed in paragraphs 4.136 to 4.140.

Table 17: Analysis of savings by consultation requirements

Appendix		2024/25 £m	2025/26 £m	2026/27 £m	Cumulative £m
1	Budget Savings proposals that are considered to have minimal or no effect on front line service delivery levels These proposals do not have a direct impact on the services for the public and do not therefore require public consultation. Where proposals involve a reduction in staffing, a consultation with Trade Unions and Staff will be required.	(10.089)	(3.667)	(1.867)	(15.623)
2	Budget Savings proposals considered to potentially affect front line service delivery levels These proposals will form part of the 2024/25 revenue budget and requires public consultation	(3.949)	(1.416)	(0.100)	(5.465)
Total		(14.038)	(5.083)	(1.967)	(21.088)

4.113 Further due diligence will be undertaken on the budget proposals over coming weeks to provide assurance of their robustness. In addition, sensitivity analysis will be undertaken on the estimated level of savings in order to determine the requirement for contingencies and reserves in the event of estimated savings not being fully achievable.

4.114 Following consultation and due diligence, if any of the proposed budget savings are deemed to not be achievable then alternative budget savings will have to be found to replace the quantified saving.

4.115 After taking account of the budget proposals to date, a budget gap of £6.279m exists in 2024/25 rising to £8.180m in 2026/27 as summarised in table 18 below:

Table 18: Revised budget gap after budget proposals

Item	2024/25 £m	2025/26 £m	2026/27 £m	Cumulative £m
Revised gap before new budget savings proposals	18.098	6.552	2.272	26.922
New savings proposals - Appendices 1 and 2	(14.038)	(5.083)	(1.967)	(21.088)
Revised gap after new savings proposals	4.060	1.469	0.305	5.834
New growth to support transformation	0.000	0.127	0.000	0.127
Reversal of savings approved by Council in 2023/24 Budget Report - Appendix 3	1.114	-	-	1.114
Proposed unachievable and delayed previously approved savings - Appendix 4	1.105	-	-	1.105
New growth/amend previous years' savings	2.219	0.127	0.000	2.346
Refreshed Budget Gap + / Surplus ()	6.279	1.596	0.305	8.180

4.116 The revised MTFP can be categorised into the major components:

Table 19: Revised MTFP 2024/25 to 2026/27

Refreshed MTFP Summary 2024/25 to 2026/27 (incremental)			
Budget Item	2024/25	2025/26	2026/27
	£m	£m	£m
Net Budget brought forward	126.354	135.298	141.510
Pay Inflation	5.171	3.451	1.778
Contractual inflation	1.550	1.550	1.550
Other inflation	0.223	-	-
Fees & Charges inflation	(1.978)	(0.860)	(0.860)
Inflation subtotal	4.966	4.141	2.468
Service Demand pressures	19.842	6.772	5.331
Service Demand pressures subtotal	19.842	6.772	5.331
Technical adjustments	3.844	0.511	0.207
Risk Management	2.364	0.750	0.750
Grant Funding adjustments	(2.477)	-	-
Commercial Income	1.491	0.590	-
Savings - approved in previous years	(2.987)	-	-
Reversal of savings approved by Council in 2023/24 Budget Report - Appendix 3	1.114	-	-
Proposed unachievable and delayed previously approved savings - Appendix 4	1.105	-	-
New Growth to support transformation	-	0.127	-
New savings proposals - Appendices 1 and 2	(14.038)	(5.083)	(1.967)
Other adjustments subtotal	(9.584)	(3.105)	(1.010)
Projected Net Budget	141.577	143.106	148.299
Council Tax	(71.400)	(75.695)	(80.204)
Business Rates	(48.766)	(50.229)	(51.735)
Revenue Support Grant	(15.132)	(15.586)	(16.054)
Assumed Funding	(135.298)	(141.510)	(147.994)
Incremental Budget Gap + / Surplus ()	6.279	1.596	0.305
Cumulative Budget Gap + / Surplus ()	6.279	7.875	8.180

Further work required to balance the budget

4.117 Further work will continue to deliver a balanced position for 2024/25 and over the period of the MTFP ahead of the final budget report that will be considered by the Executive on 14 February and by Council on 28 February 2024.

Transformation Programme

4.118 Integral to the delivery of a financially sustainable Council Plan as reflected by a balanced MTFP will be the development and implementation of an organisation wide Transformation Programme. The aim of the programme will be to modernise and redesign service delivery models, drive improved control and efficiency and implement effective service demand management measures.

4.119 These measures will enable the Council to deliver improved outcomes for the community from a significantly lower cost base that is financially sustainable over

the medium to long term. It will provide the financial stability to enable robust long term planning that will enable the Council to focus upon future investment to secure improved services and outcomes for the community within Middlesbrough.

- 4.120 The Mayor and Executive are working with Officers and recently appointed external consultants to develop the Transformation Programme. Given the scale and complexity of the Council's challenge, the planning and development stage will take time to establish a robust and adequately resourced Programme Office and suitably qualified and experienced delivery resources. It will also be necessary to ensure that individual Transformation projects have robust Strategic Outline Business Cases that are adequately assured before they are accepted for inclusion into budget proposals for consideration and approval.
- 4.121 The timeframe to achieve the required levels of assurance including consultation, are likely to extend beyond the deadlines applicable to enable them to be included for consideration and approval by Council on 28 February 2024. Consequently there will need to be subsequent consideration of further budget proposals by the Executive and approval by Council during the 2024/25 financial year to revise the 2024/25 budget and MTFP to incorporate new projects into the Council's budget and policy framework.
- 4.122 A number of themes have been identified and the discovery phase of the work in progress at the time of writing. Transformation themes will include Adult Social Care, Childrens Social Care, Homelessness, Localities and Community Engagement, Customer, Digital, alongside a management review and workforce productivity review. Further themes will emerge as work progresses.
- 4.123 It is expected that the Transformation Programme will not be sufficiently developed to close the remaining budget gap of £6.279m for 2024/25 in time for the February Executive to propose a balanced budget to Council on 28 February 2024. However, there will be an indication of the scope and scale of potential savings that will provide an initial plan of how the budget will be capable of being balanced over the Medium Term. The existence of a comprehensive and robust Transformation Programme to underpin the delivery of the Council's financial recovery, will be a key requirement to demonstrate the Council's capability and resolve to recover its financial position to support an application to DLUHC for Exceptional Financial Support.
- 4.124 A further review of the budget and MTFP position will be undertaken following consideration and analysis of the expected announcement for the Local Government Finance Settlement which is due on/around 19 December 2023.
- 4.125 If the combined effect of the Local Government Finance Settlement and any further identified and assured budget proposals are insufficient to close the remaining budget gap for 2024/25, then it will not be possible for the Council to achieve a legally balanced budget for 2024/25.

- 4.126 In these circumstances, the interim Director of Finance (s151 Officer), after appropriate consultation with the interim Chief Executive and Monitoring Officer, will be required by law to consider issuing a s114 Notice under s114 (3) of the Local Government Finance Act 1988.
- 4.127 Prior to issuing a s114 Notice the s151 Officer and Chief Executive with the support of the Mayor and Executive, will make an application to DLUHC for Exceptional Financial Support (EFS) by mid-January 2024. This will be in the form of a capitalisation direction in respect of any remaining budget shortfall in 2024/25. This application will incorporate a draft plan for financial recovery over the medium term of which the developing Transformation Programme will be a key element.
- 4.128 If DLUHC refuses the application for EFS or approves an amount less than the Council requires to balance the 2024/25 budget, then it will be necessary for the s151 Officer to issue a s114 Notice under s114 (3) of the Local Government Finance Act 1988. The implications of issuing a s114 notice are set out in paragraphs 4.132 to 4.135.

Exceptional Financial Support and the Implications of a s114 Notice

- 4.129 Since 2020 the government has agreed to provide Exceptional Financial Support to a small number of authorities that have requested assistance to manage financial pressures that they considered to be unmanageable. It is conditional upon:
- External assurance on their financial position
 - Submission and oversight of financial recovery plans
 - Other conditions specific to the local authority which may be onerous including an escalation of intervention in the running of the Council operations. At the extreme, and most likely when it has become necessary to issue a s114 notice, government intervention may result in the appointment of independent commissioners and a suspension of democratic decision making.
- 4.130 An application for Exceptional Financial Support is likely to be in the form of a 'capitalisation direction'. This is permission for the Council to treat revenue expenditure as capital and to borrow and repay this amount at a premium rate over Public Works Loans Board (PWLB) borrowing over a period of up to 20 years. It is a one off solution in order to finance the capitalisation of revenue expenditure in a particular year to provide breathing space for the Council to implement plans to recover its financial position. It is not a grant and is not free money. It is however a solution that helps to avoid the draconian measures that would accompany a s114 Notice.
- 4.131 Outcomes have varied from such applications with :
- Some authorities have not ultimately needed to draw upon the capitalisation direction and have managed to achieve financial turnaround within their own resources (LB Bexley)
 - Some authorities have drawn on the capitalisation direction and then delivered recovery (Peterborough)

- Other authorities have needed to issue s114 notice as well as drawing on the capitalisation direction (Slough)
- Varying degrees of DLUHC intervention ranging from advisory Improvement Boards, statutory Improvement boards through to Commissioners

4.132 If the Council cannot set a legally balanced budget then there is a risk of a s114 notice being issued under the provisions of the Local Government Act 1988 Section 114 (3) which states that:

“The chief finance officer of a relevant authority shall make a report under this section if it appears to them that the expenditure of the authority incurred (including expenditure it proposes to incur) in a financial year is likely to exceed the resources (including sums borrowed) available to it to meet that expenditure”.

4.133 Councillors have 21 days from the issue of a Section 114 notice to discuss the implications at a Full Council meeting.

4.134 The issue of s114 notice means that:

- no new expenditure is permitted, with the exception of that funding statutory services, including safeguarding vulnerable people, at minimum level
- existing commitments and contracts will continue to be honoured.
- Council officers must therefore carry out their duties in line with contractual obligations and to acceptable standards, while being aware of the financial situation.
- Any spending that is not essential or which can be postponed should not take place and essential spend will be monitored.

4.135 The only allowable expenditure permitted under an emergency protocol would include the following categories:

- existing staff payroll and pension costs
- expenditure on goods and services which have already been received
- expenditure required to deliver the council’s provision of statutory responsibilities at a minimum possible level
- urgent expenditure required to safeguard vulnerable citizens
- expenditure required through existing legal agreements and contracts
- expenditure funded through ring-fenced grants
- expenditure necessary to achieve value for money and / or mitigate additional in year costs

Consultation

4.136 Consultation in respect of the proposed budget savings for 2024/25 detailed in Appendix 2 and the proposed Council Tax increase for 2024/25 will commence on 21 December 2023 and conclude on 18 January 2024, with appropriate impact assessments undertaken considering responses to the consultation.

4.137 It is planned that the budget consultation will closely involve elected members in proactively engaging stakeholders. It will have a clear brand identity and be

promoted across social media and other channels, gathering both quantitative and qualitative information that will provide both real insight for the Council and real influence for respondents. The aim is to encourage more people to take part in the annual budget consultation.

4.138 It is planned that the consultation will be politically led and will include:

- a general public survey on the Council's website, with hard copies on request
- a general consultation email address
- public consultations led by the Executive at locality/community hubs
- consultation with the Council's Scrutiny Panels and Overview and Scrutiny Board
- consultation with the Council's partners and the local business sector, including a specific consultation meeting with the town's Chamber of Commerce

4.139 Due to consultation requirements for staff, and any consultation required over and above the standard budget consultation because of nature of the proposals and the groups impacted, as per previous guidance on legitimate expectation and statutory basis, some proposed budget savings may require a longer consultation than the budget consultation period and therefore there will be need to ensure that a consultation plan is developed, along with an appropriate final decision making point for these proposals.

4.140 The output of the consultation process will then be reported to Executive on 14 February 2024 and then to Full Council on 28 February 2024, which will:

- again refresh the MTFP following the Local Government Finance Settlement, set the 2024/25 budget and any required associated budget savings and targets, and set the Council Tax level for 2024/25;
- comply with the Public Sector Equality Duty and set out any impacts identified from the proposals for 2024/25 and future years.

Capital Programme

4.141 The Council's Capital Programme is reviewed each quarter via the quarterly budget monitoring reports. A comprehensive review of the capital programme, its profiling and forecast outturn including financing has been undertaken to 30 September 2023 as part of the Quarter Two 2023/24 budget monitoring report.

4.142 The Capital Programme will be further reviewed at Quarter Three, and also a full revision of the Capital Programme for the MTFP period, including 2026/27, will be included in the budget report to Full Council in February 2024 along with a Capital Strategy Report.

4.143 Provision has been made in the MTFP in respect of the capital financing costs arising from the Capital Programme

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

Not applicable.

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

6.1 *Financial (including procurement and Social Value)*

- 6.1.1 The Council is required by law to set a legally balanced budget by 11 March 2024. Failure to do so will result in the statutory requirement for the s151 Officer to issue a s114 Notice under s114(3) of the Local Government Finance Act 1988. The s151 Officer and the Chief Executive will consult with DLUHC in relation to an application for Exceptional Financial Support as required in order to avoid a s114 scenario.
- 6.1.2 Measures taken to date are not sufficient to enable the budget to be balanced and further work is required in the period up to the final proposed budget report to Executive on 14 February 2024 which will then be presented to Council for approval on 28 February 2024.
- 6.1.3 The financial implications associated with this report are set out throughout the main body of the report.

6.2 *Legal*

- 6.2.1 The Council is required under legislation to set a balanced budget for each year. The Medium Term Financial Plan and revenue and capital budgets form part of the Council's policy framework, as set out in its constitution. The approach outlined within the document will enable the Council to operate within the resources available and continue to meet its many statutory duties.
- 6.2.2 Elected members (individually and collectively) have a fiduciary duty to local taxpayers and so duty to facilitate, rather than frustrate, the setting of a lawful budget, and not to do so would bring damaging legal, financial, operational, and reputational consequences for the Council, and precepting authorities such as the police, fire service and local parish councils. It may also give rise to personal liability for individual members for misfeasance in public office, negligence, or breach of statutory duty, should they be found to be purposely failing to set a lawful budget.

6.3 *Risk*

- 6.3.1 The revision of the Council's Medium Term Financial Plan for 2024/25 to 2026/27 plays a fundamental role in ensuring that the Strategic Plan is delivered effectively.
- 6.3.2 The proposed approach will ensure a positive impact on the strategic risk that the Council fails to achieve a balanced budget. The proposed approach also aligns with legal requirements around consultation and assessing the impact of proposals. It therefore impacts positively on the risks that the Council could fail to achieve good governance or comply with the law.

6.3.3 There is a risk that the financial position of the Council will be adversely affected by any non-achievement of the proposed budget savings and other proposals for 2024/25 outlined in the report.

6.4 *Human Rights, Public Sector Equality Duty and Community Cohesion*

6.4.1 As stated in paragraph 4.112, savings proposals for 2024/25 and beyond have been initially assessed and categorised in Appendices 1 and 2.

6.4.2 The Council must ensure that, in line with the Public Sector Equality Duty, that any budget saving proposals, other budget proposals, or proposed Council Tax increases thought to impact on those with protected characteristics are assessed, mitigated where possible and/or justified. As such impact assessments for specific proposals and the proposed Council Tax increase will be completed prior to consideration by the appropriate decision-making body, where required. This will be either prior to the presentation of the 2024/25 budget report to Full Council in February 2024, or during 2024/25 prior to the decision to implement the proposed budget saving being taken.

6.5 *Climate Change / Environmental*

6.5.1 A number of the proposals within the proposed budget are relevant to this theme. The proposals to make changes to waste and recycling services and cessation of financial support for Environment City in particular. The impact of this will be assessed during the consultation period and set out within the report to Council in February 2024 and the supporting Impact Assessment.

6.6 *Children and Young People Cared for by the Authority and Care Leavers*

6.6.1 A number of the proposals within the 2024/25 proposed budget are relevant to these groups. The proposals will ensure that service provision is reviewed to ensure it is fit for purpose. The proposal in relation to the Special Guardianship Order Payment review will be particularly relevant, the proposal is to review policy and practice to bring it into line with regulations, the impact of this will be assessed during the consultation period and set out within the report to Council in February 2024 and the supporting Impact Assessment.

6.7 *Data Protection / GDPR*

6.7.1 There are no concerns that the proposals within the report will impact negatively on data protection or GDPR.

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

Action	Responsible Officer	Deadline
Consultation on the proposed budget savings and Council Tax increase will commence on 21 December 2023 and conclude on 18 January 2024, with appropriate impact assessments undertaken considering responses to the consultation	Head of Financial Planning & Support	18/1/24
The output of the consultation process will be reported as part of the Revenue Budget, Council Tax, Medium Term Financial Plan, and Capital Strategy 2024/25 report to Executive on 14 February 2024 and Full Council on 28 February 2024	Head of Financial Planning & Support	28/2/24

Appendices

1	Budget savings proposals that are considered to have minimal or no effect on front line service delivery levels
2	Budget Savings proposals considered to potentially affect front line service delivery levels
3	Budget Growth proposals to revise 2023/24 approved savings in 2024/25 to reflect the Elected Mayor's priorities
4	Budget Growth proposals to address delayed and change in assumption on savings approved in 2023/24 for 2024/25

Background papers

Body	Report title	Date
Executive	Children's Service Financial Improvement Plan	14/2/23
Council	Budget 2023/24 -S25 Report of the Chief Finance Officer	27/2/23
Council	Revenue Budget, Council Tax, Medium Term Financial Plan and Capital Strategy 2023/24	27/2/23
Executive	Revenue and Capital Budget – Forecast Outturn position at Quarter One 2023/24	23/8/23
Executive	MTFP Update	23/8/23
Executive	Revenue and Capital Budget – Forecast Outturn position at Quarter Two 2023/24	21/11/23
Executive	Asset Review	21/11/23
Government (Chancellor)	Autumn Spending Review 2023	22/11/23
Department for Levelling Up, Housing & Communities (DLUHC)	Local Government Finance Policy Statement 2024/25	5/12/23
Executive	The Council Plan, 2024-27	20/12/23

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Appendix 1: Budget Savings proposals that are considered to have minimal, or no effect on front line service delivery levels

These proposals do not have a direct impact on the services for the public and do not therefore require public consultation. Where proposals involve a reduction in staffing, a consultation with Trade Unions and Staff will be required.

Ref:	Categorisation	Budget savings proposal	24/25 (£m)	25/26 (£m)	26/27 (£m)	Total (£m)	Proposed reduction in Staff posts over 2024/25 to 2025/26 FTE	Current Vacant Posts FTE
ASC02	E	Temporary Accommodation and support review Investing in better co-ordination of the way the Council provides housing to reduce the overall spend on emergency, temporary and short term accommodation for people. This will involve better modelling of need, flexible agreements with housing suppliers, and using the Council's own properties first.	(0.165)			(0.165)	-	-
ASC03	D	Introduction of Residential Care Panel This initiative will provide increased scrutiny of placement applications with particular focus on housing and accommodation.	(0.200)			(0.200)	-	-
ASC04	E	Review of domiciliary care A review of care packages for service users will be undertaken to ensure the allocation of resource is appropriate, including replacement of 2nd domiciliary care worker with assistive technology	(0.091)			(0.091)	-	-
ASC05	I	Review of Care Packages Funding This initiative will ensure there is a robust process in place to assess client eligibility for funding, reviewing care packages across the service.	(0.402)			(0.402)	-	-
ASC06	D	Expansion of reablement provision This initiative is to focus on short-term intensive support enabling service users coming out of hospital to return home with a reduced, or no, on-going care package. It will also be used to delay escalation of need in the community.	(0.632)			(0.632)	-	-
ASC08	E	Review of high cost care packages A review team will be established to focus on high cost packages to ensure consistent, appropriate care, and to ensure cost-effective use of resources.	(0.238)			(0.238)	-	-
ASC12	T	Transformation of Adult Social Care Services This initiative will involve a service wide review to introduce new ways of working and delivering services to clients. For example, further prevention initiatives, assistive technology, and wider rollout of Connect services.	(1.900)	(0.750)	(0.750)	(3.400)	-	-
ASC15	I	Review of Adult Social Care Client Income contribution for residential care A comprehensive review of client contributions to care package costs to ensure individuals are charged appropriately	(0.500)			(0.500)	1.0	-
CC01	T	Review of all Services across Children's Care. A robust review and evaluation of staffing will be undertaken across Children's Services. Research and alternative operating models of practice will also be considered within this review. The staffing levels and structure will be reviewed to ensure Children's Services are effectively responding to the needs of children and families.	(0.700)	(0.500)		(1.200)	(27.0)	114.0
CC02	E	Review of Placements (including Processes and Procedures). This will be achieved by undertaking a deep dive of placements for children to bring young people back to Middlesbrough and/or to remain local. This review is likely to reduce financial pressures as this is a high-cost area. Increased governance and management oversight will be implemented to have a stronger grip on decision making and spending.	(1.100)			(1.100)	-	-
CC03	T	Improvement of Internal Residential capacity through the purchase of suitable properties and refurbishment of existing MBC properties into Residential homes This will include consideration of properties within Middlesbrough to increase in-house placements for children.	0.000	(0.450)	(0.615)	(1.065)	-	-
CC04	E	Workforce Development - Review of recruitment and retention and marketing of job roles, in particular Social Worker related posts. This will include a robust review and evaluation of staffing across Children's Services. Due to the challenges with recruitment which are contributing to the ongoing budget pressures, we need to redesign and improve our recruitment offer and marketing strategy to attract workers to Middlesbrough.	(0.800)			(0.800)	-	-

Appendix 1: Budget Savings proposals that are considered to have minimal, or no effect on front line service delivery levels

These proposals do not have a direct impact on the services for the public and do not therefore require public consultation. Where proposals involve a reduction in staffing, a consultation with Trade Unions and Staff will be required.

Ref:	Categorisation	Budget savings proposal	24/25 (£m)	25/26 (£m)	26/27 (£m)	Total (£m)	Proposed reduction in Staff posts over 2024/25 to 2025/26 FTE	Current Vacant Posts FTE
CC05	E	Other savings - Maximising grants This will involve having a stronger oversight of the S17 (Financial Assistance) spend and using more of the grant funding the Council receives for our unaccompanied asylum seeking children. We will also be using the Adoption Support Fund through the DfE which will support our therapeutic offer to children who are subject to a Special Guardianship Order or Child Arrangement Order.	(0.454)	(0.150)	(0.100)	(0.704)	-	-
CC06	T	SHIFT Project, a multidisciplinary approach in prevention. Introduction of the SHIFT programme, alongside the robust placement review, will achieve better outcomes for our young people who are involved in criminal activity, reduce the number of children entering care, and mitigate the need for some high-cost placements.	(0.400)			(0.400)	-	-
ECS05	E	Integrate Environment Services and Supporting Community functions and create a Neighbourhood management approach. This will be based on 4 working locality focused teams to deliver front line services with savings achieved following a management restructure and a reduction in management posts.	(0.287)	(0.113)		(0.400)	(12.0)	8.0
ECS06	E	Increase in Education and Enforcement around Recycling. By encouraging people to put less waste in their residual waste bin and recycle instead, the Council will improve the amount of recycling and in turn reduce the cost of waste disposal.	(0.030)	(0.169)	(0.020)	(0.219)	-	-
ECS11	I	Review contribution to Community Hubs running costs This will be achieved by increase income from chargeable activities, room hire, and the renting of space at Community Hubs.	(0.040)			(0.040)	-	-
ECS12	I	Charge for Waste Bins on New Developments The introduction of charging for waste bins on new developments to Developers.		(0.030)		(0.030)	-	-
REG01	S	Reducing the number of staff we need to deliver regeneration activities by implementing new ways of working. This will be achieved by reducing staffing in the Regeneration Directorate by around 10 posts.	(0.263)	(0.129)		(0.392)	(10.0)	45.9
REG02	S	Changing the way the Middlesbrough News e-newsletter is produced and delivered. This will involve more localised updates being sent to subscribers	(0.008)			(0.008)	-	-
REG04	T	Improve the commercial potential of the Town Hall and Middlesbrough Theatre to maximise the potential of the buildings and provide a greater range of performances. This will involve joining up management and programming arrangements and exploring partnerships with private sector promoters.	(0.050)	(0.100)		(0.150)	-	-
REG05	I	Use grant funding to cover some of the existing economic growth activities the Council carries out. This will involve using more of the grant funding the Council receives to cover staff costs.	0.000	(0.050)		(0.050)	-	-
REG06	E	Reducing the number of staff we need to deliver the Council's marketing and communication activities by implementing new ways of working. This will be achieved by utilising different ways of marketing and communicating that will ultimately require fewer staff.	(0.050)	(0.050)		(0.100)	(2.0)	1.0
REG07	T	Investing in better co-ordination of the way the Council provides housing to reduce the overall spend on emergency, temporary, and short term accommodation for people. This will involve better modelling of need, flexible agreements with housing suppliers and using the Council's own properties first.	(0.080)	(0.220)	(0.200)	(0.500)	-	-
FIN01	I	Collection of Housing Benefit Overpayments. Invest additional staff resources to increase the recovery of old debt from overpaid Housing Benefit.	(0.105)	(0.035)		(0.140)	1.0	-
FIN02	I	Review of Single Person Discounts and Student Exemption for Council Tax. Undertake a review of all current awards, if not entitled, remove and rebill to ensure all households are paying the correct amount of Council Tax	(0.198)	(0.066)		(0.264)	3.0	-

Appendix 1: Budget Savings proposals that are considered to have minimal, or no effect on front line service delivery levels

These proposals do not have a direct impact on the services for the public and do not therefore require public consultation. Where proposals involve a reduction in staffing, a consultation with Trade Unions and Staff will be required.

Ref:	Categorisation	Budget savings proposal	24/25 (£m)	25/26 (£m)	26/27 (£m)	Total (£m)	Proposed reduction in Staff posts over 2024/25 to 2025/26 FTE	Current Vacant Posts FTE
FIN03	I	Collection of Council Tax. Invest additional staff resources to increase the recovery of old debt whilst also ensuring that Households are in receipt of the relevant DWP benefits / financial support.		(0.110)	(0.037)	(0.147)	2.0	-
FIN04	I	Collection of Council Tax. Invest additional staff resource to increase the recovery of debt through the use of charging orders. If Council Tax is owed this can be secured against the homeowner's property, upon sale or forced sale the debt will then be discharged.		(0.504)	(0.103)	(0.607)	1.0	-
FIN05	I	Collection of Business Rates Invest additional staff resource to increase the recovery of old debt.		(0.126)	(0.042)	(0.168)	1.0	-
FIN06	I	Collection of Council Debt Invest additional staff resource to increase the recovery of general debt relating to provision of Council 'paid for' services.	(0.188)	(0.070)		(0.258)	2.0	-
FIN07	E	Reduction in Contractual Spend Undertake a review to increase on-contract spend and improve contract management standards based on 2% reduction in current spend linked to supplies and services.	(0.700)			(0.700)	-	-
FIN09	E	Invoice Reconciliation To develop a system for automatic checks on delivered hours against commissioned hours within Adult Social care	(0.080)			(0.080)	2.0	-
FIN10	I	Centralisation of grants administration and maximisation of opportunities for grant income across the authority To develop a process and centralised resource for the horizon scanning of grant opportunities across the authority and to ensure central co-ordination of all grant income, this will include ensuring the costs of any support and overheads are fully met by any grants received.	(0.050)			(0.050)	1.0	-
LGS01	E	Reduce car mileage rate paid to staff from current 60p per mile for petrol/diesel/hybrid cars to HMRC rate of 45p per mile. This will involve issuing notice of the introduction of the new rate and adjusting in the Council's HR system. Staff communication will be required. Saving will be across all directorates.	(0.116)			(0.116)	-	-
LGS02	S	DBS Renewals - staff to self declare at renewal stage. This will involve the introduction of a self declaration model which can be built into appraisal/supervision meetings and recorded. The HR System will need to be adjusted to allow recording of information and services will need to keep information securely.	(0.012)			(0.012)	-	-
LGS03	E	A Cross-Council review of administrative roles and functions. This saving will be achieved through a Council-wide review of all customer-facing and administrative roles, with a view to reducing net budget by 2.5%	(0.136)			(0.136)	(6.0)	0.0
LGS04	E	Review corporate mobile telephone contract. A review of the corporate mobile phone contract and the move to a new provider, to realise savings	(0.050)			(0.050)	-	-
LGS05	E	Centralisation of Data Analytics (Cross Council) A review of resources, systems and processes in relation to the data analytics function to enable standardisation, providing data analytic services to the Council at a reduced cost base.	(0.058)			(0.058)	(1.5)	1.5
LGS06	E	Legal Services Service Review Exploration of a shared Legal Service and potential for commercialisation, improving efficiency, service delivery, and enhancing resilience		(0.045)		(0.045)	-	-
LGS07	S	Review of Subscription spend Standardise the corporate approach to professional subscriptions fees.	(0.006)			(0.006)	-	-

Appendix 1: Budget Savings proposals that are considered to have minimal, or no effect on front line service delivery levels

These proposals do not have a direct impact on the services for the public and do not therefore require public consultation. Where proposals involve a reduction in staffing, a consultation with Trade Unions and Staff will be required.

Ref:	Categorisation	Budget savings proposal	24/25 (£m)	25/26 (£m)	26/27 (£m)	Total (£m)	Proposed reduction in Staff posts over 2024/25 to 2025/26 FTE	Current Vacant Posts FTE
TOTAL			(10.089)	(3.667)	(1.867)	(15.623)	(44.5)	170.4

<p><u>CATEGORISATION KEY</u> I – Income E – efficiency (review) S – service reduction /stop (cut – saving affects service) T – transformation D – demand management G - growth</p>

Appendix 2: Budget savings proposals considered to potentially affect front line service delivery levels

These proposals will form part of the 2024/25 revenue budget and require public consultation

Ref:	Categorisation	Budget savings proposal	24/25 (£m)	25/26 (£m)	26/27 (£m)	Total (£m)
ASC01	E	Accommodation and Support review A review will be undertaken to consider an alternative source of funding which can be used to fund the support costs to a number of sheltered housing provisions. This work will identify eligible sources of funding, which will mitigate the impact to residents and the services being provided, there will be no financial impact on residents in 2024/25. Phase 2 of this work will include completing a review with the registered social provider for the larger schemes, concerning the historical funding arrangements of support into a number of sheltered housing schemes. This work will consider alternative funding opportunities, with a decision to be taken in 24/25 concerning the future funding arrangements for these schemes should alternative funding sources not be identified.	(0.072)	(0.480)		(0.552)
ASC07	I	Fairer Charging/Fair Cost of Care This will be achieved by ensuring client fees reflect cost inflation on an annual basis.	(0.100)			(0.100)
ASC09	E	Review of Independent Supported Living schemes A review of our Independent Supported Living schemes in partnership with our providers to maximise the use of digital technology to promote the independence of the tenants within these services, and to complete a full review of the costs associated with the schemes, including consideration of further opportunities for shared care.	(0.176)			(0.176)
ASC10	E / I	Expand Autism Day Care through relocation to Cumberland Resource Centre This will be achieved by Autism Day Care relocating to Cumberland Resource Centre. Current activity from Cumberland Resource Centre will relocate to North Ormesby Resource Centre resulting in staff savings (£0.080m) and a potential to generate additional income (£0.050m)	(0.130)			(0.130)
ASC11	T	Re-provision use of Levick Court This initiative is to provide alternative residential care for the current service users and seek opportunities to maximise the utilisation of the property working with partner organisations	(0.311)			(0.311)
ASC13	E	Review of Direct Payments A robust review of policy and application to ensure the facility to support service users via direct payments is fully utilised to enable independent living	(0.660)			(0.660)
ASC14	I	Court of Protection Service Charges Commence charging service users for the cost of assessment for Court of Protection applications and administration of Court of Protection cases	(0.100)	(0.053)		(0.153)
CC07	I	Special Guardianship Order Payment review. Undertake a review of policy and practice, aligning to regulatory requirements and DWP benefit entitlements	(0.800)	(0.300)		(1.100)
EDC01	E	Review of Integrated Transport Unit arrangements This will be achieved through efficiencies in services such as optimisation of routes and cost of in-house and external suppliers.	(0.132)	-		(0.132)
ECS01	E	Fortnightly Collection Residual Waste. As in line with most Councils, Middlesbrough will introduce the fortnightly collection of residual waste. This will assist in the Council's efforts to increase recycling. The impact will be a reduction in the number of full time Residual Waste Operatives from 41 to 29 and savings on fuel and equipment. This will include the offering of bigger 240 litres bins to those with families with 3 or more and moving where possible for those areas on black bags to wheeled bins. Areas that have communal bins collections will remain on weekly collection. Those who have medical needs or larger families will have their needs assessed and larger or additional bins will be offered. In order to improve the level of recycling, increased waste education and communication will take place to ensure people understand which waste should be put in which bin and encourage residents to do so.	(0.374)			(0.374)

Proposed reduction in Staff posts over 2024/25 to 2025/26 FTE	Current Vacant Posts FTE
-	-
-	-
-	-
(2.9)	4.0
-	-
-	-
-	-
1.0	-
-	-
(12.0)	6.0

Appendix 2: Budget savings proposals considered to potentially affect front line service delivery levels

These proposals will form part of the 2024/25 revenue budget and require public consultation

Ref:	Categorisation	Budget savings proposal	24/25 (£m)	25/26 (£m)	26/27 (£m)	Total (£m)
ECS02	I	Green Waste Collection Charge As with most councils, introduction of charging for Green Waste which collection service will run fortnightly from the beginning of April until the end of November. This will include the continuation of two weekly collection throughout this period rather than monthly in October and November. The annual charge will be £40 for the first bin then £20 per additional bin.	(0.406)			(0.406)
ECS03	I	Junk' Job collection will be Chargeable. Introduction of a £24.50 charge for a bulky household waste collection. In general, this will be for up to five items. This will provide a more streamlined service than the two-tier system in place now.	(0.092)			(0.092)
ECS04	I	Replacement Wheeled bins charge The introduction of charges for replacement of all wheeled bins including delivery charge. This will include wheeled bins used for recycling. 140 Litre Bin £20.45, 240 Litre Bin £23.50, 240 Litre Green Waste Bin £37.50. This is an increase of £3.70 for 140 Litre bin, currently £16.75, and introduction of charge for recycling bin and new larger sized waste bins.		(0.033)		(0.033)
ECS07	S	Cease Council financial support for Environment City	(0.105)			(0.105)
ECS08	I	Resident Parking Permits Charge Introducing a charge for residents parking permits in those areas that have a residents parking scheme. The charge will be £25 per first permit and £40 for additional permits. NHS and official careers would be charged £10 for a permit.	(0.125)	(0.125)		(0.250)
ECS09	I	Car Parking Charge at Stewart Park Introduction of a £2 daily car parking charge at Stewart Park. This will require the introduction of a resident parking scheme in nearby streets.		(0.060)		(0.060)
ECS10	T	Review of Community Facilities A review of community facilities will include potential income generation from use of facilities, or alternatives to reduce operating costs.		(0.200)	(0.100)	(0.300)
REG03	T	Concentrate the town's museum offer in the Dorman Museum (80,437 annual visitors) and withdraw from the Captain Cook Birthplace Museum (5,360 annual visitors). This will be achieved by investing in the offer at the Dorman Museum, expanding the range of exhibitions, and improving the visitor experience. The Captain Cook Birthplace Museum will either be operated by another organisation or closed and integrated into the Dorman offer, with the building used for other purposes.	(0.200)	(0.145)		(0.345)
FIN08	S	Reduction in the allocation of resource for voluntary and community sector grants from the local authority. To reduce the allocation of funding available for the voluntary and community sector grants programme. The small grants programme, of £0.127m which is for one-off grants for residents and small community groups will cease. There will be a 20% reduction in remaining funding of £0.195m to £0.156m. This will mean the available funding for Community Chest and Development Grants will significantly reduce and there will be a review undertaken regarding the allocation of core grants. Support will be offered to enable organisations to access external grant funding opportunities.	(0.166)			(0.166)
FIN11	E	Closure of Cashiers at Middlesbrough House. Alternative ways to pay such as direct debit, online, telephone or if in person at a Post Office or one of the many local paypoint outlets will be offered. Where the Council provides an 'estate' function for vulnerable residents, local town centre arrangements will be introduced to provide cash payments.		(0.020)		(0.020)
TOTAL			(3.949)	(1.416)	(0.100)	(5.465)

Proposed reduction in Staff posts over 2024/25 to 2025/26 FTE	Current Vacant Posts FTE
-	-
-	-
-	-
(2.0)	-
-	-
-	-
-	-
-	-
-	-
-	-
-	-
-	-
-	-
-	-
(15.9)	10.0

Appendix 2: Budget savings proposals considered to potentially affect front line service delivery levels

These proposals will form part of the 2024/25 revenue budget and require public consultation

Ref:	Categorisation	Budget savings proposal	24/25 (£m)	25/26 (£m)	26/27 (£m)	Total (£m)
		<u>CATEGORISATION KEY</u> I – Income E – efficiency (review) S – service reduction /stop (cut – saving affects service) T – transformation D – demand management G - growth				

Proposed reduction in Staff posts over 2024/25 to 2025/26 FTE	Current Vacant Posts FTE

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Appendix 3: Budget Growth proposals to revise 2023/24 approved savings in 2024/25 to reflect the Elected Mayor's priorities

Previous Ref:	Budget savings proposal	24/25 (£m)	25/26 (£m)	26/27 (£m)	Total (£m)
ECS12 - 23/24	Community Safety services The cost of providing Community Safety is currently being met from grant funding as a result of a planned 2023/24 saving. This funding is not available in future years. Therefore, in order to continue to provide the current level of Community Safety service (based on 10 Street Wardens plus uniforms, equipment and fuel) as well as Neighbourhood Safety Officers, growth in the expenditure budget is required.	0.650			0.650
ECS16 - 23/24	Area Care. Part of the Area Care budget is funded by grant in 2023/24 as a result of a planned 2023/24 saving and this funding is not available in future years. Therefore, in order to avoid further reduction in the current level of service including grass cutting, street cleaning and general maintenance, growth in the expenditure budget is required.	0.142			0.142
ECS06 - 23/24	Street Lighting This is a reversal of a planned saving of £0.148m per annum which also required £0.081m of capital investment in order to install the technology to enable selective reduction of street lighting overnight. The reduction of crime and anti-social behaviour is a key Mayoral priority and the maintenance of lighting levels at night supports the strategy to increase the perception of safety of residents of Middlesbrough and the reduction in crime and anti-social behaviour.	0.148			0.148
FIN06 - 23/24	Welfare Rights Service - previously activity was supported through central government grant, this funding is not available so in order to continue services Council resource is required.	0.174			0.174
TOTAL		1.114	0.000	0.000	1.114

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Appendix 4: Budget Growth proposals to address delayed and change in assumption on savings approved in 2023/24 for 2024/25

Previous Ref	Budget savings proposal	24/25 (£m)	25/26 (£m)	26/27 (£m)	Total (£m)
LGS06 - 23/24	Meet appropriate requirements for supporting Politicians Following Elections in May 2023, the requirements for supporting politicians have changed	0.044			0.044
Childrens Improvement Plan No.6 23/24	Children's In-house residential provision New plans to increase capacity in Children's in-house residential offer are now part of a wider transformation programme resulting in the requirement to remove previously set budget savings (this has been replaced by a new savings proposal CC03)	1.061			1.061
TOTAL		1.105	0.000	0.000	1.105

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MIDDLESBROUGH COUNCIL	
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Report of:	Interim Director of Finance (s151 Officer)
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Relevant Executive Member:	Executive Member for Finance and Governance
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Submitted to:	Executive
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Date:	20 December 2023
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Title:	Calculation of Council Tax Base for 2024/25
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Report for:	Decision
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Status:	Public
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Strategic priority:	All
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Key decision:	Yes
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Why:	Decision(s) will incur expenditure or savings above £250,000 and have a significant impact in two or more wards
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Subject to call in?:	Yes
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Why:	Not Urgent
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Proposed decision(s)
<p>The report requests that the Executive:</p> <ul style="list-style-type: none"> • Notes the contents of the report • Approves the council tax base for 2024/25 as 36,137.9 • Approves 2,386.6 and 1,412.8 as the council tax bases for the parishes of Nunthorpe and Stainton & Thornton respectively for 2024/25 • Following approval, agrees to notify the Police and Crime Commissioner, the Cleveland Fire Authority, and the Parish Councils of the 2024/25 council tax base

Executive summary

The Council has a legal obligation to calculate a council tax base each financial year. The calculation of the council tax base is a part of the Council's budget strategy which forms part of the Council's Policy Framework. This report is part of the process to set the council tax base for the financial year 2024/25 by the statutory deadline of 31 January 2024.

1. Purpose

This report is part of the process to set the council tax base for the financial year 2024/25 by the statutory deadline of 31 January 2024.

2. Recommendations

That the Executive

- Notes the contents of the report
- Approves the council tax base for 2024/25 as **36,137.9**
- Approves **2,386.6** and **1,412.8** as the council tax bases for the parishes of Nunthorpe and Stainton & Thornton respectively for 2024/25
- Following approval, agrees to notify the Police and Crime Commissioner, the Cleveland Fire Authority, and the Parish Councils of the 2024/25 council tax base

3. Rationale for the recommended decision(s)

3.1 The recommendations are supported by the following reasons: -

- a) The Local Government Finance Act 1992 requires a billing authority to calculate its council tax base for each financial year.
- b) The method of calculation is specified in the Local Authorities (Calculation of Council Tax Base) (England) Regulations 2012, which requires the calculation to be approved before 31st January in the year proceeding the relevant financial year.

4. Background and relevant information

- 4.1 The Council has a legal obligation to calculate a council tax base each financial year. The calculation of the council tax base is a part of the Council's budget strategy which forms part of the Council's Policy Framework.
- 4.2 The starting point for the calculation of the 2024/25 tax base is the number of dwellings on the Valuation List, provided by the Government's Valuation Office. The figures are also adjusted for exempt dwellings and for dwellings subject to disabled reduction.
- 4.3 The number of chargeable dwellings in each band is further adjusted for discounts, exemptions, premiums, and council tax support.

- 4.4 The resultant figure (line 1 of Appendix 1) is the total equivalent number of dwellings which are then converted using ratios (in line 2) into the number of Band D equivalents (line 3), specified in the 1992 Act. For 2024/25, the equivalent number of Band D properties is calculated at **37,102.6**.
- 4.5 The council tax base is finally determined by multiplying the sum of the Band D equivalents by the Authority's estimated collection rate, which has been assumed at 97.4% for 2024/25. This is the estimate of the percentage of the 2024/25 Council Tax set which will be collected in total, and not the expected in-year collection rate in 2024/25. The rate used is re-considered each year and the rate of 97.4% used for 2024/25 is the same as that used for 2023/24. The resulting council tax base for 2024/25 for the whole of Middlesbrough (Appendix 1) is **36,137.9** rounded to one decimal place.
- 4.6 Since 2013/14 the Council's Housing Growth Strategy has delivered an increase in the Council Tax Base of 5,967 Band D Equivalent properties, an increase in Middlesbrough Council's Tax Base of approximately 20%. The cumulative effect is approximately £11.8 million and reduces the need to make further annual savings within Council services by this amount.
- 4.7 The regulations also require a council tax base to be calculated for parishes, and similar calculations have been made for the parishes of Nunthorpe (Appendix 2) and Stainton & Thornton (Appendix 3). The council tax bases for 2024/25 are **2,386.6** and **1,412.8** respectively, rounded to one decimal place.
- 4.8 The billing authority must notify the major precepting authorities (Cleveland Police and Crime Commissioner and Cleveland Fire Authority) of its council tax base within seven days of making the calculation, or no later than 31st January 2024.

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

- 5.1 Not applicable to this report, as the Council has no option but to calculate a council tax base as it is a statutory requirement.

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

6.1 *Financial (including procurement and Social Value)*

A comparison with the 2023/24 council tax base is summarised in the table below:

	2023/24	2024/25	% Increase / (Decrease)
Total Number of Dwellings after Discounts	44,200.6	44,653.6	1.02
Band D Equivalent	36,703.4	37,102.6	1.09
Council Tax Base	35,749.1	36,137.9	1.09

The table above demonstrates that there is a net increase of 453 (1.02%) in the actual number of dwellings after discounts for council tax base purposes. This is a result of new house building over the period. The net increase in the council tax base from 2023/24 is 388.8 (1.09%) band D equivalent properties, assuming the collection rate of 97.4% for 2024/25. The growth in the council tax base is estimated to have reduced the need for budget reductions by approximately £732,000 in 2024/25 and on an ongoing basis, based on the 2023/24 Basic Council Tax.

6.2 Legal

6.2.1 It is a statutory requirement under the Local Government Finance Act 1992 for billing authorities to calculate a council tax base.

6.2.2 Section 84 Local Government Finance Act 2003 amends section 67 of the Local Government Finance Act 1992 so that a full council meeting is no longer required to adopt the council tax base.

6.3 Risk

6.3.1 The calculation of the council tax base is a part of the Council's budget strategy which forms part of the Council's Policy Framework.

6.3.2 The report ensures that the Council's meets its statutory duty to calculate a council tax base for each financial year.

6.4 Human Rights, Public Sector Equality Duty and Community Cohesion

Not applicable to this report.

6.5 Climate Change / Environmental

Not applicable to this report.

6.6 Children and Young People Cared for by the Authority and Care Leavers

Not applicable to this report.

6.7 Data Protection / GDPR

Not applicable to this report.

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

Action	Responsible Officer	Deadline
Following expected approval, the Police and Crime Commissioner, the Cleveland Fire Authority, and the Parish Councils will be notified of the 2024/25 council tax base before the statutory deadline of 31 January 2024.	Head of Financial Planning & Support	31 January 2024

Appendices

1	Calculation of the 2024/25 Council Tax Base for Middlesbrough area (including parishes)
2	Calculation of the 2024/25 Council Tax Base for Nunthorpe Parish Council (included at Appendix 1)
3	Calculation of the 2024/25 Council Tax Base for Stainton & Thornton Parish Council (included at Appendix 1)

Background papers

None

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(Deputy S151 Officer)
Email: andrew_humble@middlesbrough.gov.uk

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**CALCULATION OF THE 2024/25 COUNCIL TAX BASE FOR MIDDLESBROUGH AREA
(INCLUDING PARISHES)**

	COUNCIL TAX BAND									
	A (with disabled relief)	A	B	C	D	E	F	G	H	TOTAL
		£0-£40,000	£40,001-£52,000	£52,001-£68,000	£68,001-£88,000	£88,001-£120,000	£120,001-£160,000	£160,001-£320,000	£320,001 and over	
Total number of dwellings after discounts	26.7	18,107.6	8,217.1	9,351.5	4,946.9	2,494.5	941.4	536.3	31.5	44,653.6
Ratio to band D	5/9	6/9	7/9	8/9	9/9	11/9	13/9	15/9	18/9	
Number of band D equivalents	14.8	12,071.7	6,391.1	8,312.5	4,946.9	3,048.9	1,359.8	893.9	63.0	37,102.6

Assumed collection rate of 97.4%

0.974

Council tax base for 2024/25 (rounded to one decimal place)

36,137.9

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**CALCULATION OF 2024/25 COUNCIL TAX BASE FOR NUNTHORPE PARISH COUNCIL
(INCLUDED AT APPENDIX 1)**

	COUNCIL TAX BAND									
	A (with disabled relief)	A	B	C	D	E	F	G	H	TOTAL
		£0-£40,000	£40,001-£52,000	£52,001-£68,000	£68,001-£88,000	£88,001-£120,000	£120,001-£160,000	£160,001-£320,000	£320,001 and over	
Total number of dwellings after discounts	0.0	10.6	84.0	356.5	727.8	347.4	245.6	320.3	10.0	2,102.3
Ratio to band D	5/9	6/9	7/9	8/9	9/9	11/9	13/9	15/9	18/9	
Number of band D equivalents	0.0	7.1	65.3	316.9	727.8	424.6	354.8	533.8	20.0	2,450.3

Assumed collection rate of 97.4%

0.974

Council tax base for 2024/25 (rounded to one decimal place)

2,386.6

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APPENDIX 3

**CALCULATION OF 2024/25 COUNCIL TAX BASE FOR STANTON & THORNTON PARISH COUNCIL
(INCLUDED AT APPENDIX 1)**

	COUNCIL TAX BAND									
	A (with disabled relief)	A	B	C	D	E	F	G	H	TOTAL
		£0-£40,000	£40,001-£52,000	£52,001-£68,000	£68,001-£88,000	£88,001-£120,000	£120,001-£160,000	£160,001-£320,000	£320,001 and over	
Total number of dwellings after discounts	0.0	27.5	121.5	426.9	432.2	231.5	114.6	45.7	0.6	1,400.5
Ratio to band D	5/9	6/9	7/9	8/9	9/9	11/9	13/9	15/9	18/9	
Number of band D equivalents	0.0	18.3	94.5	379.5	432.2	283.0	165.5	76.2	1.2	1,450.5

Assumed collection rate of 97.4%

0.974

Council tax base for 2024/25 (rounded to one decimal place)

1,412.8

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MIDDLESBROUGH COUNCIL	
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Report of:	Director of Regeneration
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Relevant Executive Member:	Executive Member for Regeneration
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Submitted to:	Executive
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Date:	20 December 2023
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Title:	Houses in Multiple Occupation Article 4 Direction
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Report for:	Decision
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Status:	Public
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Strategic priority:	Physical environment
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Key decision:	Yes
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Why:	Decision(s) will have a significant impact in two or more wards
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Subject to call in?:	Yes
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Why:	Not Urgent
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Proposed decision(s)
That the Executive agrees to the making of a non-immediate Article 4 Direction to remove the permitted development right to change from a C3 dwelling to a C4 HMO in Middlesbrough (except in the area covered by the Middlesbrough Development Corporation).

Executive summary
This report sets out the background to Houses in Multiple Occupation (HMOs) and recommends that a non-immediate Article 4 Direction be put in place to require smaller HMOs, that are currently part of the permitted development regime, to be subject to a

planning application in Middlesbrough (except in the area covered by the Middlesbrough Development Corporation).

Purpose

1. To seek Executive approval for the introduction of an Article 4 Direction enable the Council to control the location and quality of new HMOs in Middlesbrough (except in the area covered by the Middlesbrough Development Corporation).

Background and relevant information

2. A house in multiple occupation (HMO) is defined as being a property occupied by at least 3 people who are not from one household (such as a family) but share facilities such as a bathroom and kitchen. Such properties are commonly known as house shares or bedsits.
3. The Town and Country Planning (General Permitted Development) (England) Order 2015 (the 'GPDO') makes provision for granting planning permission for certain classes of development without the requirement for a planning application to be made.
4. Under the GPDO, a change of use from a house (which is in planning use class C3) to a large HMO of 7 or more people (which does not fall into any of the planning use classes) requires planning permission. However, change of use from a house to a small HMO of between 3 and 6 people (which is in planning use class C4), is classed a permitted development and does not require planning permission. This means that the Council cannot currently exercise any planning control over small HMOs.
5. Since 1 October 2018 all HMOs of five or more people have also been subject to mandatory licensing. Licenses are valid for five years and properties are subject to an inspection during this period. If the Council receives complaints regarding a property this will prompt a further inspection and enforcement action may be taken.

HMOs in Middlesbrough

6. There is a strong HMO market in central Middlesbrough, predominantly focused on the student sector, but also catering for other groups who need single person accommodation at low cost.
7. More recently, Members have raised concerns about the growth in HMOs in other areas, such as Linthorpe, North Ormesby and Ayresome. Given that small HMOs are outside of the planning process, it is not possible to accurately quantify the number of existing units. However, it is likely that the number of small HMOs has been increasing due the increase in concerns raised by Members.
8. In order to address Members' concerns, officers have been asked to look at ways that such developments can be better controlled through statutory processes.

Licensing

9. There is a separate licensing regime for HMOs to that of Planning. Only those HMOs that have 5 occupants or more require licensing and need to be registered, below this they are exempt.

Planning

Article 4 Directions

10. Article 4 of the GPDO allows for local planning authorities to remove most of the permitted development rights. There are two types of Article 4 Direction that can be made:

- **Immediate Article 4 Direction** – in order to introduce an immediate Article 4 Direction, the local planning authority must consider that the development to which the direction relates would be immediately prejudicial to the proper planning of their area or constitute a threat to the amenities of their area. The Council may be liable to pay compensation for abortive work or other losses associated with the removal of permitted development rights; and
- **Non-immediate Article 4 Direction** – this is the more common route for making an Article 4 Directions. To avoid compensation payments, a local planning authority can confirm and publish its intention to make the Direction at least 12 months, and not more than 2 years, ahead of the Article 4 taking effect.

11. An Article 4 Direction could, therefore, be used by the Council to remove permitted development rights for the conversion of dwelling houses to a small HMOs and require them to be considered through the planning system in the same manner as large HMOs. It would give the Council greater opportunity to manage the overall number of HMOs in the area and mitigate some of the issues attributed to their concentration. It is recommended that a non-immediate Article 4 Direction be pursued, to minimise the financial exposure of the Council.

12. It's important to note that an Article 4 Direction would not ban development of HMOs; it would simply mean that, regardless of size, they would require planning permission.

13. Any Article 4 Direction that the Council makes can only apply to the area, or part of the area, for which it is the local planning authority under the provisions of the Town and Country Planning Act 1990. As such, an Article 4 Direction could apply to any part of the borough, except for the area covered by the Middlesbrough Development Corporation.

Justification for introducing an Article 4 Direction in Middlesbrough

14. HMOs provide a form of low-cost housing, particularly for students, younger people and people on low-incomes. They provide flexible accommodation for people with short-term housing requirements. This includes people in-between properties, people employed on short-term contracts and people who are saving to purchase a home. They also provide housing for people that simply prefer to live with large numbers of other people, such as friendship groups. Given the limited number of purpose-built private rented property in the borough, the sector will be reliant on conversion of existing properties.

15. Notwithstanding their importance in meeting housing needs, poor quality HMOs, or an over-concentration of them, can have significant negative impacts and have caused concern to local residents and Members. These concerns include: transient populations; anti-social behaviour; noise and nuisance; changing character of an area; living conditions and property standards; impact on parking and highways; mismanagement of waste; and poorly maintained properties and gardens. This can impact the lives of their sometimes more vulnerable occupants and their surrounding neighbourhoods. In

addition, landlords are often better placed to acquire properties than local families, thus undermining the ability of larger family households to meet their needs.

16. It is, therefore, considered appropriate to introduce an Article 4 Direction to remove the permitted development right to change from a C3 dwelling to a C4 HMO in Middlesbrough (except in the area covered by the Middlesbrough Development Corporation). Once it comes into effect, the Article 4 Direction will require all future proposals for HMOs within the area to be considered by the Council's Planning Service.

Interim Policy on the Change of Use from C3 Dwellings to C4 Houses in Multiple Occupation

17. There are currently no local planning policies in Middlesbrough to guide development proposals involving HMOs. In order for future applications for HMOs to be properly considered, it will be necessary for an HMO policy to be included in the new Local Plan.
18. However, the new Local Plan will not be adopted until after the Article 4 Direction comes into effect. It is, therefore, recommended that an interim policy be adopted by the Council to set out the Council's approach to how it will deal with planning applications for HMOs in the meantime. A draft policy will be included in the Draft Local Plan and subject to public consultation in 2024. Following this consultation, and subject to any amendments, the draft policy will be used as an interim policy until the Local Plan is adopted.

Next Steps

19. In order to make an Article 4 Direction, a public notice specifying the date the direction will come into force will need to be made. The Council must advertise the notice of making in the local press (i.e. the Evening Gazette), and provide a minimum of 21 days for representations to be made by members of the public. The notice must also be displayed in at least 2 locations in the area to be covered by the direction for at least 6 weeks. Given the significant number of properties affected, it is considered impracticable to serve individual notice of the Article 4 Direction on owners and occupiers. Under the GPDO we do not, therefore, need to serve such notice.
20. A copy of the Article 4 Direction and notice of making must also be sent to the Secretary of State on the same date the notice is published or displayed.
21. The Council must consider any representations that are received when deciding whether or not to confirm the direction. If a decision is taken to confirm the direction, notice of confirmation will need to be prepared and again advertised in the Evening Gazette and the Council's website, and displayed and a copy of the confirmed direction sent to the Secretary of State.
22. In addition, the Council will undertake a public consultation on the draft policy as part of the Draft Local Plan in 2024. Following this consultation, the draft policy will be used as an interim policy until the Local Plan is adopted, and used in the consideration of planning applications involving HMOs.

What decision(s) are being recommended?

23. That the Executive agrees to the making of a non-immediate Article 4 Direction to remove the permitted development right to change from a C3 dwelling to a C4 HMO in Middlesbrough (except in the area covered by the Middlesbrough Development Corporation).

Rationale for the recommended decision(s)

24. The introduction of an Article 4 Direction will enable the Council to control the location and quality of new HMOs. This will help deliver the Council aspiration of providing high quality, affordable housing for all.

Other potential decision(s) and why these have not been recommended

25. Not to introduce an Article 4 direction. This was rejected as it would mean that the Council had little control or influence on the establishment of new HMOs, and it is not considered in the best interests of ensuring the delivery of good quality affordable housing for all.

26. To introduce the Article 4 Direction immediately. This was rejected as it would open the Council up to challenge and potential compensation claims. In addition it would not allow for the effective consultation and engagement on the introduction of an interim policy to guide new HMO development.

Impact(s) of the recommended decision(s)

Legal

27. The consideration of planning proposals must be undertaken in accordance with the Town and Country Planning Act 1990. The Town and Country Planning (General Permitted Development) (England) Order 2015 grants planning permission for certain classes of development without the requirement for a planning application to be made under the requirements of the 1990 Act. It also sets out the processes and procedures for implementation of an Article 4 Direction to remove such grants of planning permission. The Council must, therefore, implement the Article 4 Direction in accordance with the GDPO.

28. It is only possible for a Local Planning Authority to implement an Article 4 Direction in the area for which it has the relevant legal duties and responsibilities. Therefore, the Article 4 Direction can only apply within the borough of Middlesbrough, but not within the part of the borough that lies within the Middlesbrough Development Corporation area.

Strategic priorities and risks

29. The following risks are affected by this report:

O8-055	If the Council doesn't respond effectively and efficiently to legislative changes it could be in breach of statutory duties in relation to service delivery and fail to make the most of opportunities.	The Article 4 Direction for HMOs has been prepared in accordance with the legislation. This will provide the opportunity to best ensure legislative requirements will be satisfied, so this will have a positive impact on this risk.	
O1-005	If poor economic growth occurs, then this will reduce public and private sector investment in the town, including town centre retail, housing development and business.	The Article 4 Direction for HMOs will bring greater controls over this type of development. This will help the Council ensure better quality HMO developments which will support the revitalisation of the town with urban housing etc. and will have a positive impact on this risk.	

Human Rights, Equality and Data Protection

30. This report has been subject to an initial Impact Assessment (IA), which accompanies this report (see Appendix 1). This identifies that a full IA is not necessary.

Financial

31. There are minimal costs associated with the preparation and implementation of the Article 4 Direction for HMOs, such as advertising the direction in the local press and the administration of undertaking public consultation. These will be met through established departmental budgets.

32. The consequence of implementing an Article 4 Direction is that proposals that are currently permitted development must, in the future, be considered through the planning application process. A fee of £578 will be payable for such applications, bringing additional income to Middlesbrough Council to help cover the costs of dealing with the applications. As these developments currently sit outside of planning control, it is not possible to know how many conversions currently take place in Middlesbrough. However, it is estimated that around 25 of these applications could be expected each year once the Article 4 Direction comes into effect.

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

Action	Responsible Officer	Deadline
Complete the statutory processes for the HMO including advertising, public consultation and referral to the Secretary of State	Paul Clarke	30 th June 2024

Appendices

1	Initial Impact Assessment
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Background papers

There are no background papers associated with this report.

Contact: Alex Conti, Strategic Policy Manager
Email: alex_conti@middlesbrough.gov.uk

Appendix 1 – Initial Impact Assessment of the Houses in Multiple Occupation Article 4 Direction

Impact Assessment Level 1: Initial screening assessment

Subject of assessment:	Houses in Multiple Occupation Article 4 Direction			
Coverage:	Crosscutting			
This is a decision relating to:	<input checked="" 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 checked="" type="checkbox"/>	Local or corporate requirements:	<input type="checkbox"/>
Description:	<p>Key aims, objectives and activities</p> <p>To assess the impact of the Houses in Multiple Occupation Article 4 Direction.</p> <p>Statutory drivers</p> <p>The consideration of planning proposals must be undertaken in accordance with the Town and Country Planning Act 1990. The Town and Country Planning (General Permitted Development) (England) Order 2015 grants planning permission for certain classes of development without the requirement for a planning application to be made under the requirements of the 1990 Act. It also sets out the processes and procedures for implementation of an Article 4 Direction to remove such grants of planning permission. The report sets out the reasons why it is preferable for the Council to introduce an Article 4 Direction relating to houses in multiple occupation, that currently benefit from permitted development rights.</p> <p>Differences from any previous approach</p> <p>Currently, changes from houses to small houses in multiple occupation (i.e. those with between 3 and 6 residents) are considered to be permitted development. The introduction of an Article 4 Direction will remove permitted development rights and require that future proposals be subject to consideration through the planning applications process.</p>			

	<p>Key stakeholders and intended beneficiaries (internal and external as appropriate)</p> <p>The key stakeholders are: the Council; Local Community; and Private Landowners.</p> <p>Intended outcomes.</p> <p>To seek approval for the introduction of an Article 4 Direction enable the Council to control the location and quality of new HMOs in Middlesbrough (except in the area covered by the Middlesbrough Development Corporation).</p>			
Live date:	The Executive will consider the report seeking approval for the introduction of an Article 4 Direction enable the Council to control the location and quality of new HMOs in Middlesbrough (except in the area covered by the Middlesbrough Development Corporation) on 20 th December 2023.			
Lifespan:	Once the decision is made the approach will be implemented immediately, and will remain in place in perpetuity, or until an alternative approach to achieving nutrient neutrality is put in place.			
Date of next review:	Not applicable			
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>	☒	☐	☐	<p>The report seeks to implement an approach that it consistent with the legislation, and national and local policies, that comply with Human Rights legislation.</p> <p>It is, therefore, considered that the report will not have an adverse impact on individual human rights.</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>	☒	☐	☐	<p>The report seeks to implement an approach that it consistent with the legislation, and national and local policies, that comply with Equality legislation.</p> <p>In light of the above, it is not considered that the report will have an adverse impact on different groups or individuals in terms of equality.</p>

<p>Community cohesion</p> <p>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>The report seeks to implement an approach that is consistent with the legislation, and national and local policies.</p> <p>In light of the above, it is not considered that the report will impact negatively on relationships between different groups, communities of interest or neighbourhoods within the town.</p>
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Next steps:

- ➡ If the answer to all of the above screening questions is No then the process is completed.
- ➡ If the answer to any of the questions is Yes or Uncertain, then a Level 2 Full Impact Assessment must be completed.

Assessment completed by:	Alex Conti	Head of Service:	Paul Clarke
Date:	13/11/23	Date:	13/11/23

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MIDDLESBROUGH COUNCIL	
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Report of:	Director of Regeneration
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Relevant Executive Member:	Executive Member for Regeneration
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Submitted to:	Executive
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Date:	20 December 2023
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Title:	Middlesbrough Development Company Update
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Report for:	Information
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Status:	Public
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Strategic priority:	Town centre
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Key decision:	Not applicable
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Why:	Not applicable
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Subject to call in?:	Not applicable
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Why:	Not applicable
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Proposed decision(s)
That Executive note the progress made towards closure of the Middlesbrough Development Company, and the revised timetable for the Members Voluntary Liquidation.

Executive summary
The timetable previously agreed by Executive for closure of the Middlesbrough Development Company is no longer achievable due to delays in agreeing final accounts and the potential arbitration processes built in to the relevant construction contracts. A revised timetable is set out that should achieve full closure by 31 st March 2024. In order to achieve the necessary closure actions three new directors have been appointed from the Council's senior leadership team. It is recommended that the Executive notes the

progress made towards closure, and the revised timetable for the Members Voluntary Liquidation that takes into account the evolving contractual situation.

Purpose

1. The purpose of the report is to update the Executive on the progress made in relation to the closure of the Middlesbrough Development Company and the revised timetable for the Members Voluntary Liquidation. The report also fulfils the commitment to provide a quarterly report on the Company's operation, in line with the requirements of the Partly and Wholly Owned Council Companies policy and supporting minimum standards.

Recommendations

2. That the Executive note the progress made in relation to the closure of the Middlesbrough Development Company and the revised timetable for the Members Voluntary Liquidation.

Rationale for the recommended decision(s)

3. The contractual position regarding the two major developments undertaken by the company (and their inter-relationship) has necessitated a reformatting of the company board, and an extension to the timetable relating to the Members Voluntary Liquidation. The revised timetable is necessary to ensure that the risks associated with the closure of the company are minimised.

Background and relevant information

4. In September 2023 Executive were advised that the process to close down the Middlesbrough Development Company was underway, and the process and timetable for this to happen were set out. The *Middlesbrough Development Company Closure* report set out that although all project activity had ceased, there were a number of contractual issues that would require further work, and upon completion of these a Members Voluntary Liquidation would be undertaken to close down the company. The timetable set out concluded with the company closing down by 31st December 2023.
5. The proposed process and timetable for the closure of the company was consistent with the actions identified against recommendations by the Council's external auditors in the Section 25 report presented to Council on 24th November 2023. A recommendation was also made that Executive would be provided with regular updates, and that any changes to the situation would be formally reported.

Company Activity / Performance

6. It should be noted that all project activity had ceased at the point of the previous report, and that no further activity has been pursued through the company. All activities undertaken relate specifically the closure process, and the actions required to conclude the contractual position on developments previously undertaken by the company. There is therefore no activity to report in terms of new activity, or performance metrics to update.

Concluding the Contractual Position on Previous Developments

7. The company has carried out two significant development projects:
 - a. *Boho Village* – an apartment scheme with construction completed early in 2023 and all units sold to registered social landlords.
 - b. *Newbridge Court* – an apartment scheme with construction completed in summer 2023 and all units currently held by the company.
8. As with any significant development project, the contractual relationship between the developer and the construction contractor extends beyond the completion and sale of the properties to enable final accounts to be agreed, defects to be remedied and retention payments to be made. In order to close down the company it is necessary to ensure that the right arrangements are in place to conclude these contractual relationships and protect the Council from any ongoing risks. The latest position with both contracts is as follows:
 - a. *Boho Village* – a final account figure cannot be agreed between the company and its contractor through negotiation. In short this is a relatively common occurrence in the development industry where the contractor is claiming costs from the developer that it believes compensate them for site delays etc. that they feel are beyond their control. The professional advisors and legal representatives of the company do not agree with the assessment of the contractor, hence it is likely that this will lead to the standard arbitration clause in the contract being triggered. The process for resolution is set out formally, and an independent arbitrator will determine the final account figure as a result. The financial implications of the outcome will then be reflected in the company's accounts. The arbitration process could however take up to three months to conclude.
 - b. *Newbridge Court* – as final snagging works are being concluded and minor repairs undertaken, no final account has yet been prepared. Although the risk of an arbitration situation similar to that arising at Boho Village is unlikely, it is still possible that a negotiated figure cannot be achieved. Again, the standard construction contract provides for this situation, and therefore same arbitration process may still occur. As noted in the previous report, it is intended that the property transfers to Middlesbrough Council upon completion, in order to maximise Homes England grant funding and then to facilitate any onward sale to a registered social landlord. At this point the property remains in the ownership of the Middlesbrough Development Company.

Inter-relationship

9. As there is an ongoing contractual dispute over the final account figure on Boho Village, the company needs to ensure that it has the financial capacity to cover all possible outcomes of the arbitration or would risk being declared insolvent. At present the company has sufficient financial capacity to achieve this, as its assets exceed any potential liabilities. It is however necessary for the company to retain its current asset base until the potential liability is either quantified or disappears. As a result, there is a

direct relationship between any liabilities arising from the potential arbitration case, and the transfer of Newbridge Court to the Council.

10. As the Council is ultimately responsible for the final financial position of the company when it is closed down, it may however be desirable to have both of the contracts for Boho Village and Newbridge Court novated (transferred) to the Council prior to their conclusion, which would allow the company to be closed down earlier. The risks associated with this from a company and a Council perspective would need to be formally assessed prior to any such transfer being completed and may require a further, specific Executive decision. This would obviously have an impact on the future timetable.

Other Progress

11. In line with previous audit findings and the recently approved guidance for Council owned companies, all conflicts of interest caused by the previous board membership have been addressed, with all previous board members standing down. The Managing Director of the company has also been removed from the board, and his direct employment through the company has ended.

12. There are however a number of practical issues that will require board decisions, and the expertise of the previous Managing Director – specifically around the agreement of final accounts and any arbitration processes. It is also necessary for the company to have a functioning board to take the final decision to enact the Members Voluntary Liquidation.

13. As a result, three members of the Council's leadership team that are not conflicted by their statutory or Council roles have been registered as directors and appointed to the company's board. These are as follows:

- a. Director of Adult Social Care and Health Integration
- b. Director of Education and Partnerships
- c. Director of Environment and Community Services

14. The newly appointed board members have undergone training to clarify their responsibilities, and will be provided with independent legal advice to ensure they are able to fulfil their roles appropriately.

15. The former Managing Director has also been retained by the company on a consultancy basis for two days per week for a period of three months, to undertake any actions required to support the final agreement of accounts and potential arbitration processes. This minimises the risk to the company (and ultimately to the Council) of procedural failures.

16. A first board meeting has been held to make the board appointments, confirm consultancy arrangements and confirm working arrangements with the company's legal and financial partners. The minutes are included as Appendix I.

17. It is anticipated that the board may need to meet two to three more times prior to closure to enact practical arrangements and then ultimately to enact the Members Voluntary Liquidation. Financial experts FRP remain on standby to undertake the final closedown.

Timetable

18. The ongoing potential for arbitration over the Boho Village contract, and also potentially the Newbridge Court final account means that the original timetable for closure cannot be achieved. The revised timetable is expected to be as follows:

Action	Timescale	Lead	19. Notes
Conclude all company activities	By 31 st December 2023	MDC Consultant	All complete except for agreement of final accounts
Agreement on potential novation (transfer) of contracts from MDC to MBC	By 31 st December	Director of Regeneration / Director of Finance	Based on appropriate risk assessment once full position on both final accounts is known
FRP commence MVL process	By 31 st December 2023	FRP	Timing to be directed by FRP in line with arbitration progress
Conclude all arbitration activities	By 28 th February 2024	MDC Managing Director	Timescale dependent upon arbitrator
Data transfer / data protection assessment completed	By 31 st March 2023	Development Services Manager	To ensure compliance at point of closure
Special Board Meeting to confirm closure	By 31 st March 2024	Development Services Manager	Timing to be directed by FRP in line with arbitration outcomes
Company formally closed through MVL	By 31 st March 2024	FRP – overseen by Director of Regeneration and Director of Finance	Estimate is 3 to 12 months, although FRP have indicated that 3 months is a reasonable timescale to expect from the start of the process.
Company audit requirements for 2023/24 concluded	By 31 st March 2024	Finance Business Partner - Regeneration	Company audit is undertaken as part of the liquidation process. All financial documentation to be retained by Regeneration as client for audit purposes.
Final report to Executive	By 31 st March 2024	Director of Regeneration	A progress report would be brought in March if the required progress is not achieved.
Deregistration at Companies House	Within 3 months of closure of the liquidation		

Final accounts reflected in the Council's 2023/24 Group Accounts	By 30 June 2024	Finance Business Partner - Regeneration	
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20. All other actions from the previous plan have been completed.

21. As some of the milestones are not solely within the control of the Council or the company, it may not be possible to achieve all milestones as set out. If this impacts upon the final closure date, then an update report would be brought to Executive in March 2024 to set out the reasons and the revised timescales.

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

22. Other options for the final closure of the company have been examined, including the option to simply deregister the company. Although this option could be delivered more cheaply (£15) it does not provide the appropriate assurance that all matters have been concluded satisfactorily and all risks have been managed.

Impact(s) of the recommended decision(s)

Financial (including procurement and Social Value)

23. The costs associated with closure of the company are all being met by the company itself and will feed into the reconciliation of the company's final accounts. An audit of the year 2023/24 will be conducted as part of the closure process.

24. The only subsequent change in the company's financial position is the engagement of the former Managing Director in a consultancy capacity, which has been procured in line with the company's procurement policy.

25. All assets and liabilities of the company will revert to the Council upon winding up. A full financial breakdown will be included in the final reconciliation of accounts that will be reported to Executive following closure.

26. The final MDC accounts will be incorporated into the Council's 2023/24 Group Accounts.

Legal

27. The process for closing down the company is being overseen in part by representatives of the Council's Legal Services, and in consultation with Endeavour Law to ensure that the appropriate steps are being taken to minimise risk to the organisation. Independent legal support is being provided to the three newly appointed directors to ensure clarity of the role.

28. The legal entity of the Middlesbrough Development Company will cease to exist post March 31st 2024. All ongoing liabilities, retentions, assets and interests will be held by Middlesbrough Council directly.

Risk

29. Closure of the company would potentially impact a number of priorities set out in the Strategic Plan. Key priorities affected would include:

- a. establish the requirement for potential CPO of derelict buildings and problem sites;
- b. St Hilda’s housing starts around Old Town Hall; and,
- c. commercial and residential development of west and south side Middlehaven sites.

30. As the company is only one of the routes by which the Council addresses these priorities, work towards them would still continue in the event of closure.

31. The steps set out in this report will have a positive impact on a number of risks set out within the Strategic Risk Register, including:

Risk	Impact
Corporate Governance arrangements are not fit for purpose	The closure of the company removes the risk that any revisions to the governance arrangements still fall short of the recently established guidance or are misaligned with the recently adopted policy on partial or wholly owned companies.
An unlawful decision is taken by the Council.	The closure of the company removes any residual risk that the Council could potentially take future decisions with respect to the company that could be viewed as unlawful.

Human Rights, Public Sector Equality Duty and Community Cohesion

32. Not applicable.

Climate Change / Environmental

33. Not applicable.

Children and Young People Cared for by the Authority and Care Leavers

34. Not applicable.

Data Protection / GDPR

35. An assessment will be undertaken to ensure that any data transfer between the company and the Council is managed appropriately upon closure.

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

Action	Responsible Officer	Deadline
Deliver the remaining actions in the Action Plan set out in the body of the report	Director of Regeneration	31 st March 2024

Appendices

1	Middlesbrough Development Company Board Minutes 16 th November 2023
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Background papers

Body	Report title	Date
Executive	Middlesbrough Development Company Closure	6 th September 2023
Executive Member for Finance and Governance	Wholly and Partly Owned Council Companies Policy and supporting Minimum Standard	25 July 2023
Corporate Affairs and Audit Committee	Internal Audit Report - Middlesbrough Development Company	15 August 2023

Contact: Richard Horniman

Email: richard_horniman@middlesbrough.gov.uk

MIDDLESBROUGH DEVELOPMENT COMPANY LIMITED

BOARD MEETING

A meeting of the MDC Board was held on 16th November 2023 at 12.00 in the Fountain Court Boardroom.

A: R. Brown, E. Scollay and G. Field

IN ATTENDANCE IN AN ADVISORY CAPACITY: R. Horniman and A. Carr (minutes)

	Item	Action
1.	<p>Apologies for absence</p> <p>None</p>	
2.	<p>Minutes of last meeting</p> <p>The minutes of the last meeting were circulated but as the prospective Directors were not in attendance, they were unable to confirm their accuracy.</p> <p>Actions</p> <p>RH confirmed that he had taken advice from Endeavour Law regarding the closure of the Company.</p> <p>It was confirmed that Councillor Arundale had been removed as a Director of the Company.</p>	
3.	<p>Board Training</p> <p>It was noted that the Council's Chief Executive had given the proposed new Directors some initial training prior to the meeting.</p> <p>RH confirmed that additional external legal advice is being procured by Legal Services to provide support and advice for the new Directors in relation to major decisions that will need to be taken in the future, such as the novation of construction contracts, the freehold transfer of assets, and the closure of the Company.</p>	RH/AP
4.	<p>Confirmation of new Board Members</p> <p>The Shareholder has proposed the appointment of three senior Middlesbrough Council officers to become Directors of the Company and take it through the process that will lead to its voluntary closure.</p> <p>The officers who proposed to become Directors of the Company are:</p> <ul style="list-style-type: none"> • Erik Scollay • Robert Brown • Geoff Field <p>The officers confirmed that they were happy to be appointed as Directors of the Company.</p>	
5.	<p>Appointment of Chair</p> <p>Rob Brown was appointed Chair for the initial meeting, but the Board agreed that they were happy for individual Directors to take on the role in the future meetings.</p>	

6.	<p>Appointment of Consultancy Support</p> <p>RH advised the Board of the proposal for the Company to appoint Tony Dodds as a consultant on the terms set out below:</p> <p>Employer: Middlesbrough Development Company Ltd Consultant: Tony Dodds Consulting Ltd Term: 3 months fixed (extendable on the agreement of both parties) Fee: £5000 per month (paid at the end of each month worked) (Business is not VAT registered) Hours: 2 working days per week (16 hours - spread over the working week) Work: General company duties on the instructions of the Board of Directors and Company Shareholder representatives including - Company admin, bank reconciliations, banking (including authorised signatory), invoice payment, record keeping, project related actions, liaising with and coordination of other company advisors and consultants, attending shareholder and board meetings, compiling progress reports, reasonable site visits (as required), assisting the Board generally with the winding-down of the MDC business</p> <p>The Board agreed to appoint Tony Dodds on the above terms.</p>	
7.	<p>Legal Advice arrangements</p> <p>The Company's appointed legal advisors, Endeavour Law, are contracted to take instruction from the Managing Director and the Chair of the Board.</p> <p>It is proposed that Tony Dodds will continue to act as the main point of contact for Endeavour Law in a consultancy capacity for the next three-months, in order to deal with on-going matters under contract.</p> <p>The fall-back position will be for Endeavour Law to liaise with individual Company Directors.</p> <p>The Board agreed that the principal point of contact for Endeavour Law will be Tony Dodds, but they may also liaise with individual Directors as required.</p>	
8.	<p>Any other business</p> <p>GF requested that a position statement of the Company's accounts be provided in advance of the next Board meeting.</p> <p>MDC's bank, Handelsbanken, require Tony Dodds and Justin Weston to be signatories and may require the details of the new Directors to be provided.</p>	TD/PS
9.	<p>Date and time of next meeting</p> <p>Board meeting to be scheduled with Tony Dodds next week at a date and time to be confirmed</p>	

MIDDLESBROUGH COUNCIL	
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Report of:	Director of Regeneration and Interim Director of Finance
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Relevant Executive Member:	Executive Member for Regeneration and Executive Member for Finance
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Submitted to:	Executive
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Date:	20 December 2023
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Title:	The Disposal of Land at Nunthorpe Grange for Housing - Part A
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Report for:	Decision
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Status:	Public
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Strategic priority:	Physical environment
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Key decision:	Yes
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Why:	Decision(s) will incur expenditure or savings above £250,000
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Subject to call in?:	Yes
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Why:	Non-urgent Report, and place on Executive Forward Work Programme.
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Proposed decision(s)	
<p>That Executive be asked to:</p> <ul style="list-style-type: none"> a) note the information contained within Part A of the report; b) approve the marketing and disposal of Nunthorpe Grange housing site; and c) provide Delegated Authority for the Director of Regeneration and the Director of Finance, following consultation with the respective Executive Members, to approve the Public Open Space (POS) and Land Appropriation process once all the financial or exempt information contained within Part B of the report has been considered. 	

Executive summary

The site at Nunthorpe Grange is identified in the Local Plan (2014) for residential development. The overall site allocation is circa 24.29ha of greenfield land and is in three separate ownerships, with Middlesbrough Council owning approximately 15.64ha and the remainder privately owned.

The overall integrity of the Local Plan (2014) depends upon the land supply identified within it being made available.

This report seeks approval for Middlesbrough Council to progress with the disposal and marketing of the land and to utilise funds within the capital programme to undertake de-risking of the site to ensure Best Value for Money (BVM) at the point of sale.

The proposed residential development will bring a surplus, vacant and underutilised Council held asset into far more beneficial use, creating new communities and high-quality places. As well as improving Middlesbrough's overall housing offer, development of the land will also ensure that there is a sufficient supply of housing to meet need, preventing outward migration and supporting Middlesbrough's overall economic growth.

The disposal of the land is recommended in order to meet the Council's requirements to generate capital receipts, increase annually recurring revenue streams and, as the value of the individual site exceeds £250,000 it is a key decision.

This report will seek continued delegated authority to be granted for the Directors of Regeneration and Finance to ensure a smooth and efficient disposal and delivery process to take place.

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

Purpose

1. To seek Executive approval for the disposal of Nunthorpe Grange, which is allocated in the Housing Local Plan (2014), in accordance with the Council's adopted Asset Disposal Process, and to inform Executive of the next steps to take this site to market.

Recommendations

That Executive be asked to:

- a) note the information contained within Part A of the report;
- b) approves the marketing and disposal of Nunthorpe Grange housing site; and

c) provides Delegated Authority for the Director of Regeneration and the Director of Finance, following consultation with the respective Executive Members, to approve the Public Open Space (POS) and Land Appropriation process once all the financial or exempt information contained within Part B of the report has been considered.

Rationale for the recommended decision(s)

2. The development of Nunthorpe Grange will bring a surplus, vacant and underutilised Council held asset into far more beneficial use in the future – creating a new community and a high-quality place.
3. Nunthorpe Grange is critical to the supply of land for housing development and is in turn critical for supporting economic growth in the town and the delivery of Council services.
4. The disposal of the parcel of land is recommended in order to meet the Council's requirements to generate capital receipts and increase annually recurring revenue streams through Council Tax.
5. With interest in Middlesbrough's sites strong, it is timely to bring this site forward for development, to ensure that the maximum capital receipt is achieved and that the Council's Medium Term Financial Plan (MTFP) is delivered.
6. Middlesbrough's housing offer needs to keep pace with the demands of the market. The release and development of this site will allow that to be achieved; stemming outward migration and making Middlesbrough a desirable place to live, with a quantity of residential properties that will address the requirements of a changing, growing, and evolving population.
7. Furthermore, Nunthorpe Grange is allocated in the 2014 Local Plan and must be brought to market to avoid the Plan being compromised, and potentially challenged by developers if the Council are seen as constraining the overall land supply.

Background and relevant information

General Overview

8. Allocated in the 2014 Local Plan, Nunthorpe Grange is circa 24.29ha of green field land and is in three separate ownerships, with Middlesbrough Council owning approximately 15.64ha and the remainder privately owned.
9. Appendix 1 shows the site ownership comprising of the following:
 - a) land coloured red owned by Middlesbrough Council which totals 15.64ha;
 - b) Lady Harrison's Field/The Polo Field (land coloured yellow) owned by Sir Colin Harrison & Family Trust 3.06ha; and,
 - c) Land at Field House (coloured blue) owned by Persimmon Homes 5.59ha.
10. The site is located south and east of existing residential developments. To the west and south are areas of open countryside. The site is bounded by the Guisborough Road (A171)

to the north, by railway lines to the east, to the south by the (A1043) and to the west by the Stokesley Road.

2017 to 2022 Project

11. In 2017 Nunthorpe Grange was formally set up as a Level 1 project, identifying the strategic importance to the Council. The Council's Programme and Project Management Framework (PPMF), underpins the achievement of its strategic objectives.
12. Executive approval in 2017 was granted to proceed with securing the surrender of the tenancy of Nunthorpe Grange Farm and to the payment to the tenant farmer.
13. In March 2018 a planning application was submitted and later approved for the implementation of a new roundabout to access the site.
14. On 11th July 2018, a report was presented to the Executive Property Sub Committee. The report sought the approval to commence consultation on a masterplan and design code development for housing land at Nunthorpe Grange.
15. The development of a masterplan/design code provides a framework against which development proposals will be considered. It ensures that an appropriate high-quality standard of development is provided across the whole site.
16. In January 2019, Single Member Executive approved the adoption of the Masterplan in order for the guidance to become a material consideration in any future residential planning proposals for the site.
17. In December 2022, a decision was made to close the Nunthorpe Grange Project due to there being no Executive approval to proceed with the marketing and disposal of the Council owned site.

Current Position

18. In September 2023, in accordance with the PPMO framework, Directorate authorisation was granted to reinstate Nunthorpe Grange as an official project following the submission of a new Project Brief.
19. A new Business Case has also been approved which identifies the reason and benefits of the project, delivery mechanism, finances required and expected lifecycle.
20. It is proposed that the Land at Nunthorpe Grange will be developed to create a suburban extension which will make use of neighbouring amenities and transport links and significantly contribute towards improving Middlesbrough's overall housing offer in accordance with a refreshed Supplementary Planning Document (SPD) Masterplan.

Housing Need

21. Demand for new homes continues to strengthen and as such the town requires a significant supply of new housing developments over the next decade to allow the town to keep pace with local demand and national demographic trends. Middlesbrough's Local Plan, supported

by Middlesbrough's Housing Market Needs Assessment identifies a requirement for the delivery of 410 new homes per annum during the Local Plan period (2014-2029) to address market need.

22. Despite improvements the town lacks key housing products. The Local Plan (2014) identifies a requirement for the delivery of more middle and upper market sector family housing to attract and retain economically active households. Additionally, the post pandemic era and demand for more spacious properties puts increased pressure on Middlesbrough's housing market and consequently new developments are required to satisfy the demands of an increasingly aspirational population. The Nunthorpe Grange site provides the space and setting to address this need.
23. Only by providing the type of housing that people want, in the right locations in the right environment at the right time, can we ensure that we confidently reverse our population decline and loss of economically active residents, both of which stymie Middlesbrough's overall economic growth.

Financial Need

24. The development of new housing is a key component of the Council being able to set a sustainable budget, as the capital receipts from housing sites, along with the subsequent Council Tax are key components of the MTFP.
25. The residential dwellings envisaged will primarily be a mix of Council Tax Band D to F. Assuming an average of Band E, this would generate between £0.690m for 250 properties built and £0.967m for 350 properties built, per year upon completion of the development.

Next Steps

26. With approval to dispose, the Council will proceed with the approach of maximising capital receipts through 'de-risking' sites by:
- a) undertaking Public Open Space and Land Appropriation process;
 - b) refresh the existing masterplan to control the end product;
 - c) undertaking community engagement / consultations through the planning process;
 - d) undertaking site investigation works to assess ground conditions;
 - e) apply for outline planning permission to establish key principles; and,
 - f) market the site competitively.
27. Sites are brought to the market in a way that balances market capacity and demand, secures best value capital receipts, ensures quality place making and balances construction and infrastructure requirements. It is proposed that this site will be disposed of via an open market sale using a formal tender process.

Budget

28. Funded through the Housing Growth Capital Budget, the scheme between 2017 and 2022 incurred circa £0.230m of costs for items such as:
- a) development of the current adopted masterplan;

- b) surveys, design costs and fees associated to the planning application for the roundabout; and,
- c) a baseline study for the area.

29. The proposed route to market will look to review the adopted masterplan and design code, undertake surveys, and secure an outline planning approval. It is estimated that a further £0.199m allocation from the Housing Growth Capital Budget is required to undertake these elements.
30. The scheme budget also provides an allocation of funds as set out in Part B of this report to deliver a roundabout to access the site. There is an “in principle” agreement with Persimmon Homes that will enable the Council to utilise their temporary site access as the permanent access to the Council’s site. Should this be a viable option, a saving will be made, and associated funds will be available for reallocation amongst the wider Housing Growth Programme.
31. Although unlikely, should any significant additional capital investment be identified through the de-risking of the site which exceeds the approved budgets, further Executive approval will be sought before proceeding with any land sale.

Potential Ongoing Costs

32. The scheme is likely to require Sustainable Urban Drainage system (SUDs) to attenuate the land to reduce risks from flood events. The responsibility for SUDs is currently placed with the developers, however, maintenance costs may pass to the Local Authority if they choose to adopt the land as open space.
33. Consultation is also underway on the Governments Flood and Water Management Act. Under Schedule 3 of the new proposals, local authorities will be required to adopt and maintain SUDs for new developments.
34. This cost will be fully understood once survey work has taken place to de-risk the site and when the Government either issues further guidance and/or legislates the proposals within the consultation on the Flood and Water Management Act.
35. Should the scheme be introduced ahead of any planning approval for Nunthorpe Grange, site specific costs will be presented to Executive once a preferred bidder is identified and formal approval is sort to dispose of the site.

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

Don't sell the land

36. This would result in significant financial implications for the Council, including no capital receipt and no Council Tax revenue. Failure to dispose of the land would be contrary to the Local Plan (2014). The overall integrity of the Local Plan depends upon the land supply identified within it being made available; the Council would be open to significant challenge from the housebuilding industry if it were seen to constrain land supply.

37. Furthermore, this approach would result in significant abortive costs for the Council resulting from the due diligence work undertaken to date and the cost of legal proceedings relating to the farming tenancy.

Sell the land as a whole prior to de-risking the site.

38. Previous market and disposal advice for other sites highlights that this approach does not demonstrate Best Value for the Council. The approach would present a vastly reduced land receipt and there would be significant uncertainties around the timescales for delivery which could negatively impact upon Middlesbrough's housing supply and Council Tax income, especially as the land does not currently come with the benefit of an outline planning permission.

Sell the land without outline planning permission

39. It is known that developers will pay for the benefit of a de-risked site. Disposal without planning consent would prove financially and strategically detrimental to the Council and prove risky for developers, potentially leading to fewer than normal offers and at a reduced financial rate.

Sell the land without undertaking further Due Diligence and Development Plan work

40. The Council's proven financial approach to housing site disposals is based on maximising capital receipts by 'de-risking' sites. This involves undertaking site investigation works, producing design guidance or masterplans and gaining outline planning approval to competitively market sites.

Enter a Joint Venture

41. Independent advice and professional analysis consistently draws the conclusion that the proposal to collaborate with external partners on the disposal and delivery of housing site does not present Best Value for Money for the Council.

Impact(s) of the recommended decision(s)

Financial (including procurement and Social Value)

42. The disposal of Nunthorpe Grange will contribute significantly towards the MTFP via the income achieved through Council Tax.

43. Council Tax income funds a significant proportion of the Council's revenue spending and the recent growth in housing numbers across the town has ultimately enabled key services to be protected. A failure to dispose of the site for development would have a demonstrably detrimental impact on the Council's ability to deliver and sustain services. Assuming an average Council Tax rating of Band E, the site is expected to generate Council Tax from £0.690m for 250 properties built and £0.967m for 350 properties built, per year upon completion of the development.

44. Should DLUHC announce the continuation of New Homes Bonus Scheme, the 250 to 350 dwellings will contribute towards the net addition to the housing stock that is required in order to qualify for new homes grant.
45. Nunthorpe Grange is held on the Council's Asset Register and the Asset Disposal Business Case is appended to Part B of this report.
46. Information on the estimated gross market value is outlined within Part B of this report. Capital receipts secured from the sale of housing sites are used to fund the Council's Capital Programme and the critical investments within it. These investments include 'business as usual' activity, periodic purchases, and investments in economic growth initiatives. Failure to receive a capital receipt, from this site will stem economic growth and prosperity across the town.
47. It is recognised that development of the scale proposed for the site will result in impacts on local infrastructure, some of which is identified elsewhere in this report. In order to enable permission to be granted for any planning application it is important that mitigation is provided to address these impacts, this is usually provided through a S106 Agreement that accompanies any planning permission granted.
48. The Council as landowner and Local Planning Authority cannot be both signatories on such an agreement. It is essential therefore to enable the permission to be granted that the Council makes a formal commitment to delivery of the necessary infrastructure at the time that it is required.
49. A mechanism will need to be identified to enable this to happen. Without such a commitment in place planning permission will not be forthcoming. In this instance the required infrastructure will include:
- a) affordable housing (to be determined, depending on whether this is provided on-site);
 - b) off-site highways/transport improvements and mitigation;
 - c) education;
 - d) green infrastructure; and,
 - e) community facilities.
50. It is not possible at this stage to identify the exact nature of the infrastructure requirements as these will be determined via the planning application process and will only be identified through the proper assessment of the application including consultation with infrastructure providers and the community. This assessment will identify the cost (at current values) and timing for delivery of the infrastructure and the contribution required from development of the site.
51. On the 13th April 2021 Executive approved an amendment to the Asset Disposal Policy to 'facilitate local communities benefitting whereby a Council owned asset is disposed within their locality above market value'. If an asset achieves a price in excess of the projected market value 3% of the capital receipt will be made available for local community use for the ward in which the asset is located.

52. There will be costs incurred over a number of years to de-risk the site and the subsequent site marketing. As detailed, investment in de-risking sites seeks to maximise the capital receipt gained. The additional cost to de-risk the site, as set out in this report, is estimated at £1.945m.
53. The capital programme includes £3.400m of uncommitted Council capital within the Housing Growth block budget and a further £2.566m of uncommitted Council capital within the De-Risking Sites project. Both projects are provided to fund costs of this nature.
54. Should the in-principle agreement with Persimmon in respect of the use of the temporary access be confirmed, the currently assumed provision for the construction of the roundabout will be retained within the capital programme to fund future de-risking of Council owned land in order to maximise capital receipts.
55. If, including obtaining planning permission, sites are not de-risked by the Council prior to selling, there is a risk that developers will bid significantly less than value of the site as they will take a prudent approach in respect of assessing risk. Therefore, by de-risking the site, the Council, whilst having to fund costs up-front, should benefit in the longer term through increased capital receipts.
56. All procurement exercises will be undertaken in compliance with Middlesbrough Councils' Financial and Contract Procedure rules.

Legal

57. The Local Plan (2014) will not be subject to challenge.
58. The Council will follow the relevant legal processes when disposing of sites, the nature of which will depend on the presence of any existing designations (such as allotments or public open space).
59. The process of disposing of sites requires significant input from Legal Services and Procurement, as the process is inherently contractual in nature and the Council needs to achieve Best Consideration in respect of any asset disposal.
60. The marketing and disposal strategy will cover internal client related matters concerning procurement, subsidy control and best value, together with Legal matters associated with contractual structures that protect the Council's interest.
61. The Council's governance processes will be observed accordingly throughout the disposal process.

Risk

62. The project will contribute towards the following strategic aims and objectives:
- a) Place - Securing improvements in Middlesbrough's housing, infrastructure and attractiveness, improving the town's reputation, creating opportunities for local people and improving our finances.

- b) People - Working with communities and other public services in Middlesbrough to improve the lives of local people.

63. The following high-level risks identified in the Strategic and Directorate Risk Registers, will be reduced as a consequence of the market intervention enabled by the recommended decisions:

- a) O1-045 - If the Housing Programme does not meet the projected targets, then this can have a negative impact on the assumptions within the MTFP.
- b) O8-059 - If incorrect assumptions are made in the MTFP this will result in a funding gap requiring further savings to be made.
- c) O1-029 - Insufficient Council Tax Band D+ properties are built to enable Middlesbrough to retain its economically active population resulting in further population decline and impact upon the MTFP.

64. The development of greenfield land is often contentious and there is a strong and active anti-development movement in Middlesbrough.

65. There is some risk that the drainage solutions are over engineered and do not meet the needs of the developers, however Middlesbrough Council's limited infrastructure budget will ensure that a simple and effective solution is installed.

Human Rights, Public Sector Equality Duty and Community Cohesion

66. The Impact Assessment, attached as Appendix 2, has concluded that the decisions would not have any disproportionately negative impacts on protected groups.

Climate Change / Environmental

67. As part of the Council's drive to achieve net carbon and in line with One Planet Living, developers will be encouraged to implement energy efficiency measures in line with building regulations, and to reuse and source local materials and labour to reduce transportation impacts.

Children and Young People Cared for by the Authority and Care Leavers

68. The Impact Assessment demonstrated that this development presents no impact on children and young people cared for by the Authority and care leavers.

Data Protection / GDPR

69. The proposed decision does not involve the collation and use of personal data.

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

Action	Responsible Officer	Deadline
POS & Land Appropriation	Peter Brewer / Legal Services	February 2024
Site Investigation Work	Peter Brewer / Design Services	May 2024
Refresh of Masterplan	Peter Brewer / Consultant	October 2024
Outline Planning	Peter Brewer / Planning / Design Services	February 2025
Market the Site	Peter Brewer / Valuation and Estates	June 2025
Executive Approval to Dispose	Peter Brewer	August 2025
Exchange Contracts with Developer	Peter Brewer / Legal	November 2025
Legally Complete	Peter Brewer / Legal	July 2026
Developer Starts on Site	Developer	August 2026
First Completions	Developer	August 2027

Appendices

1	Land Ownership
2	Impact Assessment

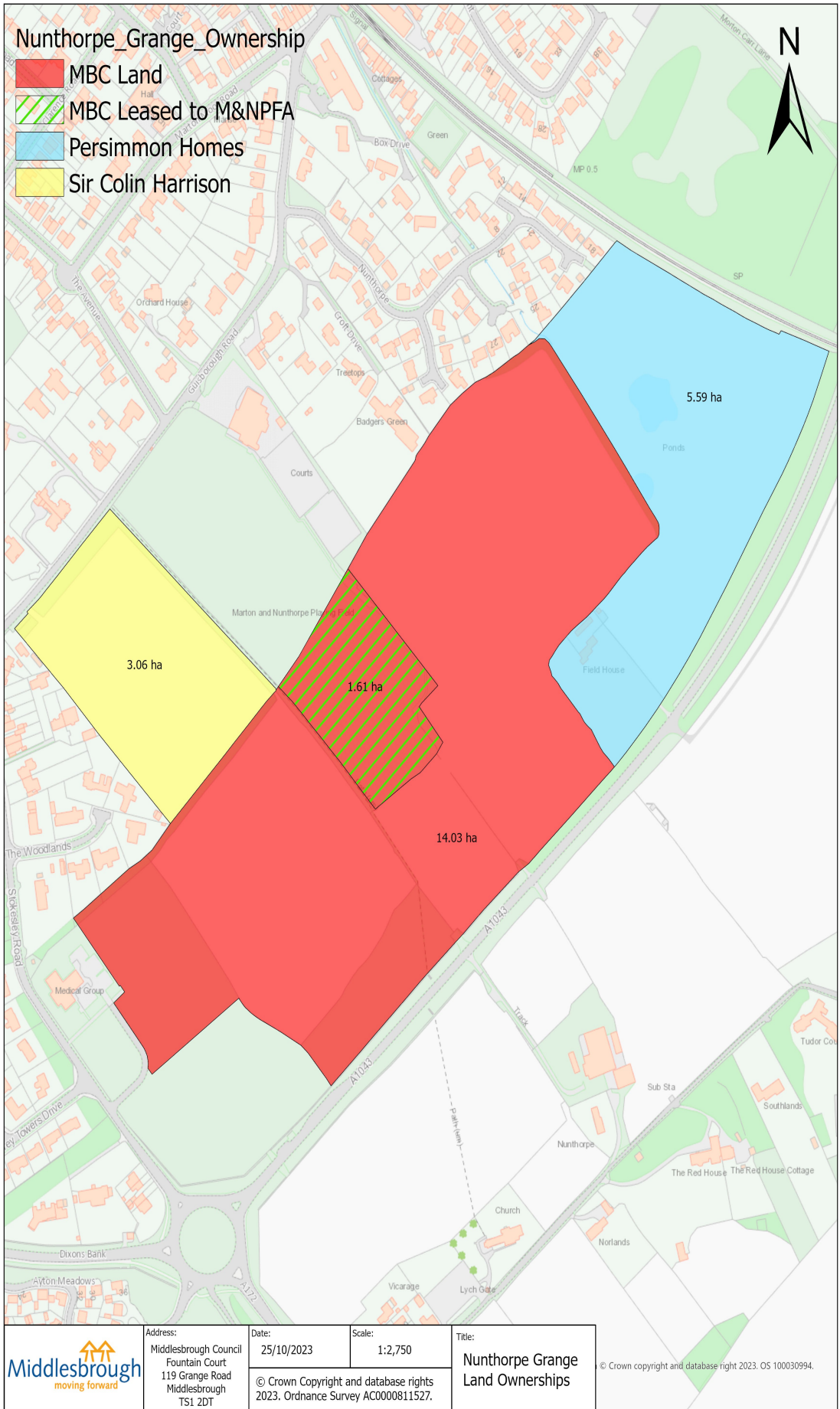
Background papers

Body	Report title	Date
Council	Middlesbrough Local Plan	November 2014
Executive Sub Committee for Property	Newham Hall Farm/Nunthorpe Grange Farms – Surrender of Agricultural Tenancies	22 nd November 2017
Executive Property Sub Committee	Nunthorpe Grange Farm Masterplan	11 th July 2018
Single Member Executive	Nunthorpe Grange Design Code/Masterplan	23 rd January 2019

Contact: Peter Brewer

Email: peter_brewer@middlesbrough.gov.uk

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Address:
Middlesbrough Council
Fountain Court
119 Grange Road
Middlesbrough
TS1 2DT

Date:
25/10/2023

Scale:
1:2,750

Title:
Nunthorpe Grange
Land Ownerships

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Appendix 2 - Impact Assessment Level 1: Initial screening assessment

Subject of assessment:	Nunthorpe Grange			
Coverage:	Site-specific			
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 checked="" 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 checked="" type="checkbox"/>
It is driven by:	Legislation:	<input type="checkbox"/>	Local or corporate requirements:	<input checked="" type="checkbox"/>

<p>Description:</p>	<p>Key aims, objectives and activities</p> <p>To assess the impact of the proposal to dispose of Council land for residential development.</p> <p>Disposal of the assets are required to assist the Council in meeting its MTFP projections, reducing financial risk and uncertainty, and aligns with the Local Plan (2014). Controlled sale of the parcels will ensure that development is delivered across the town in line with market demand.</p> <p>Statutory drivers</p> <p>The Local Government Act 1972 Section 123, as amended by the Local Government Planning and Land Act 1980 Section 118 Schedule 23 Part V.</p> <p>Differences from any previous approach</p> <p>Not applicable.</p> <p>Key stakeholders and intended beneficiaries (internal and external as appropriate)</p> <p>The Council, developers and the local community.</p> <p>Intended outcomes</p> <p>The proposed disposals would allow the Council to secure capital receipts, generate Council Tax, redevelop underutilised land and meet its obligations under the Local Plan (2014).</p>
<p>Live date:</p>	<p>October 2023</p>
<p>Lifespan:</p>	<p>Until the site is developed or the site allocation in the Housing Local Plan is removed/changed.</p>
<p>Date of next review:</p>	<p>Not applicable</p>

Screening questions	Response			Evidence
	No	Yes	Uncertain	
Human Rights Could the decision impact negatively on individual Human Rights as enshrined in UK legislation?*	☒	☐	☐	It is considered that the disposal of the subject parcels of land will not impact negatively on individual human rights as the proposal represents a significant and positive enhancement for the local and wider areas, which outweighs the loss of the parcel of land.
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>a) The Council has a duty to consider the impact of the proposed decision on relevant protected characteristics, to ensure it has due regard to the public sector equality duty. Therefore, in the process of taking decisions, the duty requires the Council to have due regard to the need to:</p> <ul style="list-style-type: none"> (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act; (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it, and (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it. <p>It is considered that the proposal to facilitate the development of housing will not have a disproportionate adverse impact on a group, or individuals, because they hold a protected characteristic. Evidence</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
	No	Yes	Uncertain	
				used to inform this assessment includes engagement to date with relevant Council departmental teams.
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"/>	It is not considered that there will be any adverse impact on community cohesion or negative impact on relationships between different groups, communities of interest or neighbourhoods within the town.
Sustainable Community Strategy objectives Could the decision impact negatively on the achievement of the vision for Middlesbrough? Does the decision impact on statutory duties associated with these key objectives? *	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<p>The parcels of land are already allocated for residential use in the Council's adopted Housing Local Plan, which underwent several rounds of public consultation – in full accordance with the Middlesbrough SCI – and a stringent Public Examination by an Independent Planning Inspector, who declared the Plan sound. As such, the principle of residential development in these locations has already been established as being suitable.</p> <p>The existing or pending development guidance and masterplans are intended to ensure satisfactory development for residential purposes. Consultation on the development guidance and masterplan documents will be undertaken in full accordance with the Council's adopted Statement of Community Involvement (SCI).</p> <p>In light of the above, it is not considered that there will be any negative impact on the Council's sustainable community strategy objectives.</p>

Screening questions	Response			Evidence
	No	Yes	Uncertain	
Organisational management / transformation Could the decision impact negatively on organisational management or the transformation of the Council's services as set out in its transformation programme? *	☒	☐	☐	Disposal of these parcels of land would generate Capital Receipt and Council Tax, supporting the Council's Medium Term Financial Plan. In light of the above, it is not considered that there will be any negative impact on the organisational management or the transformation of the Council's services set out in its transformation programme
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:	Peter Brewer	Head of Service:	Steve Fletcher
Date:	13/9/23	Date:	13/9/23

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