

## EXECUTIVE

<b>Date:</b> Wednesday 30th April, 2025
<b>Time:</b> 5.00 pm
<b>Venue:</b> Mandela Room

## AGENDA

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| 1. | Apologies for Absence   |         |
| 2. | Declarations of Interest                                      |         |
| 3. | Minutes - Executive - 5 March 2025                            | 3 - 10  |
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### THE MAYOR

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| 7. | Social Value Charter- First Annual Update   | 35 - 46 |
| 8. | Resetting the Council's Approach to Transformation and Delivery of the Council Plan | 47 - 54 |

### EXECUTIVE MEMBER - ADULT SOCIAL CARE AND PUBLIC HEALTH

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| 11. | Residential and Supported Accommodation for Children in Our Care and Care Leavers Update | 105 - 116 |
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### EXECUTIVE MEMBER - ENVIRONMENT AND SUSTAINABILITY

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| 12. | Final Report of the Environment Scrutiny Panel - Waste Management | 117 - 168 |
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## **EXECUTIVE MEMBER - FINANCE**

13. Interim Funding Agreement Policy 169 - 192
14. Any other urgent items which in the opinion of the Chair, may be considered.

Charlotte Benjamin  
Director of Legal and Governance Services

Town Hall  
Middlesbrough  
Tuesday 22 April 2025

## **MEMBERSHIP**

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

### **Assistance in accessing information**

**Should you have any queries on accessing the Agenda and associated information please contact Scott Bonner / Chris Lunn, 01642 729708 / 01642 729742, [scott\\_bonner@middlesbrough.gov.uk](mailto:scott_bonner@middlesbrough.gov.uk) / [chris\\_lunn@middlesbrough.gov.uk](mailto:chris_lunn@middlesbrough.gov.uk)**

## EXECUTIVE

A meeting of the Executive was held on Wednesday 5 March 2025.

**PRESENT:** Mayor C Cooke (Chair) and Councillors T Furness, P Gavigan, L Henman, J Ryles, J Thompson and N Walker

**PRESENT BY INVITATION:** Councillor I Blades

**OFFICERS:** C Benjamin, S Bonner, M Brown, B Carr, A Davis, K Dargue, G Field, R Horniman, A Humble, E Scollay and C Walker

**APOLOGIES FOR ABSENCE:** Councillor P Storey

### 24/81 DECLARATIONS OF INTEREST

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

### 24/82 MINUTES - EXECUTIVE - 5 FEBRUARY 2025

The minutes of the Executive meeting held on 5 February 2025 were submitted and approved as a correct record.

### 24/83 MINUTES - EXECUTIVE SUB COMMITTEE FOR PROPERTY - 5 FEBRUARY 2025

The minutes of the Executive Sub Committee for Property held on 5 February 2025 were submitted and approved as a correct record.

### 24/84 SHIFT PROGRESS REPORT

The Deputy Mayor and Executive Member for Education and Culture submitted a report for Executive consideration. The report was presented by the Executive Member for Children's Services in the Deputy Mayor's absence.

The purpose of the report was to update Executive on the three-year partnership with SHiFT, a national systems change charity working alongside Children's Services within the Council. SHiFT Middlesbrough had started work across the first of two, 18-month Programmes with children and young people caught up in, or at risk of, cycles of crime and exploitation.

The report detailed that the costs of the partnership were supported by the sum of £600,000 which SHiFT secured from the Ministry of Housing Communities and Local Government, alongside match funding of £600,000 from the Council, invested over three financial years.

SHiFT had a strong and growing track record of exceptional practice that was breaking cycles of crime with and for the most vulnerable children. Headlines from SHiFT's national evidence of impact to date, for children with a SHiFT Guide 12-18 months included:

- 41% reduction in proven offences.
- 58% reduction in reported missing episodes.
- 51% reduction in arrests

Economic analysis of SHiFT's work conducted in 2022 that for each child considered, costs avoided in the next five years by breaking cycles of crime now ranged from £1.8m to £164k. For every £1 spent on SHiFT £8 is saved over five years.

The SHiFT programme was aligned to the council plan under Safe and Resilient communities. The programme spanned both the promotion of new ideas and community initiatives as well as reducing crime and anti-social behaviour.

SHiFT Middlesbrough had been working with children and young people since July 2024. The

Practice was already making evidenced positive impacts with and alongside children and young people. Including September 2024 and for the three months prior:

- 17 (out of 27) children had no arrests, 22 children had not committed any proven offences and 21 children had not been missing.
- Children's Social Care involvement had reduced for four children and four children had now moved back to Middlesbrough, two of whom were previously in custody and two were living in placements out of area.
- Guide's ratings of mental health had improved for six (out of 27) children and Guides assessed that the negative consequences of substance use had reduced for eight (out of 27) children.
- Guides had supported children to access education, training and employment by arranging for children to attend open days, assisting with their applications, and taking them to interviews.

There would be an annual partnership review presented to the Local SHiFT Board in June 2025.

It was commented that investment in the initiative would be returned and so was value for money.

The Mayor commented that the SHiFT initiative was strong step on a journey that would allow the Council to move a more preventative way of working.

## **OPTIONS**

**There were no other options put forward as part of the report.**

### **AGREED that Executive notes:**

1. A SHiFT Programme had been established in Middlesbrough, with a new staff team successfully recruited, trained and working with children and families.
2. SHiFT Middlesbrough launched in line with Ministry of Housing Communities and Local Government grant funding deadlines. A formal launch event was held in September 2024 and Middlesbrough's Elected Mayor attended as a key speaker alongside Keith Fraser, Chair of the Youth Justice Board.
3. 27 children and young people were identified and invited for SHiFT support. Children and young people had been building trusting relationships with their SHiFT Guide and there was good evidence of emerging positive impacts on their safety and wellbeing as a result of this work.
4. A Local SHiFT Board had been created and was meeting regularly to provide effective partnership governance with Joe Tynan, Executive Director for Children's Services, as its Chair.

## **REASONS**

While the report was for information only, it was important that Executive were kept updated on the work of SHiFT. SHiFT was an innovative organisation, founded in 2019, with a track record for delivering exceptional outcomes that broke the destructive cycle of children and young people caught up in, or at risk of, crime.

SHiFT Middlesbrough provided 1-1 intensive support for 27 of the most vulnerable children and young people in Middlesbrough. Children and young people identified for SHiFT were those for whom, despite the efforts of other professionals, 'business as usual' responses had not been able to make the difference needed and where concern about their wellbeing was high and escalating. For over a quarter of the children SHiFT Middlesbrough was working with, their vulnerabilities and professional responses to their management to date, mean that they were, at the start of SHiFT's work, accommodated in high-cost placements, often a long way from home and not making the difference desired to improve the child's situation. For all children there are concerns about increasing risk, vulnerability, and the negative impacts this can have on their living arrangements.

The total cost of the partnership to Middlesbrough Council was approximately £11k per

child for an 18-month Programme of intensive individual support, which included working with everyone important to a child's world. This represented good value for money given the highly complex needs of this vulnerable group and the intensity and expertise of the work SHiFT was delivering. Within the SHiFT cohort there were eight looked after young people whose weekly placement cost ranged between £3k to £23k as of the end of period nine (December 2024). SHiFT Guides worked alongside existing professionals, including Social Workers, providing a level of intensity that Social Workers are not resourced to be able to deliver. SHiFT had 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.

24/85

## **AUTO-ENROLMENT OF FREE SCHOOL MEALS AND MAXIMISING PUPIL PREMIUM FUNDING PILOT ACROSS MIDDLESBROUGH**

The Executive Member for Adult Social Care and Public Health submitted a report for Executive consideration, the purpose of which was to seek approval for the Council to undertake the Free School Meal and Pupil Premium initiative on a longer-term basis.

The Council had engaged with Middlesbrough schools in a meeting held on 13 December 2024, seeking thoughts/appetite on whether schools would wish for this work to continue on a longer-term basis. The schools were advised that the Council would write to schools ahead of extending the Free School Meal and Pupil Premium initiative to inform them that the schools who already had their Free School Meals administered by the Local Authority would receive the auto enrolment service as part of the existing administration fee.

For Schools who were not in receipt of the Free School Meal service administered by Middlesbrough Council the opinion of the Schools was sought along with their preference. An administration fee of 10% would be applied to any new pupil premium identified. In advance, the Council would write to all schools seeking approval to progress with the auto enrolment approach, at this time the School would confirm if it would wish to 'opt in/opt out'. The administration fee would apply to any new Pupil Premium funding secured through the auto enrolment initiative and this would be a one-off fee to cover the cost of the administrative effort by the Local Authority.

The purpose of the initiative was to ensure that schools were receiving the maximum benefit of Pupil Premium funding as well as contributing towards the Council's Plan to reduce poverty and create a healthy place by enabling children who were entitled to Free School Meals to access them.

An initial report was presented to Executive on 26 June seeking approval to progress with a pilot initiative to implement the auto enrolment of Free School Meals, with the aim of increasing the number of children registered for Free School Meals and Pupil Premium funding, subject to the agreement of Middlesbrough Schools.

The Mayor proposed an amendment to the report which proposed any money generated above baseline costs would be reinvested into holiday activity and food programmes or into pupil premium services.

### **OPTIONS**

**Do nothing and continue with the current application process whereby the responsibility rests with households to apply for Free School Meals. Whilst this was still an option for parents, the proposed approach by the Council would ensure applications were maximised as was the Pupil Premium for Schools. The results from the pilot would suggest 'doing nothing' should be avoided.**

### **ORDERED that Executive:**

1. **Approve the proposed amendment to the report.**
2. **Approve the continuation of the Free School Meals auto enrolment programme for Schools who 'opt in'. A 10% fee will be applied for any new pupil premium identified. The fee was intended to cover the Councils costs in administering**

the auto enrolment business process. The Council would write to Schools each year seeking approval from the School to participate in the auto enrolment initiative.

## **REASONS**

The continuation with the auto enrolment on to Free School Meals (including agreement from the Schools) meant those children who were eligible, did not miss out on a healthy nutritious meal at school.

In addition to ensuring children were not missing out, the continuation of this initiative would also result in Schools receiving the maximum amount of funding from Central Government through the Pupil Premium grant which would allow a number of initiatives, defined by the individual School to be funded.

Some children automatically received Free School Meals through the Universal Infant Free School Meals (if they were in Reception, Year 1, and Year 2), and as such may not have been registered formerly for Free School Meals, which meant the School would be missing out on Pupil Premium. The auto enrolment take up would ensure that the Schools were maximising Pupil Premium and not missing out.

The data captured from the pilot was included at Appendix 1 of the report.

The pilot initiative had supported families across Middlesbrough and would contribute towards reducing poverty, as children would have access to a Free School Meal, which may have been funded by the parent/carer at a cost of c£400 per pupil. The outcome would likely save Middlesbrough Households a combined saving of approximately £218,400 per year.

The initiative had also directly benefitted from The Holiday and Activities Food Programme (HAF). The increased number of children in receipt of Free School Meals meant more children had access to this programme. Following more recent announcements it would suggest that the Holiday and Activities Food Fund (HAF) would continue for a further 12 months.

In December 2024, Middlesbrough Council united with 100 other organisations in an open letter to Government calling for pupils who met the eligibility criteria but were not yet signed up to Free School Meals, to be automatically enrolled. Middlesbrough Council was one of 24 local authorities to add their signature to the letter, which implored Government to use the upcoming Children's Wellbeing Bill to enable all children who were entitled to a Free School Meal to be automatically enrolled.

24/86

## **REVIEW OF THE STATEMENT OF COMMUNITY INVOLVEMENT**

The Executive Member for Development submitted an item for Executive consideration. The purpose of the report was to seek Executive approval for a revised Statement of Community Involvement.

Under the provisions of the Planning and Compulsory Purchase Act 2004, the Council was required to prepare a Statement of Community Involvement. (SCI), to explain how it would involve the community in the preparation of local development documents (such as the Local Plan), the preparation of neighbourhood plans, and on planning applications.

They should set out how the Council would meet the legislative requirements in undertaking its planning activities, as well as any additional engagement it may do beyond what is legally required. The Town and Country Planning (Local Planning) (England) Regulations 2012 also required the Council to review the SCI at least every five years.

The Council's current SCI was adopted in March 2020. Since then, there had been a number of changes to national planning policy and legislation, and the way the Council delivered its planning service, meaning that there were some aspects of the SCI that were out-of-date. It was important that the SCI remained current as it helped to ensure compliance with statutory duties. This would be particularly important as the new Local Plan was finalised this year.

Officers had completed a review of the SCI and were recommending a small number of changes that were detailed in the table at paragraph 4.3 of the report.

There was no statutory requirement to undertake public consultation on the SCI and following approval of the revised SCI, the Council's website would be updated to replace the previous SCI with the new version. The SCI would be used as appropriate by the Council's Planning Service.

The Mayor commented that community involvement for the local plan had been excellent.

## **OPTIONS**

**Not to update the SCI. This would mean the Council would not comply with the legislation regarding reviewing the SCI every five years. There would be potential compliance issues, particularly with preparing the Local Plan.**

## **ORDERED that Executive**

- 1. Approves the revised Statement of Community Involvement.**
- 2. Delegates authority to the Director of Regeneration, in consultation with the Executive Member for Development, to make changes to the Statement of Community Involvement as a result of future reviews.**

## **REASONS**

**The Council had a statutory duty to prepare an SCI, to explain how it would involve the community in the preparation of its Local Plan, the preparation of neighbourhood plans, and on planning applications. The Town and Country Planning (Local Planning) (England) Regulations 2012 required that SCIs were reviewed every five years.**

**The Council's current SCI was adopted in March 2020. In order to comply with the legislation a review needed to be completed by 17th March 2025.**

24/87

## **WELFARE SUPPORT POLICY**

The Executive Member for Finance submitted a report for Executive consideration the purpose of which was to conduct a review of the Welfare Support Policy for Residents in Financial Crisis as part of the three-year review cycle, and to ensure that the current support provided to residents was keeping pace, reflected any changes in legislation, and included any necessary amendments or alterations. It was also noted that it was anticipated that further changes would be necessary to this Policy as the Council developed its approach to resolving poverty across the Town.

The Council recognised there were circumstances that fell outside a resident's control that could impact upon their financial situation and may place them into crisis. This could present as an immediate financial risk to the resident or a member of their household where short-term support could prevent longer term issues from occurring.

Crisis could occur at any time and situations could be very different. Each case was independently assessed by experienced Officers. Although the list cited in the report was not exhaustive, some of the more frequent reasons Crisis Support was were:-

- Reduction in working hours resulting in loss of earnings.
- Awaiting benefit entitlement/Change in circumstances
- Potential Homelessness
- Theft or loss of essential goods.
- Burglaries

The Council provided crisis support via the Community Support Team through a number of different options to alleviate resident's immediate need. This offer had been significantly enhanced over the last three years through the introduction of the Corporate Welfare Strategy. Whilst short term support was provided through the Welfare Support for residents in financial crisis, longer term resolve/prevention formed part of the Welfare Support Strategy and underpinned the Council's approach to responding to Poverty. With the introduction of the

Welfare Support Team, and the introduction of a single front door for Residents would ensure support was easily accessible to those in genuine need.

Since 1 April 2024 the Council had provided support to over 1000 households through either Crisis or Housing Support with payments of around £370,000, this would likely increase to around £410,000 by 31 March 2025. In addition, through close working with partners such as the Department for Work and Pensions, Officers liaised directly to ensure benefit claims, queries were resolved quickly, and benefit was paid which eliminated the immediate Crisis. In conjunction with this the Council's Welfare Rights Team had supported over 1,191 residents with claims for benefit and had secured benefit in excess of £2m. A more recent example included an internal referral into the team £88,000.00 of unclaimed State Pension was identified by the Welfare Rights Team for one resident. This was an example of the great work that the Council's Welfare Support Team were doing to maximise unclaimed benefits.

Members discussed how residents could apply for support and if they could apply for different payments. It was clarified the main intention of the report was not to top regular income, but more than one criterion could be considered for applications.

It was also commented the policy would be publicised via the Council's usual communication channels and would also be communicated to other partners and agencies, such as the Financial Inclusion Group.

## **OPTIONS**

**Do nothing.** The current policy did not refer to the enhanced support options available to residents, such as OpenPay or E-Vouchers. In addition, the policy was due to be reviewed as the previous three-year period has expired therefore a refresh of the current offering is required.

**ORDERED** that the Executive approve

- 1. The refreshed Welfare Support for Residents in Financial Crisis Policy which included the following minor changes:**
  - a) Additional payment methods, making it easier and faster for payment to be made.**
    - Allowing payment via text message to send funds direct to a resident's bank account. In addition, e-vouchers can be provided through text messages or emails to a resident with a voucher code which can be redeemed at a supermarket of their choice.**
  - b) A refresh of the language and some minor amendments to the policy.**
  - c) Alignment to the Corporate Welfare Strategy**
- 2. Provided delegated authority to the Director of Finance and Transformation and the Executive Member of Finance to make any future minor revisions/modifications to reflect the financial / economic climate as necessary.**

## **REASONS**

The policy was a key decision that impacted on two or more wards and as such required Executive approval.

The updated policy upheld good practice within democratic processes and enabled the refreshed policy to maintain visibility with the Executive.

The delegated authority to the Director of Finance and Transformation and Executive Member of Finance to approve future minor modifications to the policy helped maintain service operation levels. As a working policy, failure to keep pace with new legislation or working practices left the Council at risk and could result in inconsistent practices.

The proposals provided clarification and ensured vulnerable residents had a clear understanding of the Council's approach to crisis situations and the support available.

**TENDER PIPELINE APPROVAL 2025/2026**

The Executive Member for Finance submitted a report for Executive's consideration. The purpose of the report sought Executive approval of the Council's tender pipeline for 2025/26 and to agree delegation of the contract award to the relevant Director who would update their Executive Member.

It was clarified the report was not the Corporate Procurement Strategy and that issues such as social value was included in that Strategy.

A tender pipeline was used to provide the market with an understanding of the potential future procurement activity the Council may undertake 12-18 months hence.

The new Procurement Act 2023 went live on 24th February 2025 required the Council to formally publish a tender pipeline notice.

The Council's Corporate Procurement Strategy 2024 - 2026 set out the strategic direction for the implementation of the Contract Procedure Rules, which are the regulatory framework for all staff to follow in respect of purchasing goods, services and works regardless of value. The Strategy supported the aims and priorities of the Council.

It set out how the Council would:

- Strive to make procurement easier for suppliers and the Council alike.
- Challenge and drive value for money from all procurement activity.
- Maximise innovation, sustainability, and collaboration in our procurement activities to support the Council's strategic objectives.
- Ensure social value and local return was at the heart of the Council's procurement opportunities.
- Continue to increase the visibility of the Council's tender opportunities to local and SME suppliers.
- Make the best use of local, sub-regional, regional and national collaborative arrangements where significant benefits for Middlesbrough can be evidenced.

Within the Corporate Procurement Strategy, a tender pipeline was used to provide the market with an understanding of the potential future procurement activity the Council may undertake in the proceeding 12-18 months and so increased the visibility of our tender opportunities.

**OPTIONS**

**Do nothing. This was not preferred as it would not support strong governance or allow us to be compliant with the upcoming new Procurement Act requirements to publish a tender pipeline.**

**ORDERED that the Executive approves**

1. The Middlesbrough Council tender pipeline for 2025/26.
2. Delegation of the contract award to the relevant Director who will update their Executive Member.

**REASONS**

**To continue to have strong governance arrangements in place for procurement activity carried out by the Council and to be compliant with the new Procurement Act 2023 which was enacted on 24 February 2025 and required the Council to formally publish a tender pipeline notice.**

**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.**



**EXECUTIVE SUB-COMMITTEE FOR PROPERTY**

A meeting of the Executive Sub-Committee for Property was held on Wednesday 2 April 2025.

**PRESENT:** Councillors P Storey (Chair) T Furness, L Henman, J Ryles, and J Thompson

**OFFICERS:** S Bonner, G Field, A. Glover, R Horniman, A Humble and E Scollay

**APOLOGIES FOR ABSENCE:** Mayor C Cooke and Councillors P Gavigan and N Walker

24/10 **DECLARATIONS OF INTEREST**

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

24/11 **TRANSFER OF LAND AND ASSETS AT GRESHAM TO MIDDLESBROUGH DEVELOPMENT CORPORATION - PART A**

The Executive Member for Development submitted a report for the Executive Sub-Committee's consideration.

The purpose of the report was to consider the transfer of land and assets owned by the Council at Gresham over to the Middlesbrough Development Corporation (MDC) for nil consideration. This would facilitate a significant mixed-use development proposal which would benefit the local area and town centre.

Historically, the subject land was acquired under a Compulsory Purchase Order (CPO). Although the general authorised purpose of the CPO was stated as being for "the purpose of development, redevelopment or improvement on the land to contribute to the promotion or improvement of the economic, social and environmental well-being of Newport ward, Middlesbrough", it had originally been envisaged the land would be a site for a major Student Village.

The Council was subsequently advised by Teesside University that the need for a major student village development would be reduced, due to the completion of the Cornell development. As a result, on 16 February 2021, Executive approved the disposal of the land at Gresham to Thirteen Housing Group on a 999-year lease at nil consideration.

The disposal was to facilitate Phase 2 of housing development, following initial approval by Executive in August 2019 to lease the Phase 1 housing site to Thirteen. Thirteen commenced work to bring a Phase 2 development forward but no viable scheme was ever presented as an option and the proposed 999-year lease was never entered into.

The land had remained in the Council's ownership, with the temporary car parks on Amber and Garnet Street continuing to be operational. MDC was keen to take possession of the car parks as soon as any decision was confirmed but they did not want to operate the car parks. With this in mind, it was MDC's preference to delay completion of the transfer until the Traffic Regulation Order has been executed and the car parks had been officially closed.

In terms of Linthorpe Road properties, the Council acquired numbers 147, 149 and 151 Linthorpe Road for demolition, in order to provide a breakthrough access from the Gresham site to Teesside University's campus as part of the proposals to develop a Student Village. The Linthorpe Road properties were vacant at the time of the Sub-Committee meeting.

On 24th January 2023, the previous administration approved the acquisition of The Crown by the Council, following a prolonged period of vacancy and decay. The report also gained approval for revenue holding costs to cover insurance, security, utilities and responsive maintenance costs for each year that the asset was held.

MDC commissioned a Pre-Acquisition Survey Report from Sanderson Weatherall in July 2024 to identify any defects or inherent factors prior to the transfer of the freehold interest. The

report was undertaken on the assumption that the property would be re-instated and repaired to some extent in its current format and did not include for any potential re-use options. The report concluded that the anticipated costs of remediating the defects and inherent factors would be in the region of £3.4 million, excluding VAT and professional fees.

In terms of the MDC, this was a legal entity managed by Tees Valley Combined Authority and was formally established on 27 February 2023. It had a remit to fund, manage and accelerate regeneration in Middlesbrough town centre, Middlehaven and the Historic Quarter.

Under its powers, MDC could request a Secretary of State determination that any publicly held assets be transferred to its ownership at nil consideration. Since the intention to set up the MDC was announced by the Tees Valley Mayor, discussions around the potential transfer of Council assets had taken place. The subject land and assets recommended for disposal in this report were identified in the Mayoral Development Corporation – consultation report that was endorsed by Executive on the 22 February 2023, for the delivery of a mixed-use development to regenerate Gresham.

The Executive Member for Children's Services commented that he was pleased the decision also sought assurances from MDC about any future developments on the site.

## **OPTIONS**

**The Council had the option not to dispose of the land and assets, but the site had been subject to little or no interest due to market forces, and the potentially onerous cost of development in this town centre location made it an unattractive development opportunity. Retaining the site would not deliver the economic benefits associated set out in the business case or to generate additional council tax income. The site had been allocated for housing in the emerging Local Plan which was subject to extensive consultation. The disposal of the site would facilitate housing growth and support Middlesbrough's aspirations as a place where people want to live and ensure that high quality housing was available to all.**

**AGREED that Executive notes the information contained in Part A of the report.**

## **ORDERED that:**

- 1. Following consideration of the commercially confidential or exempt information contained in Part B of the report, Executive approves the transfer of land as detailed in recommendations 2, 3 and 4 below, subject to receiving written assurances from the Middlesbrough Development Corporation around the mix and quality of the development being sought;**
- 2. Subject to recommendation 1, Executive approves the transfer of 1.64ha of land bounded in red in Plan 1 to the Middlesbrough Development Corporation at nil consideration.**
- 3. Subject to recommendation 1, approves the transfer of no. 147, 149 and 151 Linthorpe Road to the Middlesbrough Development Corporation at nil consideration; and,**
- 4. Subject to recommendation 1, approves the transfer of no. 143 Linthorpe Road (The Crown) to the Middlesbrough Development Corporation at nil consideration.**

## **REASONS**

**The land and assets would be transferred at nil consideration, as there was no potential for a commercial value to be generated within the development scheme. Transferring the land and assets to MDC for future development would likely secure significant economic benefits for the town.**

**24/12 ANY OTHER URGENT ITEMS WHICH IN THE OPINION OF THE CHAIR, MAY BE CONSIDERED.**

None.

**24/13 EXCLUSION OF PRESS AND PUBLIC**

**ORDERED** that the press and public be excluded from the meeting for the following items on the grounds that, if present, there would be disclosure to them of exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

24/14

**EXEMPT - TRANSFER OF LAND AND ASSETS AT GRESHAM TO MIDDLESBROUGH DEVELOPMENT CORPORATION - PART B**

The Executive Member for Development submitted a report for the Executive Sub-Committee's consideration.

**ORDERED**

That the recommendations of the report be approved.

**REASONS**

The decision was supported by the following reason:

For reasons outlined in the report.

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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<b>MIDDLESBROUGH COUNCIL</b>	
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<b>Report of:</b>	Director of Finance and Transformation (s151 Officer)
<b>Relevant Executive Member:</b>	Elected Mayor of Middlesbrough Executive Member for Finance
<b>Submitted to:</b>	Executive
<b>Date:</b>	30 April 2025
<b>Title:</b>	Middlesbrough Priorities Fund
<b>Report for:</b>	Decision
<b>Status:</b>	Public
<b>Council Plan priority:</b>	All
<b>Key decision:</b>	Yes
<b>Why:</b>	Decision(s) will incur expenditure or savings above £250,000 and have a significant impact in two or more wards
<b>Subject to call in?:</b>	Yes
<b>Why:</b>	Non-urgent report

<b>Executive summary</b>
<p>A Middlesbrough Priorities Fund of £4.367m for 2025/26 only, was established and approved by Full Council on 19 February 2025 as part of the 2025/26 Revenue Budget, Medium Term Financial Plan, and Council Tax setting report.</p> <p>This report provides Executive with a proposed set of the governance arrangements for the use of the £4.367m Middlesbrough Priorities Fund. The report sets out how it is proposed to allocate the Middlesbrough Priorities Fund, and also sets out the initial list of initiatives proposed by the Mayor, and the process for identification and approval of future initiatives.</p> <p>It is requested that the Executive</p> <ul style="list-style-type: none"> <li>• Approves the governance arrangements for the £4.367m Middlesbrough Priorities Fund</li> <li>• Approves the proposed allocation of the Middlesbrough Priorities Fund between an allocation for elected Ward Councillors (£0.235m) with the remaining amount for initiatives proposed by the Mayor (£4.132m)</li> <li>• Approves the following initial list of initiatives proposed by the Mayor totalling £0.680m, with details being provided in paragraphs 4.16 to 4.27:</li> </ul>

- Childhood Enrichment Team £0.250m
- Youth Group seed funding £0.100m
- Shop fronts improvements scheme £0.180m
- Grass verges replacement £0.150m

- Approves the process for identification and approval of future initiatives proposed by the Mayor, including the requirement for the Executive to approve budget allocations for future initiatives from the Middlesbrough Priorities Fund

## 1. Purpose

- 1.1 This report proposes the governance arrangements for the use of the £4.367m Middlesbrough Priorities Fund which was created as part of the Budget for 2025/26 approved by Full Council on 19 February 2025 in the 2025/26 Revenue Budget, Medium Term Financial Plan, and Council Tax setting report.
- 1.2 The report sets out how the Council proposes to allocate the Middlesbrough Priorities Fund, and also sets out in paragraphs 4.16 to 4.27 the initial list of initiatives proposed by the Mayor, and the process for identification and approval of future initiatives.

## 2. Recommendations

### 2.1 That the Executive

- Approves the governance arrangements for the £4.367m Middlesbrough Priorities Fund
- Approves the proposed allocation of the Middlesbrough Priorities Fund between an allocation for elected Ward Councillors (£0.235m) with the remaining amount for initiatives proposed by the Mayor (£4.132m)
- Approves the following initial list of initiatives proposed by the Mayor totalling £0.680m with details being provided in paragraphs 4.16 to 4.27:
  - Childhood Enrichment Team £0.250m
  - Youth Group seed funding £0.100m
  - Shop fronts improvements scheme £0.180m
  - Grass verges replacement £0.150m
- Approves the process for identification and approval of future initiatives proposed by the Mayor, including the requirement for the Executive to approve budget allocations for future initiatives from the Middlesbrough Priorities Fund

## 3. Rationale for the recommended decision(s)

- 3.1 This will enable the effective use of the approved Middlesbrough Priorities Fund and ensure Best Value is obtained.

#### **4. Background and relevant information**

- 4.1 The Final Local Government Finance Settlement for 2025/26 published by the Ministry of Housing, Communities and Local Government (MHCLG) on 3 February 2025 announced significant one-off funding for Middlesbrough Council in 2025/26.
- 4.2 In response to the significant level of single year funding, a Middlesbrough Priorities Fund of £4.367m for 2025/26 only was established and approved by Full Council on 19 February 2025 as part of the 2025/26 Revenue Budget, Medium Term Financial Plan, and Council Tax setting report.
- 4.3 The intention of the Middlesbrough Priorities Fund is to deliver high impact, one-off projects for the benefit of the communities in Middlesbrough. The temporary nature of this funding means that the Council is unable to build it into the ongoing revenue budget, however elements of it may be announced in the future as being recurrent in which case those elements will be built into ongoing budgets.
- 4.4 This report outlines the governance arrangements for the Middlesbrough Priorities Fund, and how the Fund will be allocated and initiatives approved.
- 4.5 It is proposed that the Middlesbrough Priorities Fund is split between two elements – an amount allocated for elected Ward Councillors to bid for, and the remainder for initiatives proposed by the Mayor.
- 4.6 To make sure the Council addresses specific issues at a ward level, a portion of the Middlesbrough Priorities Fund will be made available for elected Ward Councillors to submit proposed initiatives, and this will be allocated at a rate of £5,000 per Ward Councillor for projects within their wards. All Ward Councillors in each Ward must agree the use of the funding within the Ward. This will mean that an amount of £0.235m will be allocated for this with the remaining £4.132m being allocated for initiatives proposed by the Mayor. It should be noted that this will be in addition to the current Members Small Scheme within the Council's approved Capital Programme and will not replace it.
- 4.7 All funding from the Middlesbrough Priorities Fund must be in line with the following criteria identified in paragraphs 4.8 to 4.11 below.
- 4.8 Projects funded from the Middlesbrough Priorities Fund must be one-off revenue-funded activities with no financial recurrence and which align with one or more of the following principles, and which contribute towards delivery of the Council Plan priorities and aims.
- 4.9 The principles against which proposals will be assessed (in addition to impacting positively on the Council Plan) are:
  - Invest to Save
  - Extension of existing work / activity, to release additional benefits

- Pilots and / or proof of concept activity which will involve a small scale preliminary project to validate the feasibility before potential full-scale implementation
- Corporate Peer Review recommendations

4.10 The projects must link to one of the 13 aims of the Council Plan shown below:

Council Plan Priority	Council Plan Aims
<b>A successful and ambitious town</b>  <i>Maximising economic growth, employment and prosperity in an inclusive and environmentally sustainable way</i>	We will attract and grow businesses to increase employment opportunities
	We will improve attainment in education and skills
	We will ensure housing provision meets local demands
<b>A healthy place</b>  <i>Helping our residents to live longer, healthier lives.</i>	We will improve life chances of residents by responding to health inequalities
	We will protect and improve our environment
	We will promote inclusivity for all
	We will reduce poverty
<b>Safe and resilient communities</b>  <i>Creating a safer environment, where residents can live more independent lives.</i>	We will provide support for adults to be independent for longer
	We will Improve transport and digital connectivity
	We will promote new ideas and community initiatives
	We will reduce crime and antisocial behaviour
<b>Delivering best value</b>  <i>Changing how we operate, to deliver affordable and cost-effective outcomes for residents and businesses.</i>	We will ensure robust and effective corporate governance
	We will set a balanced revenue budget and Medium-Term Financial Plan to restore financial resilience and sustainability

4.11 The projects must link to measurable key performance indicators with the overriding aim to improve the town. There will be a requirement to measure projects against the outcomes and where a financial return is derived this must also be measured.

4.12 The amount allocated for Ward Councillors will be subject to submissions of proposals by Ward Councillors which will need to demonstrate the principle addressed and identify the Council Plan priority and aim addressed. Officers will work

with Ward Councillors to ensure all proposed schemes are deliverable, affordable, and have no ongoing revenue implications, and that they will benefit the Ward and have a positive impact on Council Plan ambitions.

- 4.13 The amount allocated for the Mayor's initiatives will also need to demonstrate the principle addressed and identify the Council Plan priority and aim addressed.
- 4.14 Full documentation will be required to be completed for all expenditure from the Middlesbrough Priorities Fund to ensure that a full audit trail is maintained and that all expenditure is in line with the criteria outlined above.
- 4.15 Work has already been undertaken to identify projects for the Mayor's initiatives allocation of £4.132m with a total of £0.680m of one-off revenue funded activities with no financial recurrence being initially identified which align with one or more of the following principles, and which contribute towards delivery of the Council Plan priorities and aims. Details of the initial initiatives proposed are provided in the paragraphs 4.16 to 4.27 below and it is requested that Executive approve these initial initiatives for implementation.

**Childhood Enrichment Team**

**£0.250m**

- 4.16 The Childhood Enrichment Team aims to offer every child access to inclusive enriching experiences that will support them to develop a strong sense of identity and feel a proud and valued part of Middlesbrough. The Team will operate within the Holiday Activities and Food (HAF) Programme with clear connections into our Culture and Education teams.
- 4.17 The programme will develop the Middlesbrough Childhood Guarantee that ensures all children will have support to access experiences before they leave primary school. This will develop privileged access for children into the Council's cultural offer, including concerts at the Town Hall, Newham Grange Farm, museums, theatres, galleries, heritage sites, and Middlesbrough Mela. Children will also participate in debates in the Council Chamber and days with Teesside University and other partners. We will also expand HAF and work with providers to include free trips to interesting and different places.
- 4.18 The intention is to support children to engage in new opportunities, discover and explore new interests, develop new relationships and expand their potential by stimulating minds, encouraging creativity and nurturing natural talents and abilities.
- 4.19 The model will be tested with a small number of HAF providers and primary schools to develop our learning based on insight and feedback from children, parents, providers and schools ahead of rollout of the full programme. The costs for the full programme will be considered through an application for further funding through flexible use of capital receipts as part of transformation..
- 4.20 In order to sustain the benefits of the HAF Programme, we will expand the programme locally to cover the three school half terms in May, October, and February.

**Youth Group Seed funding**

**£0.100m**

- 4.21 This funding will support the growth, development, and long-term sustainability of smaller youth providers across Middlesbrough. A short-term seed funding pot of £0.100m will be created and grant awards will be made to organisations from the funding pot, with the aim of helping emerging organisations build the infrastructure, skills, and capacity needed to deliver high-quality provision and ultimately become self-sustaining. This will enable smaller providers who lack the scale to effectively compete for funding to reach a point where they can independently secure further funding through successful bids and income generation, reducing reliance on Council support over time.
- 4.22 In addition to supporting organisational development, the Fund will also promote collaboration across the youth sector by encouraging the sharing of best practice, peer support, and joint delivery models where appropriate. This investment recognises the vital role that smaller grassroots providers play in reaching young people in local communities and seeks to strengthen the overall ecosystem of youth support in the town. By creating a more resilient and connected network of providers, this initiative aims to ensure young people in Middlesbrough have continued access to positive opportunities, support, and safe spaces.

**Shopping area improvements scheme**

**£0.180m**

- 4.23 £0.130m of the funding will provide grants of up to £10,000 per unit to businesses and organisations across Middlesbrough to improve and tidy up shopping areas, with an emphasis on those in district shopping centres. The remaining £0.050m funding will be allocated towards the Business Response Fund. This will also help to improve relationships with businesses and property owners.

**Grass verges replacement**

**£0.150m**

- 4.24 The Council currently spend approximately £0.300m per annum on grass verges replacement. It is proposed to increase this by 50% with additional funding of £0.150m in 2025/26 from the Middlesbrough Priorities Fund. The funding will be targeted at those with the highest priority and those which will provide the highest impact.
- 4.25 Further initiatives will be developed for the remaining Mayor's initiatives allocation of £3.452m, and these will be approved by the Executive in line with the criteria set.
- 4.26 The monitoring of expenditure against the Middlesbrough Priorities Fund will be undertaken by the Council's established quarterly budget monitoring arrangements, with the quarterly budget monitoring reports including full details of all initiatives approved and details of expenditure against the approved initiatives.
- 4.27 Any remaining balance on the Middlesbrough Priorities Fund at the end of 2025/26 will be transferred to a separate Middlesbrough Priorities Fund Reserve for use in future years.

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

- 5.1 The absence of a governance and application process for the use of the Middlesbrough Priorities Fund could mean that the Fund is not utilised in accordance with that set out in the 2025/26 Budget approved by Council on 19 February 2025, and there would also be a risk that the allocated funding is not used in accordance with Best Value considerations.

## 6. Impact(s) of the recommended decision(s)

Topic	Impact
Financial (including procurement and Social Value)	<p>The recommendations will enable effective governance arrangements of the £4.367m Middlesbrough Priorities Fund which was created as part of the 2025/26 Budget approved by Full Council on 19 February 2025 in the 2025/26 Revenue Budget, Medium Term Financial Plan, and Council Tax setting report. They will ensure that the Fund is used in accordance with that set out in the 2025/26 Budget approved by Council, and with Best Value considerations.</p> <p>The use of the Middlesbrough Priorities Fund should have a positive impact on Social Value as the initiatives will be required to link to the Council's Council Plan.</p>
Legal	The recommendations will be in accordance with the Council's Constitution and Financial Regulations.
Risk	The recommendations should mitigate the risk of not providing Best Value in the use of the Middlesbrough Priorities Fund.
Human Rights, Public Sector Equality Duty and Community Cohesion	There are no potential applicable issues to consider within this report affecting Human Rights or the Equality Duty. The application of some of the proposed initiatives may have a positive effect on Community Cohesion.
Climate Change / Environmental	Some of the proposals for the Middlesbrough Priorities Fund contained within this report may be relevant to these groups. In addition, future proposals may be relevant to these groups also.
Children and Young People Cared for by the Authority and Care Leavers	Some of the proposals for the Middlesbrough Priorities Fund contained within this report may be relevant to these groups. In addition future proposals may be relevant to these groups.
Data Protection	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)**

<b>Action</b>	<b>Responsible Officer</b>	<b>Deadline</b>
If approved by Executive on 30 April 2025 the governance arrangements, allocations, and the implementation of the initial initiatives proposed will commence.	Director of Finance & Transformation (s151 Officer)	1/5/25 (subject to call in)
Further initiatives for the remaining funding will be submitted to Executive for approval	Director of Finance & Transformation (s151 Officer)	31/3/26
Monitoring of the Middlesbrough Priorities Fund to be included in the quarterly budget monitoring reports throughout 2025/26	Director of Finance & Transformation (s151 Officer)	30/6/26

**Appendices**

None

**Background papers**

<b>Body</b>	<b>Report title</b>	<b>Date</b>
Council	Council Plan 2024-2027	8/3/24
Council	2025/26 Revenue Budget, Medium Term Financial Plan, and Council Tax setting	19/2/25

**Contact:** Andrew Humble – Director of Finance & Transformation (s151 Officer)  
**Email:** andrew\_humble@middlesbrough.gov.uk

<b>MIDDLESBROUGH COUNCIL</b>	
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<b>Report of:</b>	Director of Environment and Community Services
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<b>Relevant Executive Member:</b>	The Mayor
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<b>Submitted to:</b>	Executive
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<b>Date:</b>	30 April 2025
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<b>Title:</b>	Neighbourhoods Model
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<b>Report for:</b>	Decision
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<b>Status:</b>	Public
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<b>Council Plan priority:</b>	Safe and resilient communities
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<b>Key decision:</b>	Yes
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<b>Why:</b>	Decision(s) will have a significant impact in two or more wards
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<b>Subject to call in?:</b>	Yes
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<b>Why:</b>	Non-urgent Decision
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<b>Executive summary</b>
<p>This report outlines the Council's approach to Neighbourhood Working. It explores the objectives on Neighbourhood Working and the way in which it will achieve outcomes in accordance with the Council's strategic objectives.</p> <p>The report demonstrates how working with partners over four neighbourhood areas will enable the Council to improve the lives of those living and working within those neighbourhoods. Further it demonstrates how the approach can assist in reducing medium term demand for services as well as seeking to address longer term entrenched problems within communities.</p> <p>The report seeks Executive approval for both the further development of the Neighbourhood approach and the required resource allocation required to achieve this.</p>

## **1. Purpose**

- 1.1 To seek approval for the introduction of Neighbourhood Model as a key part of the Council's core operating model and to agree the funding to support its introduction.

## **2. Recommendations**

### **2.1 That the Executive**

- a. Approves the introduction of the Neighbourhood Model within Middlesbrough.
- b. To approve the Transformation Programme funding from the flexible use of capital receipts to fund the following posts for a 2 year period at a cost of £1.021m per annum:
  - 8 Neighbourhood Navigators to take on a caseload (2 in each of the 4 areas) - Grade K
  - 8 Community Development workers to build community capital and engage with the community, schools, voluntary and community sector and local businesses (2 in each of the 4 areas) - Grade J
  - Community Safety Co-ordinator - Grade K
  - 4 Neighbourhood link workers to be embedded on rotation within partner organisations such as schools and hospitals.
- c. Approve a capital allocation of up to £5m for improvements to the neighbourhood focused community hubs funded by Transformation Programme funding from the flexible use of capital receipts.
- d. Approve that an analysis of IT requirements takes place in respect of both infrastructure and reporting/ management programmes and that this is fed into the IT refresh requirements.
- e. Approve that annual reports are submitted to Executive to inform them of its achievements and any further development requirements.

## **3. Rationale for the recommended decision(s)**

- 3.1 Neighbourhood Working is a key transformational strategy within the Target Operating Model. It should over the medium-term increase efficiency and reduce demand pressure.
- 3.2 Neighbourhood Working will provide better outcomes for the citizens of Middlesbrough.
- 3.3 Neighbourhood Working will become the operational model that addresses the entrenched challenges within the neighbourhoods of Middlesbrough.

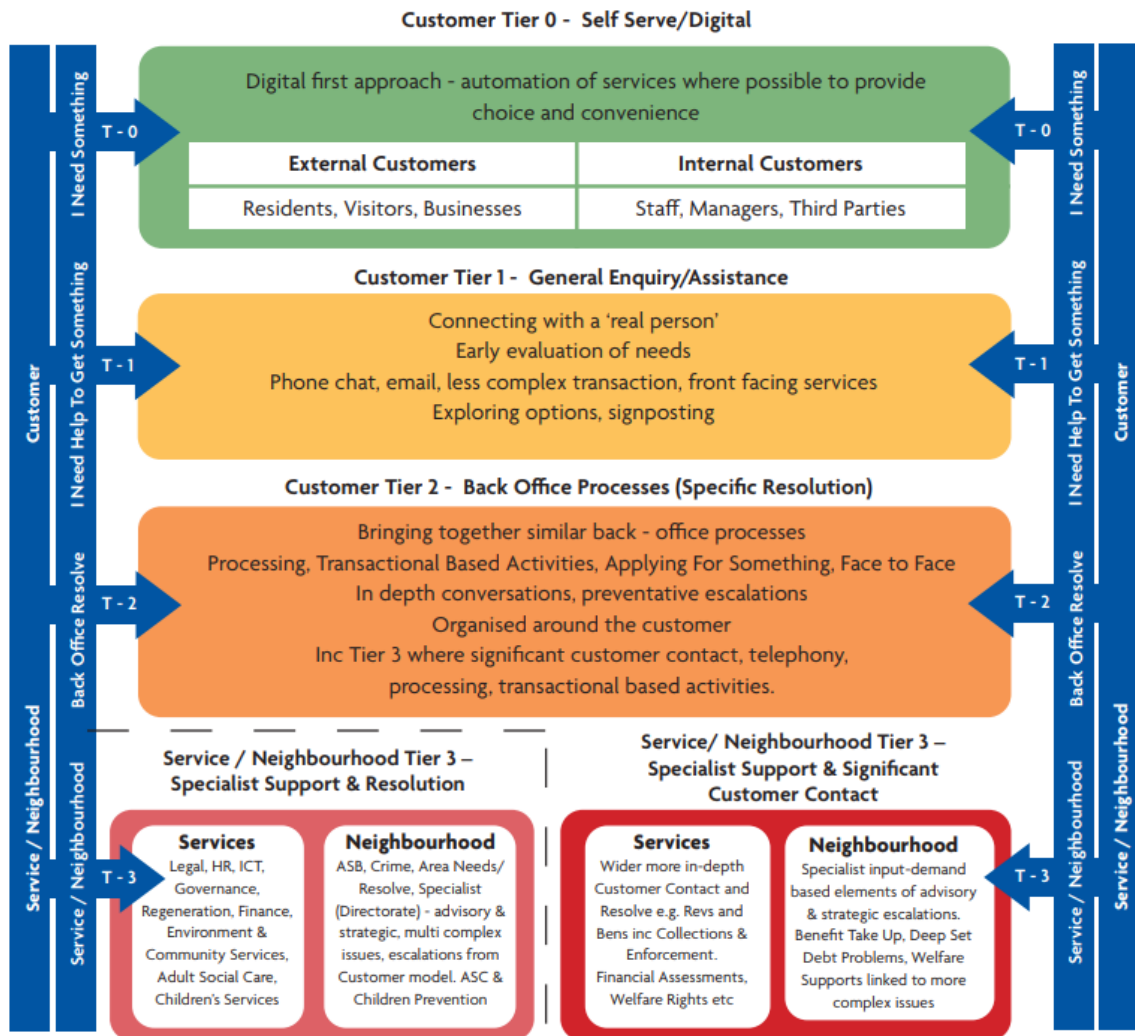
## **4 Neighbourhood Working in Middlesbrough**

- 4.1 The Council recognises that in order to provide high quality and modern services within

an affordable budget, it needs to transform into an organisation that works with the community to achieve its aims and objectives and as such the elected Mayor of Middlesbrough has set out his 'Recover, Reset and Deliver' transformation programme. The Neighbourhood Model is part of this transformation programme and it aims to ensure that partners (both internal across Council departments and external partners) work together, doing things 'with' communities and not 'to' them and to understand what people really want and need in order to thrive in their lives.

- 4.2 The vision for Neighbourhoods is *'to make Middlesbrough a cleaner, safer, stronger, and healthier place to live through proactive, intelligence-led partnership work and by building community resilience, doing things 'with' communities and not 'to' them.'* This vision is routed in the 2024 – 27 Council Plan which sets out the Mayor's vision and ambition for the town.
- 4.3 The Neighbourhood Model seeks to achieve a joined-up system change centred on a recognition that we need to reconfigure relationships between statutory organisations, voluntary sector, the private sector, residents, and businesses to achieve change by developing collaborative approaches that address the underlying causes of community problems. The model aims to strengthen community resilience with a focus on prevention, building social capital, and making better connections across the community.
- 4.4 As well as focusing on the community and building social capital, the model also recognises that teams across the Council and partners need to work closely to deliver a multi-agency response and this is best achieved by working together on the ground in each neighbourhood. The model also sees the introduction of a number of Community Navigator posts that will deliver intensive interventions within a multi-agency environment aiming to intervene at the earliest opportunity.
- 4.5 One of the key principles of the Neighbourhood Model is prevention and early intervention that helps to reduce escalations. The Navigators will work with partners and apply a 'whatever it takes' attitude to engaging and supporting people who need help and support. In Adult Social Care for example, there has been a shift towards supporting people to stay in their homes for as long as possible, which saves public services money and provides better outcomes for people. The work of the Neighbourhood Model can accelerate this, by reinforcing the support that is available within community settings. The enablers (e.g. policy, research, finance, data, etc.) will also help with evaluation and understand the business case for better outcomes and lower spend.
- 4.6 The Navigators will work with partners to identify high intensity users of services and look at how collectively we can better support them with community links.
- 4.7 The Link Workers will work within key partners to break down barriers with their service users and in particular work to reduce the resistance of some service users to contact the council.
- 4.8 The Council has recently adopted a tiered Customer Model that aims to provide an improved journey for our customers and this will work closely with the Neighbourhood Model to provide customers with a more consistent and streamlined experience.

- 4.9 The Neighbourhood Model integrates with the Customer Model at tier three as shown in the diagram below.



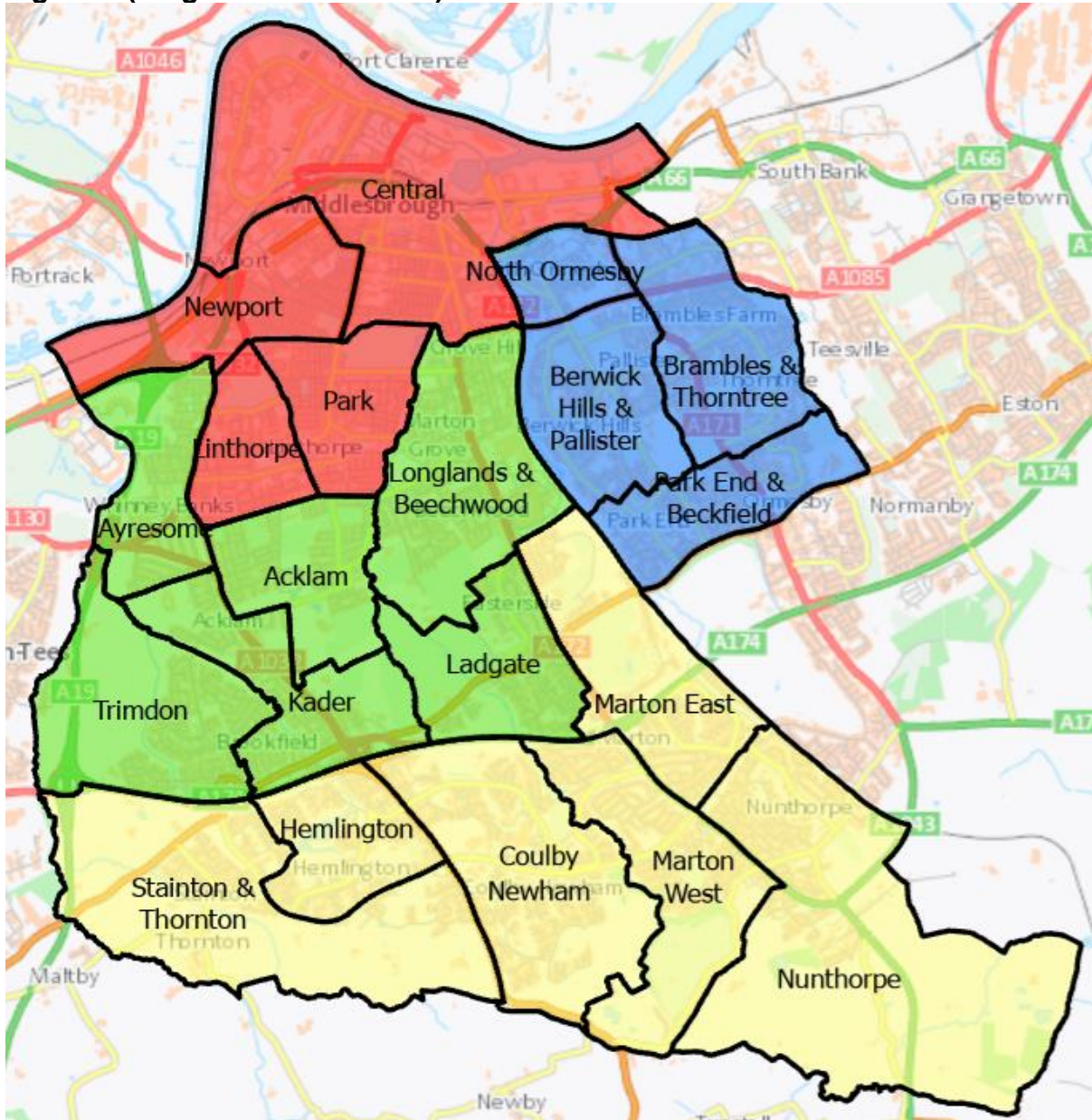
- 4.10 The current Neighbourhood Model was established in 2024 having learned from the Locality Working pilot (2020 – 2023) and brought together a number of community and environmental services. 4 Neighbourhood Managers were appointed to oversee the work that needs to take place in order to understand the community, learn what needs to change, what role each key stakeholder needs to play (including the community) and help to create the conditions that are needed to facilitate the changes needed.
- 4.11 The Neighbourhood Managers are currently stretched due to the fact they are also responsible for managing large service areas such as Area Care, Community Safety, and the library and community hubs. The need to make fiscal savings management and supervisory support has been removed from these areas and this needs to be redressed if the model is to be successful. This will be resolved through the addition of the Neighbourhood Safety Co-ordinator and a number of internal reviews.
- 4.12 Neighbourhood Working has been in existence within Middlesbrough for over a number of years, initially as a pilot that took place before the Covid years. The pilot produced

real change most notably in the Newport Area. An evaluation of the pilot identified positive benefits of the approach with perception of residents indicating that they have a voice in terms of localised issues, at the beginning of the project 27.96% of respondents in Newport felt they could influence local decisions increasing to 73.82% by September 2021. In terms of feeling safe, perceptions of feeling safe during the day in Newport rose from 31.18% in September 2020 to 68.65% in October 2021.

- 4.13 One of the other main reasons for implementing locality working in the 2 pilot areas was the growing trend of children's social care issues. During the pilot we saw significant increases in the number of early help cases closed with a positive outcome in both localities. Newport increased from 68% to 82% and North Ormesby from 0% to 90.9%
- 4.14 The locality model also allowed staff and partners to improve information sharing and increase opportunities to discuss individual cases within the ward and this has helped identify vulnerable people and swiftly put support plans in place.
- 4.15 We also saw an increase in the percentage of people interested in volunteering from 19% to 65% in Newport and significant increases in the number of people indicating that they intend to live in the area for over 3 years in both localities. In addition, the number of adults accessing learning opportunities increased from 53 to 168 in the Newport ward.
- 4.16 Most recently more formal Neighbourhood Working has been initiated in Middlesbrough with the formation of four neighbourhood areas and an associated management structure. The Neighbourhoods Working Model has begun to tackle structural issues within the four neighbourhoods and begun to increase community engagement. The teams are based in four areas of North, South, East and West. These teams work directly with residents, community groups, local organisations and partners to identify and address issues.
- 4.17 The approach at the moment has a significant focus on environment, crime and anti-social behaviour and community activity. Whilst showing some impressive results alongside the developed significant relationships and joint working arrangements with partner organisations, this approach needs to develop further to encompass the delivery of wider strategic outcomes within the organisation.
- 4.18 Each of the 4 neighbourhoods has a dedicated Neighbourhood Action Partnership (NAP) and the Council has reconfigured its place-based services and where possible, services are delivered at a neighbourhood level reporting to 4 dedicated Neighbourhood Managers. This currently includes community safety, area care, community development, environmental enforcement, pest control in public areas, stray dogs and library and community hub teams. In addition to this, the Neighbourhood Managers are responsible for coordinating partnership activity and each neighbourhood locality base has representation from Police, Fire, Thirteen Housing Group, other social housing reps where appropriate, voluntary sector and others in line with each area. This includes links to Mental Health service, Probation, Youth Justice Service, Public Health, Acute health services, schools and colleges and faith organisations.

- 4.19 The NAP's are made up of elected Members from the wards within each area and they are chaired by the relevant Neighbourhood Manager. They are attended by multiple partner organisations who present updates and take away shared actions on key issues with elected Members also taking an active role in solutions.

**Figure 1 (Neighbourhood areas)**



- 4.20 Performance of the NAP's is reported to the Community Safety Partnership via the Active Intelligence Mapping (AIM) group and any issues that cannot be addressed by NAP can be escalated via this route.
- 4.21 The foundations of Neighbourhood Working are in place however there is an opportunity now to extend its reach and impact, building on the good practices already in place in terms of partnership working, but moving beyond the current predominant focus on containment. With significant spend on acute services, as well as strong evidence of the potential for transformation, there is a compelling case for change.

## **4.22 Neighbourhoods and the Target Operating Model**

4.23 The development of the Target Operating Model places Neighbourhood Working as a key element of its structure.

4.24 The Target Operating Model has Neighbourhood Working as one of its key pillars. It focuses Neighbourhoods to undertake four key activities:

- Resolving complex customer issues.
- Providing a rich source of service improvement feedback.
- Helping to expand community engagement and capacity.
- Developing and implementing neighbourhood plans to resolve longer term development needs.

## **4.25 Resolving complex customer issues**

4.26 Individuals in Middlesbrough often simultaneously experience a multitude of stressors that have the potential to tip someone from 'coping' into 'crisis'. Within the Customer Model this would be recognised as Tier 3 contacts. This indicated the potential for designing joined-up services focused on addressing root causes of demand and identifying duplication of efforts across services to realise greater resource utilisation, operational efficiency, and improving service provision to contribute to community resilience.

4.27 Moreover, a key focus of the Neighbourhood Model on a move from a reactive to a preventative approach allows the public service provider space to move to a collective approach to the reduction of future demand pressures. This will reduce the cost of service provision but more importantly improve outcomes for the residents of the town.

## **4.28 Rich source of service improvement feedback**

4.29 The benefit of complex case management is the ability for a rich feedback loop to be developed between the customer contact and the operating models of the organisations. The drawing together of different agencies challenges silo approaches in resolving the public service space. When aligned with strategic outcome objectives this should allow participants to explore service development and policy changes to allow improved outcomes to be delivered.

## **4.30 Helping to expand community engagement and capacity**

4.31 The model will empower communities and further encourage active participation in local decision-making and service design and delivery, ensuring that everyone feels heard and valued. It will also involve working in partnership with other statutory organisations, such as the Police, NHS health partners, community assets, and the Voluntary and Community Sector (VCS), to create a comprehensive support network. Additionally, technology will be utilised to bring people together and support cross-system collaborative working. This approach responds to the recognition that different neighbourhoods have unique needs and strengths. The model will shape and prioritise

services using both data-driven insights and deep community knowledge, creating tailored local strategies that empower communities to actively shape their own future.

- 4.32 The Neighbourhood Team will form collaborative partnerships and community empowerment, working within existing networks while cultivating new connections. It will include an enhanced, integrated community capacity and development function, recognising the importance of building community resilience and strengthening social cohesion. These teams will establish joined-up access to services, build community capacity, and support self-help initiatives, with a strong emphasis on early intervention and prevention. Using data and insights will enable proactive identification of those households that need help early, such as those struggling with debt or domestic violence.

#### **4.33 Develop and implement Neighbourhood Plans to resolve longer term development needs**

- 4.34 A crucial element of the Neighbourhood Model is to be able to work with partners and communities to “shift the dial” on long term issues within the various neighbourhoods. Middlesbrough has been described as a number of villages within a townscape. The areas of Middlesbrough whilst close in geographical terms have distinct structures, cultures and challenges.

- 4.35 The key to Neighbourhood Working is to work to improve each area of Middlesbrough and make a real difference to longstanding issues. Be this historical intergenerational unemployment, housing conditions, environmental concerns, transport interconnectedness, loneliness, crime and antisocial behaviour and health inequalities to name but a few, there will be different priorities and approaches required to improve the outcomes within neighbourhoods.

- 4.36 The key approach to “shifting the dial” is to produce neighbourhood plans that will produce focused action plans that draw in all partners to address the priorities that are outlined in those plans.

#### **4.37 Implementation timetable**

- 4.38 It will take a number of years to introduce and embed the Neighbourhoods Model. It is anticipated that the following indicative timescales will be followed.

Phase 1. Introduce new Staff, implement buildings fund to improve and prepare the hubs for partner onboarding. Introduce relevant IT software and Equipment, Engage with communities through engagement fund and introduce localised events. Develop onboarding plan for internal staff and local organisations.

Phase 2. Onboarding plan implementation for both internal staff and relevant local organisations. Create Neighbourhood Plans.

Phase 3. Model fully operational and impact assessments of the new Neighbourhoods model begin.

Phase 4. Reflect and refocus properties to ensure Neighbourhoods deliver against changing pressures.

- 4.39 A primary outcome of the Neighbourhoods model is that it sustains a positive learning loop both within services and at the policy level. A positive neighbourhood model will be able to influence council policy across the organisation as learning from its working is understood.
- 4.40 The Neighbourhoods model will as it learns of areas of need be able to pull in a wider range of services and organisations into its remit. Clearly, as need is understood and solutions derived it will inevitably be the case that both the council and its partners will see neighbourhoods as a key delivery route for policy and service delivery implementation.

#### **4.41 Resource requirement**

- 4.42 In order to introduce the Neighbourhood Model there will be a requirement to invest in both facilities and staff. In respect of facilities, it is envisaged that each of the four neighbourhood areas will have a primary community hub that will be the base for locality teams and will also provide a limited front door for communities. These facilities will need to be confirmed and their capacity to deal with their role as the primary community hub understood.
- 4.43 In respect of staff, whilst there is a neighbourhood structure in place, there will be a requirement for additional staff to be in place. This will be a team of resolution staff at each neighbourhood hub that will be able to facilitate those with complex needs who enter the neighbourhood space. Secondly, there will be a requirement to strengthen community engagement staff numbers.
- 4.44 For each neighbourhood there will be a requirement for an additional 2 Community Development Officers and 2 Neighbourhood Navigators who will report to the relevant Neighbourhood Manager and 4 Neighbourhood link workers.
- 4.45 Through the implementation of the Neighbourhood working model it is anticipated that staff from across the organisation will move into neighbourhood working practices. To what extent this requires physical relocation will be determined as the project rolls out.
- 4.46 The report outlines the need for a community engagement fund of £0.050m. This fund will allow communities to undertake local activities to both improve the local areas and to develop a range of activities and groups to increase the level of community capacity and resilience.

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

- 5.1 The other alternative is not to introduce the Neighbourhood Model. However, this would be acting against the approach with the council's Target Operating Model and would prohibit gaining the benefits that can be achieved through Neighbourhood Working.

## 6 Impact(s) of the recommended decision(s)

Topic	Impact																												
Financial (including procurement and social value)	<p>The total cost of additional staff required is expected to be <b>£1,020,991 per annum</b> over a 2 year period. This is detailed in the table below.</p> <table><tr><th>Post Name</th><th>Cost</th><th>No of posts</th><th>Total</th></tr><tr><td></td><th>£</th><td></td><th>£</th></tr><tr><td>Community Development Workers (Grade J)</td><td>46,655</td><td>8</td><td>373,240</td></tr><tr><td>Neighbourhood Navigators (Grade K)</td><td>49,827</td><td>8</td><td>398,616</td></tr><tr><td>Community Safety Co-ordinator (Grade K)</td><td>49,827</td><td>1</td><td>49,827</td></tr><tr><td>Neighbourhood Link workers (Grade K)</td><td>49,827</td><td>4</td><td>199,308</td></tr><tr><td colspan="3">Total</td><td>1,020,991</td></tr></table> <p>These posts would be recruited to on a 2 year fixed term contract and funded from Transformation Programme funding from the flexible use of capital receipts.</p> <p>It is anticipated that permanent revenue resource will also be required in order to provide the requisite facilities. These will be established as the initiative progresses, and a further report will be presented towards the end of this period outlining the benefits of the project with a proposal to potentially allocate some permanent resource from the MTFP.</p> <p>There will also be a requirement of up to £5m from the Transformation Programme funding within the Council's current Capital Programme. A further report will be brought forward once the detailed plan has been completed.</p> <p>The level of savings achieved cannot currently be determined but will becoming apparent over the initial two year period.</p>	Post Name	Cost	No of posts	Total		£		£	Community Development Workers (Grade J)	46,655	8	373,240	Neighbourhood Navigators (Grade K)	49,827	8	398,616	Community Safety Co-ordinator (Grade K)	49,827	1	49,827	Neighbourhood Link workers (Grade K)	49,827	4	199,308	Total			1,020,991
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Total			1,020,991																										
Legal	There are no legal implications																												
Risk	There are no significant risks associated with this report																												
Human Rights, Public Sector Equality Duty	There are no human rights implications. Neighbourhood Working will aid community cohesion through working closely with residents within neighbourhoods.																												

and Community Cohesion	
Climate Change / Environmental	As part of the Neighbourhood's work, environmental education activity will be an integrated aspect. This will help the council to fulfil its climate change objectives.
Children and Young People Cared for by the Authority and Care Leavers	A key part of Neighbourhood Working is to support children and young people. Through integrated partnership working this workstream will both provide a better community, with lower levels of crime and antisocial behaviour in which young people can thrive but also have greater focus on resolving complex cases involving young people and children.
Data Protection	There are no data protection issues. Joint information sharing protocols are in place with partner organisations.

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

Action	Responsible Officer	Deadline
Recruit staff as outlined in the report	Marion Walker	August 2025
Undertake community consultation	Marion Walker	November 2025
Formulate Locality plans	Marion Walker	April 2026

### **Appendices**

1	
2	
3	

### **Background papers**

Body	Report title	Date

**Contact:** Geoff Field  
**Email:** [Geoff\\_field@middlesbrough.gov.uk](mailto:Geoff_field@middlesbrough.gov.uk)

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<b>MIDDLESBROUGH COUNCIL</b>	
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<b>Report of:</b>	Director of Legal and Governance Services and Director of Public Health Joint Services
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<b>Relevant Executive Member:</b>	Mayor
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<b>Submitted to:</b>	Executive
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<b>Date:</b>	30 April 2025
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<b>Title:</b>	Social Value Charter – first annual update
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<b>Report for:</b>	Information
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<b>Status:</b>	Public
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<b>Council Plan priority:</b>	The contents of this report will impact positively on all four of the Council Plan ambitions
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<b>Key decision:</b>	No
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<b>Why:</b>	Report is for information only
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<b>Subject to call in?</b>	No
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<b>Why:</b>	Not applicable
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Proposed decision(s)
<p>1.1 That the Executive:</p> <ul style="list-style-type: none"> <li>• <b>NOTES</b> the progress made in the last 12 months to implement the commitments set out in the Social Value Charter as set out in section 1 of this report</li> <li>• <b>ENDORSES</b> the continued implementation of activity to embed the charter over the next 12 months, which is summarised in section 4.</li> </ul>

Executive summary
<p>Continued implementation of a Social Value Charter has the potential to deliver the following benefits:</p> <ul style="list-style-type: none"> <li>▪ Encourage a more diverse range of suppliers to work with the Council and its</li> </ul>

partners, including the participation of small and medium sized enterprises (SME's), Voluntary and Community Sector organisations, and local suppliers in general.

- Promote fair employment practices: Ensuring workforce equality and diversity within supply chains.
- Increasing the diversity of local apprenticeship, training, and skills development opportunities as well as employment opportunities.
- Maximising opportunities for Middlesbrough organisations to participate in the Council's supply chains and encouraging suppliers to make a social contribution to the local area.
- Ensuring ethical sourcing practices, including compliance with UK, and international standards, promoting fair trade and fair pricing policies, tackling corruption, child/slave labour, blacklisting of union members and similar social issues.
- Promoting greater environmental sustainability: Minimising waste and pollution, supporting carbon reduction initiatives, furthering energy efficiency and other sustainability programmes.

The purpose of this report is to set out the activity that has been undertaken to implement the commitments within the Council’s Social Value Charter for Middlesbrough Council which was adopted in April 2024 and overseen by a Social Value working group.

The report sets out the activity that has been delivered against the charter over the last 12 months and positive impact the activity has had on all four of the Council Plan ambitions.

The report sets out that the Council will continue to deliver activity against the Social Value Charter and outlines some of that planned activity over the next 12 months.

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

1.1 The purpose of this report is to set out the impact of the Council’s Social Value Charter following its adoption 12 months ago. Successful delivery of the 42 commitments within the Social Value charter has the potential to have a significant impact on all of the Council Plan ambitions. Each of the 42 commitments has been aligned to the Council Plan ambition it most directly links to, with many cutting across two or more of the ambitions. The table below sets out the elements of the commitments within the Charter that have been delivered to date:

Our ambitions	Summary of how this report will support delivery of these ambitions and the underpinning aims
A successful and ambitious town	<p>Successfully delivering social value is most relevant to this ambition, with 22 of the charter commitments identified as having a direct link to this ambition.</p> <p>During the last 12 months the Council has:</p> <ul style="list-style-type: none"><li>▪ Launched a People Strategy for its staff and potential future staff. This has included a number of actions to support people to apply for Council positions, with drop-in community sessions held to support people with applications and promoting the Council has an employer at careers fairs.</li><li>▪ One of the ambitions within the three-year People Strategy is to remove unnecessary barriers to employment by removing unnecessary elements from essential criteria and moving towards values based recruitment. During 2025, additional capacity was secured for HR support services in order to support this work.</li><li>▪ Launched an <a href="#">Employment Hub</a>, a one stop shop to support people in the area into work. The hub can provide people with CV support, assistance with interview preparation, access to training to support a return to work and access to the work coach support available through the Department for Work and Pensions.</li><li>▪ In response to a commitment to identify opportunities to add employability interventions to the NHS Waiting Well programme, the Council has put in place an Accelerator programme and been selected as a pilot site.</li><li>▪ Developed an Equality, Diversity and Inclusion Strategy which will shape its approach to ongoing work to ensure there is an environment of inclusion at work, widen the diversity of its workforce. This is to be launched in 2025.</li><li>▪ Continued to work with its Race, Religion and Belief employee network group on our commitment to the Race at Work Charter and achieving the steps within it.</li><li>▪ Held engagement sessions with a number of Voluntary and Community Services (VCS) to identify opportunities to support them, looking at opportunities to locate create and cultural VCS organisations in the Town Hall. Options to progress this will be explored during 2025.</li></ul>

	<ul style="list-style-type: none"><li>▪ Continued to deliver the <a href="#">Talent Foundry</a>, in partnership with M and G plc to support students who may not be reaching their full potential and who could benefit from targeted skills development and aspiration-raising workshops. This Skills for Life Programme support is aimed at Middlesbrough's most vulnerable year 10 pupils.</li><li>▪ The Council continue to capture social value within every procurement opportunity where it is appropriate to do so and during the year it worked with the North East Purchasing Organisation to support the development of a new approach to procurement that embeds 'Environmental, Social and Governance' (ESG) impact, another name for Social Value, within procurements, using national best practice. The Council intends to learn from this work and look at develop a similar approach that also includes impact on the Council Plan ambitions to provide a clearer link between proposed social value activity by suppliers and the impact it could have on delivery of the Council Plan ambitions.</li></ul>
<b>A healthy Place</b>	<p>Whilst many of the commitments will impact on this ambition, six were identified as having a direct impact. Social Value optimisation has the potential to improve the quality of our residents' lives through the identification and exploitation of opportunities that can lead to better outcomes within procurement and improved education outcomes. For example, inclusion of social value within procurement of products can encourage providers to offer our young people access to apprenticeships.</p> <p>During the last 12 months the Council has:</p> <ul style="list-style-type: none"><li>▪ Approved the mission-led Health and Wellbeing Strategy that builds partners commitments to social value, building social capital and developing their roles as anchor organisations to deliver social value</li><li>▪ Followed through on its commitment to ensure our local plans and policies maximise health gains. It has embedded health considerations within the work to refresh the Local Plan, a key strategic planning document that will be used to outline a vision for the future development and use of land within the town</li><li>▪ The Local Plan has also been strengthened to include a requirement for net biodiversity gains from future developments which will be utilised to improve the quality of future developments in the town</li><li>▪ The Local Plan also includes Health Impact Assessment to formalise the requirement for all major developments, and any development that we believe might exacerbate the situation further in areas experiencing the most severe health inequalities, to address the wider determinants of health and well-being (energy-efficient homes, walkable neighbourhoods, access to quality green and blue spaces) from the conception of any proposal.</li></ul>

	<ul style="list-style-type: none"><li>▪ Worked with the NHS and Voluntary and Community Services (VCS) organisations to redesign and collocate a number of services within the new Live Well Centre located in the Cleveland Centre, focussing on improving patient accessibility and supporting people to live healthier and happier lives. Residents can now access a wide range of services covering support on bowel cancer screening, diabetes management, community midwifery, pulmonary rehabilitation, smoking cessation, welfare rights, sexual health, healthy eating and access to a gym that is delivering a specialist GP referral support to help people recover from illnesses. This opened in December 2024.</li><li>▪ The Middlesbrough Food Partnership, led by Environment City, has secured the Gold award for Sustainable Food places as part of work to create a healthy food environment that can tackle food poverty and increase access to healthy and sustainable food.</li><li>▪ All procurement activities include a requirement to support the One Planet Living agenda, unless it is clearly not possible. The Procurement service has also put in place a system to give it visibility of the carbon impact of procurement decisions. It does not currently have capacity to develop analytical reports on this. It is currently considering options to develop the capacity to be able to do this.</li></ul>
<b>Safe and resilient communities</b>	<p>Whilst many of the commitments will impact on this ambition, six were identified as having a direct impact. Capitalising on Social Value can have a hugely positive effect on this ambition, with enhanced community engagement and cohesion, co-production of proposals for social value and increased access to economic opportunities being key characteristics of an area that successfully delivers a successful approach on social value.</p> <p>During the last 12 months the Council has:</p> <ul style="list-style-type: none"><li>▪ Begun to take steps to strengthen its focus on delivery of outcomes that can have a real, positive impact on our residents. One of the steps it has taken was to hold a Poverty Sprint challenge event. The event ran over five days and brought together Council staff, VCS organisations and Public Sector partners. The purpose of the event was to understand how the Council could maximise its potential to drive real change in tackling poverty in Middlesbrough. A series of recommendations were developed from the event which have been accepted in principle by the Council's Leadership Management Team and over the next 12 months work will be undertaken to deliver them. They include:<ul style="list-style-type: none"><li>- the need to ensure tackling poverty is at the heart of everything we do' by embedding consideration of the impact of proposed decisions on poverty</li><li>- Taking steps to ensure that the policies and strategies of the Council that are in place to deliver the ambitions of the Council Plan, fully align with its commitment to tackling poverty and seizing social value opportunities</li></ul></li></ul>

	<ul style="list-style-type: none"><li>- Using the opportunities that social value can unlock as part of a wider proactive, intelligence led, prevention approach that pools resources and support to better connect it to needs</li><li>- Undertaken a fundamental review of its approach to housing and homelessness to better meet needs, reduce the numbers of people in crisis and provide better support to those who need it.</li><li>- Ensuring the emerging Neighbourhoods Model will have a strong focus on preventative services that can tackle poverty and delivery of an approach to community engagement that gives people a real voice in shaping Council services and decision making.</li></ul> <ul style="list-style-type: none"><li>▪ Launched digital neighbourhood newsletters for residents. The first <a href="#">East Middlesbrough newsletter</a> reached 7,820 residents in the East of Middlesbrough who had signed up to receive information about their area through the Council's digital MyMiddlesbrough accounts.</li></ul>
<b>Delivering best value</b>	<p>Successfully integrating Social Value principles within Value for Money considerations will ensure organisations maximise the holistic benefits that can be achieved from their spend, beyond a narrow return on investment view. This is something the public sector have been focussed on for many years and strives to ensure that whole costs and benefits from decisions are captured when assessing their impacts and 'value for money'.</p> <p>Influencing procurement activity to drive maximisation of social value opportunities is one of the key levers the Council has to drive increased social value opportunities for its residents. Impacting on best value considerations is a factor within the vast majority of the commitments in the Social Value Charter. Eight commitments have been identified as having a direct, positive impact on this ambition. During the last 12 months the Council has:</p> <ul style="list-style-type: none"><li>▪ Continued to ensure that social value is captured within every contract where it is appropriate to do so, and taken steps to increase capacity within the Procurement team to improve the quality of social value that is proposed to maximise the positive opportunities available to our residents. The additional capacity will also be used to monitor compliance with commitments and provide the organisation with intelligence on generated social value.</li><li>▪ Established the Tees Valley Anchor Network which is a collaborative group of large institutions within the Tees Valley region, like universities, hospitals, and local councils, who actively work together to reinvest in their communities and address social and economic challenges by leveraging their resources and influence, essentially acting as "anchors" for positive development in the area; this concept is based on the idea of</li></ul>

	<p>"anchor institutions" where major organisations actively contribute to the wellbeing of the communities they serve.</p> <ul style="list-style-type: none"><li>▪ Reviewed our approach to data and analytics to identify areas for improvement and agreed growth to support work to transform Council services through improved use of data, increase capacity to drive a performance management culture and explore predictive analytics.</li></ul>
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2 Recommendations

2.1 That the Executive:

- **NOTES** the progress made in the last 12 months to implement the commitments set out in the Social Value Charter as set out in section 1 of this report
- **ENDORSES** the continued implementation of activity to embed the charter over the next 12 months, which is summarised in section 4.

3 Rationale for the recommended decision(s)

3.1 Social Value has the potential to release millions of pounds of public money for community benefit and support regeneration of the town. It encourages smarter spending to not only deliver a proposed service but also address social, economic, and environmental issues in the local community. Continued implementation of the commitments in the Charter will ensure the Council's significant procurement spend has a positive, measurable impact on the communities it serves.

4 Background and relevant information

- 4.1 As local authorities are required to become increasingly financially self-reliant, many are looking at how to make their limited resources go ever further while still maintaining the quality and breadth of services.
- 4.2 Councils, along with the rest of the public sector are being encouraged to use procurement to achieve wider financial and non-financial outcomes, including improving wellbeing of individuals, communities and the environment by making social value a decision-making criterion when awarding contracts.
- 4.3 Continued implementation of a Social Value Charter has the potential to deliver the following benefits:
- Encourage a more diverse range of suppliers to work with the Council and its partners, including the participation of small and medium sized enterprises (SME's), Voluntary and Community Sector organisations, and local suppliers in general.
  - Promote fair employment practices: Ensuring workforce equality and diversity within supply chains.
  - Increasing the diversity of local apprenticeship, training, and skills development opportunities as well as employment opportunities.
  - Maximising opportunities for Middlesbrough organisations to participate in the

Council's supply chains and encouraging suppliers to make a social contribution to the local area.

- Ensuring ethical sourcing practices, including compliance with UK, and international standards, promoting fair trade and fair pricing policies, tackling corruption, child/slave labour, blacklisting of union members and similar social issues.
- Promoting greater environmental sustainability: Minimising waste and pollution, supporting carbon reduction initiatives, furthering energy efficiency and other sustainability programmes.

Embedding Social Value – implementation

4.4 The Council established a working group to oversee activity to embed the commitments within the Social Value Charter which has met every 4 weeks during 2024/5. The achievements of that group are summarised in section 1 and the table below sets out the planned activity over the next 12 months to ensure it continues to drive implementation of the Charter:

- Explore opportunities to seek a town wide systematic approach to social value exploitation within partnership working across the town through the re-established Town Board for partnership working
- Reflect the new Procurement Act Social Value obligations and within Council action to exploit opportunities and consider the national model
- Launch the Equality, Diversity and Inclusion Strategy
- Support a bid for funding to improve support to international families to access employment opportunities by assisting them to get qualifications achieved in their home countries, recognised
- Reestablishing provision of meaningful work experience opportunities within the Council
- Use the increased capacity within the Procurement team to increase visibility of social value achieved through procurement and strengthen monitoring of compliance
- To raise our ambitions for social value within procurement by developing a Middlesbrough Council Social Value model for procurement taking inspiration from the regional and national models
- Explore good practice elsewhere including the Durham pound and the NHS access to work project
- Progress a funding bid to support the Council's Green Corridor ambitions
- Expand the services offered within the new town centre Live Well centre
- Deliver the Food Action Plan 2024-28 which has a key focus on tackling the growing issue of food insecurity
- Deliver the commitment to increase the number of homes in the town that can be used to prevent homelessness
- Continue to strengthen use of data within the Council to inform better decision-making
- Use learning from the NEPO project, launched this year, to further strengthen social value considerations within Council led procurements.
- Improve understanding of what volunteering and community action is - who volunteers, why they volunteer and appreciate the value they create. The initial

Neighbourhood structure is in place and the community development capacity within the team has been strengthened utilising grant funding. There are proposals to further increase this team, and a report is currently in draft. The existing team have reviewed the Councils volunteering model and refreshed it and this will have 2 strands. 1<sup>st</sup> it will have a clear and simple online route for members of the public who want to volunteer within the council to gain experience or to just give some time to support their community. 2<sup>nd</sup> it will reinvigorate the teams within the council who want to offer volunteering opportunities within their service area and ensure they have a full outline of the volunteering opportunities available in their teams so that the 2 parts can be linked.

- 4.5 Work with communities has identified that there is a significant number of people that want to volunteer in outdoor activities such as street cleaning/litter picking as they can see an instant benefit to their voluntary work and they get the opportunity to meet up outdoors with likeminded people and also undertake some physical activity. Volunteers can also bring children and get them involved too.
- 4.6 We are also working with community organisations and MVDA to link people up to volunteering opportunities within the community. See link: [Volunteering for Middlesbrough | Middlesbrough Council](#).
- 4.7 We know from engagement with the community that some residents want to volunteer with other parts of the council but there is currently no opportunities i.e. adult social care or work with young people and we will be developing this over the next 12 months.

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

- 5.1 The Council could choose not to continue to deliver the commitments in its Social Value Charter. It would still be compliant with its duties in relation to Best Value. This is not recommended as an option as the Council would miss the opportunity to deliver the wider benefits to the organisation and the town that can be achieved through social value, while still achieving Best Value from its commissioning and procurement activity.

**6 Impact(s) of the recommended decision(s)**

Topic	Impact
Financial (including procurement and Social Value)	The financial implications associated with delivering the Social Value Charter will be dependent upon the extent to which the existing operations of the Council are changed to meeting the requirements of the Charter. Action to deliver individual commitments will be brought forward through an appropriate decision-making mechanism, as necessary. This will include identification of financial implications.
Legal	Social value is defined through the Public Services (Social Value) Act (2013) which requires all public sector organisations and their suppliers to look beyond the financial cost of a contract to consider how the services they commission and procure can improve the economic, social

	and environmental wellbeing of an area. This charter will support compliance with that Act.
Risk	<p>Whilst not directly linked, increased social value return from the significant financial spending made by the Council will have a positive impact on several risks currently identified in the Strategic Risk Register, including:</p> <ul style="list-style-type: none"><li>▪ Failure to maintain a balanced budget and Medium Term Financial Plan</li><li>▪ Volatility in the demand and cost of children's social care</li><li>▪ Unable to recruit and retain key staff</li><li>▪ Threats to social cohesion and democratic resilience.</li></ul>
Human Rights, Public Sector Equality Duty and Community Cohesion	Continued implementation of the agreed charter is having a positive impact by improving skills, training and employment opportunities for all. Commitments in the charter are particularly relevant to young adults, those not in employment and those from under representative communities.
Socio Economic impact	Exploitation of Social Value opportunities can have a positive impact on the socio-economic opportunities our residents can access, increasing access to employment opportunities, education and training as well as leading to improved health outcomes.
Climate Change / Environmental	The poorest are most effected by Climate Change, as such any work which aims to have a positive impact on social value, should also include consideration of addressing those measures that could impact most positively on the poorest.
Children and Young People Cared for by the Authority and Care Leavers	The charter has a particular focus on those less able to access employment and training opportunities and includes care leavers in this group.
Data Protection	Continued delivery of the charter does not impact on data protection of GDPR issues directly. Where data needs to be gathered in order to monitor compliance with the charter, this will be completed in line with the Council's Data Protection policy and GDPR requirements.

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

Action	Responsible Officers	Deadline
Provision of a further progress report to Executive in 12 months	Mark Adams, Director of Public Health	April 2026

**Appendices**

Not applicable.

**Background papers**

Body	Report title	Date
Executive	Social Value Charter	10 April 2024

Not applicable.

**Contact:** Ann-Marie Johnstone, Head of Governance, Policy and Information  
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**MIDDLESBROUGH COUNCIL**

<b>Report of:</b>	Chief Executive
<b>Relevant Executive Member:</b>	Mayor
<b>Submitted to:</b>	Executive
<b>Date:</b>	30 April 2025
<b>Title:</b>	Resetting the Council's Approach to Transformation and Delivery of the Council Plan
<b>Report for:</b>	Decision
<b>Status:</b>	Public
<b>Council Plan priority:</b>	Delivering Best Value
<b>Key decision:</b>	Yes
<b>Why:</b>	Decision(s) will incur expenditure or savings above £250,000
<b>Subject to call in?:</b>	Yes
<b>Why:</b>	Executive decision

**Executive summary**

That Executive:

- **NOTES** that the transformation of Council services remains critical to achieving service improvements from a lower cost base to stabilise the council's financial position and achieve financial sustainability over the medium to long term.
- **AGREE** the proposed changes to the structure of transformation themes as outlined below.
- **AGREE** the realignment of transformation themes with the Council Plan 2024-27.
- **AGREE** the recruitment of a Head of Transformation.
- **AGREE** the establishment of a Continuous Improvement Team.

## **1. Purpose**

- 1.1 Middlesbrough Council's transformation programme was established in the report to Council, "Approach to Transformation of Middlesbrough Council" dated 27 March 2024. The report set out the proposed direction of travel in relation to the Council's Recover, Reset, Deliver transformation programme.
- 1.2 Though improved, the Council's financial position remains challenging. It is still true that the Council must change the way it delivers services and engages with the community, to reduce costs, maintain return on investment and improve outcomes for residents.
- 1.3 Having progressed the initial transformation themes for approximately one year this report, while remaining true to the initial report described above, highlights proposed changes to the transformation themes to reflect our current needs; priorities and requirement to harmonise more effectively with the Council Plan 2024-27.

## **2. Recommendations**

- 2.1 That the Executive
  - Notes that the transformation of Council services remains critical to achieving service improvements from a lower cost base to stabilise the council's financial position and achieve financial sustainability over the medium to long term.
  - Agrees the proposed changes to the structure of transformation themes as outlined below.
  - Agrees the realignment of transformation themes with the Council Plan 2024-27.
  - Agrees the recruitment of a Head of Transformation.
  - Agrees establishment of Continuous Improvement Team.

## **3. Rationale for the recommended decision(s)**

- 3.1 The past year has been one of building necessary foundations for Middlesbrough Council. We have faced significant challenges head-on, making difficult but necessary decisions to secure our financial future. The lifting of the Government's Best Value Notice marked a significant milestone in our journey - not just as a technical achievement, but as recognition of the hard work and dedication shown by everyone across the organisation. Middlesbrough Council stands at a pivotal moment in its history; the decisions we make and the actions we take over the next three years will shape our town's future for generations to come. We have a unique opportunity to transform Middlesbrough into a place where everyone can thrive, and we must therefore ensure absolute focus on delivery of the Council Plan.

## **4. Background and relevant information – Refreshing our approach to Transformation.**

- 4.1 In the report of 27 March 2024 titled Approach to Transformation of Middlesbrough Council, the organisation's structure for our initial phase of transformation was established and this identified the key thematic areas for transformation as being:

- Adults
- Children's
- Property
- Customer
- Place-Based Services
- Target Operating Model and Core Services

4.2 A programme Board, led by a member of the Leadership team was established for each of the thematic areas and a portfolio of transformation projects was initiated. The thematic programme boards worked alongside the PMO and fed into the Corporate Transformation Board, chaired by the Chief Executive, to co-ordinate progress across the Council.

### 4.3 Why Update Our Approach and Transformation Portfolio?

4.4 At the outset of the transformation programme, the acuity of the Council's financial challenge compelled us to minimise financial risk in all activities; in practice this meant there were limitations on our ability to take the managed risks that accompany the fundamental transformation of service delivery. Our current portfolio therefore contains over sixty initiatives, many of which are important continuous improvement activities or savings rather than fundamental transformation. This distinction matters because:

- **True transformation** changes how we operate at a fundamental level - redesigning services around residents' needs, adopting new ways of working, and shifting from reactive to preventative approaches – a clear focus on the delivery of outcomes for our community.
- **Continuous improvement** enhances existing services and processes - making them more efficient, responsive, and cost-effective within our current ways of working.

4.5 Both transformation and continuous improvement are vital to our success; together, they form a comprehensive approach to delivering both immediate needs and long-term change. By separating them, we can:

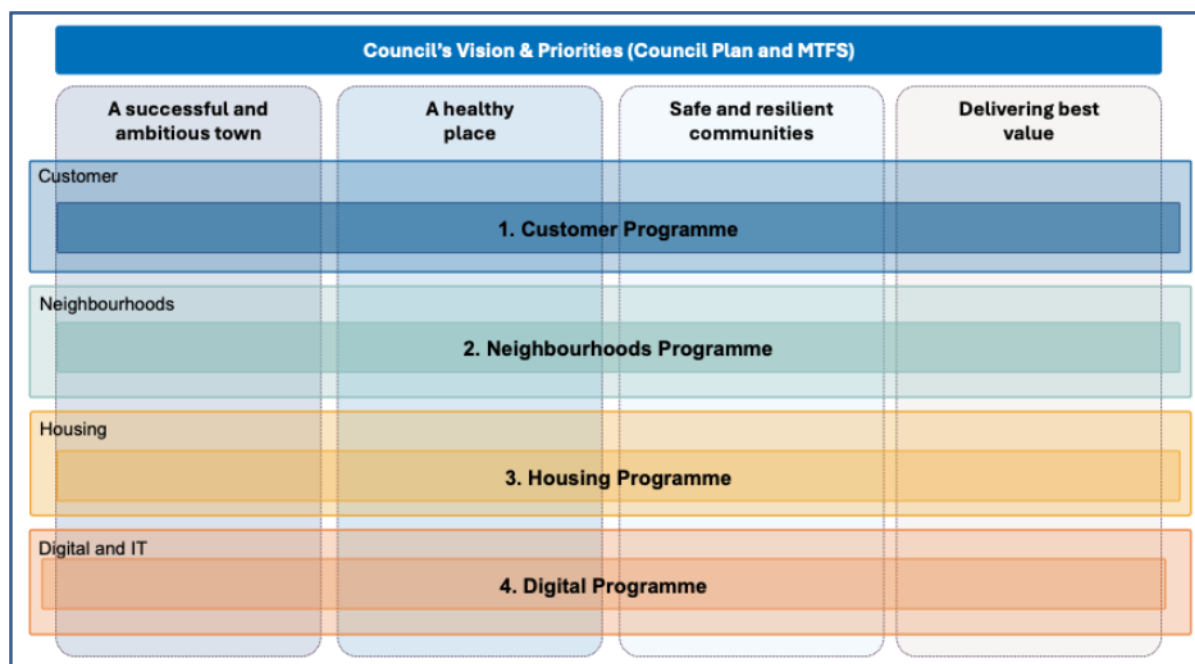
- Focus our transformation expertise on major, cross-cutting changes.
- Ensure day-to-day continuous improvement continues with appropriate oversight.
- Make the best use of our limited resources.
- Deliver both immediate savings and long-term sustainability.
- Communicate a clear and compelling narrative to partner organisations, staff, and our communities.

4.6 **Transformation Lead:** In line with discussions with both the now stood down Middlesbrough Independent Improvement Advisory Board (MIAB) and the LGA Corporate Peer Challenge team, there is a recognised need for an additional "Transformation Lead" role working to the Director of Finance and Transformation; this role is anticipated for identifying the inter-dependencies and opportunities across the transformation themes, to act effectively as a "design authority" to ensure all elements of the transformation programme remain connected and consistent with our aims and plans. It is proposed therefore that this role will be put in place for an initial two year period using Flexible Use of Capital Resource (FUoCR) funding. The post will be

directly managed by the Director of Finance and Transformation but with a “dotted line” to the Chief Executive. This role will be subject to Job Evaluation but an approximate annual cost of £85,881 plus “on costs” is anticipated.

#### 4.7 Our Four Strategic Transformation Programmes

- 4.8 It is therefore proposed that our reset Transformation Portfolio will focus on four key programmes that directly support delivery of the vision articulated in our Council Plan 2023-27 - making Middlesbrough a thriving, healthier, safer, and more ambitious place.
- 4.9 The Transformation Programme can be seen graphically in the following diagram; in future the programme boards for the now four transformation themes will work with the PMO's established Programme and Project Management Framework (PPMF) to measure the progress of transformation not principally in financial terms but with central focus on progress against the priorities of the Council Plan. A strong financial focus remains fundamental and critical, but we are led by the Council Plan.



- 4.10 **Customer Programme:** This programme will revolutionise how people access our services by creating a consistent experience across all contact channels. We will improve digital services while ensuring support remains available for those who need it.

*How this supports our vision and priorities:*

- **A Healthy Place:** Creates easier access to early help and prevention services for families and adults, particularly in our most disadvantaged areas. Enables earlier identification of vulnerability through joined-up customer information.
- **Delivering Best Value:** Reduces duplication and inefficiency by creating a single view of customer interactions, allowing us to resolve more queries at first point of contact and reduce costs while improving satisfaction.

- **A Successful and Ambitious Town:** Makes it easier for businesses to access planning, licensing, and regulatory services, streamlining processes to support economic growth and inward investment across Middlesbrough.

4.11 **Neighbourhoods Programme:** This programme will develop new ways of working in our communities, bringing services closer to residents, and addressing issues before they escalate. We will create better ways for residents to shape local priorities.

*How this supports our vision and priorities:*

- **Safe and Resilient Communities:** Transforms how we tackle anti-social behaviour, environmental crime, and community safety issues by coordinating our enforcement, community protection and environmental services at a neighbourhood level. Enables faster response to local concerns through neighbourhood teams with the right authority to act.
- **A Healthy Place:** Connects vulnerable residents to community support networks and activities that improve physical and mental wellbeing, focusing particularly on our most disadvantaged areas - a key passion for our Mayor. Works with local health partners to target preventative services in areas with the poorest health outcomes.
- **A Successful and Ambitious Town:** Coordinates local environmental improvements, from street cleanliness to green spaces, creating attractive neighbourhoods that support community pride and make areas more appealing for investment.

4.12 **Housing Programme:** This programme will take a fresh approach to meeting local housing needs, from improving existing homes to developing new properties. We will ensure we have the right mix of housing across the borough to support our wider ambitions. This programme is a development of the initial Property transformation theme - experience of the last year, and particularly feedback from the recent Local Government Association Corporate Peer Challenge, has highlighted the centrality of housing in transforming support for our communities and it is therefore appropriate for it to become a key transformation theme.

*How this supports our vision and priorities:*

- **A Successful and Ambitious Town:** Accelerates housing development on key sites, driving economic growth through construction activity while providing homes that attract and retain skilled workers. Coordinates activity with Middlesbrough Development Corporation to maximize economic benefits through strategic site development - a key priority for economic growth and inward investment.
- **Safe and Resilient Communities:** Transforms our approach to supported housing for vulnerable adults and temporary accommodation for homeless households, creating dignified, appropriate living spaces that promote independence and wellbeing.
- **Delivering Best Value:** Reduces our current £4.3m spend on temporary accommodation through more cost-effective provision and better prevention. Creates coordinated approach to housing provision across services, reducing duplication and improving outcomes.

4.13 **Digital Programme:** This enabling programme will ensure we have the technology, systems and modern ways of working needed to serve our residents effectively. This

is not just about innovative technology – it is about using digital solutions to transform how we deliver services.

*How this supports our vision and priorities:*

- **Delivering Best Value:** Replaces outdated legacy systems with modern, integrated solutions that reduce maintenance costs and manual processing. Enables automation of repetitive tasks, freeing staff to focus on complex cases and preventative work. Provides the technology foundation for all our transformation programmes.
- **A Successful and Ambitious Town:** Creates the digital infrastructure needed to attract technology businesses and support innovation, directly supporting economic growth and skilled employment. Enables smart city initiatives that improve the experience of living, working, and investing in Middlesbrough.
- **Safe and Resilient Communities:** Implements integrated case management systems across social care, housing, and community safety, enabling earlier identification of vulnerability and better coordinated support for our most at-risk residents.

#### **4.14 Continuous Improvement and Former Transformation Themes.**

4.15 The projects making up the former transformation themes (Adult Social Care; Children's Social Care and Target Operating Model and Core Services) will continue to be monitored with the same degree of rigour, resource, and reporting by the PMO and with the oversight of the Corporate Transformation Board. The projects within Adult Social Carer and Children's Services are critical to the Council's financial sustainability but the activity taking place is qualitatively different from the core transformation themes that will bring about significant shifts in the way the Council engages with our communities. The work projects within Adult Social Care and Children's Social Care are incremental improvement and governed in large part by their respective improvement plans. Responsibility for the continuing development of the Target Operating Model will revert to the Director of Finance and Transformation with delivery of this project being the responsibility in practice of the Transformation Lead.

**4.16 Continuous Improvement Team:** The first year of the transformation programme has demonstrated the extent to which we have relied on "buying in" expertise and capacity to support the development of transformation and improvement work. Much of this development capacity would have been normal within a Local Authority of Middlesbrough's size in former years but has been stripped out as a cost saving measure. It is therefore proposed to establish a Continuous Improvement Team of four staff members funded initially for two years using Flexible Use of Capital Receipts (FUoCR) funding.

**4.17** The continuous improvement team will initially work to the Chief Executive while a "proof of concept" is established; the team will be deployed to short-term projects within the organisation where there is an identified need to tackle a particular set of challenges but the service area lacks the capacity to progress the issue quickly themselves. The team's role will be to work with the service area to analyse a particular problem then devise a proposed solution. If the proof of concept is successfully demonstrated then it is anticipated these roles, currently under development, will

become part of the permanent establishment. Although subject to Job Evaluation, it is anticipated that the team members will be employed at approximately L Grade with a senior on M grade; it follows from this that the team will require an annual commitment of approximately £173,842 plus “on costs”.

## 5. Other potential alternative(s) and why these have not been recommended:

- 5.1 In principle the transformation portfolio could remain as initially established however the nature of the projects with Adult Social Care and Children’s Social Care are predominantly in the nature of incremental service improvements in line with their respective improvement plans. This is no less important than transformation but is qualitatively different from the narrative and communication plan that will be developed to support the reset transformation themes.

## 6. Impact(s) of the recommended decision(s)

Topic	Impact
Financial (including procurement and Social Value)	The financial implications related directly to the reset of the transformation programme are referred to within the report: the Transformation Lead role is anticipated to cost approximately £85,881 per annum (subject to job evaluation) plus on-costs and the Continuous Improvement Team is anticipated to cost approximately £173,842 per annum (subject to job evaluation) plus on-costs. The principles for the funding of transformation expenditure more broadly were agreed by Council (Flexible Use of Capital Receipts Strategy) on 26 March 2025.
Legal	The continuing implementation of the transformation governance arrangements will enable the Council to deliver planned transformation within the resources available to it, and continue to meet its various statutory duties, including the overarching Duty of Best Value.
Risk	The thematic programmes within the Transformation Portfolio will continue to be cross-referenced against the Council’s Strategic Risk Register to reduce the risk of impacting negatively on the Council’s ability to achieve the ambitions set out in the Council Plan and to reduce risk of failure to achieve a balanced budget.
Human Rights, Public Sector Equality Duty, and Community Cohesion	The reset of the transformation programme does not directly affect the delivery of services. PSED and Impact Assessments will be undertaken as part of individual actions under the umbrella of the programme.
Climate Change / Environmental	No impact has been identified on Climate Change or environmental issues
Children and Young People Cared for by the Authority and Care Leavers	No detrimental impact on these individuals is identified; improving access to information; services and support through the Customer transformation theme should reduce barriers for all members of our communities.
Data Protection	There are no identified concerns that the reset of the transformation could impact on data protection or GDPR.

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

Action	Responsible Officer	Deadline
Establishment of reset Programme Boards	Director of Finance and Transformation	31 May 2025
Recruit Head of Transformation	Director of Finance and Transformation	30 June 2025
Establish Continuous Improvement Team	Chief Executive	30 June 2025

**Appendices**

1	None
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**Background papers**

Body	Report title	Date
Council	Approach to Transformation of Middlesbrough Council	27 March 2024
Executive	Transformation: Governance Arrangements	13 March 2024
Council	Flexible Use of Capital Receipts (FUoCR) Strategy – 2025/26	26 March 2025

**Contact:** Erik Scollay, Chief Executive  
**Email:** erik\_scollay@middlesbrough.gov.uk

<b>MIDDLESBROUGH COUNCIL</b>	
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<b>Report of:</b>	Joint Director of Public Health South Tees
<b>Relevant Executive Member:</b>	Executive Member for Adult Social Care and Public Health
<b>Submitted to:</b>	Executive
<b>Date:</b>	30 April 2025
<b>Title:</b>	Director of Public Health Annual Report 2025
<b>Report for:</b>	Information
<b>Status:</b>	Public
<b>Council Plan priority:</b>	Delivering Best Value
<b>Key decision:</b>	No
<b>Why:</b>	Report is for information only
<b>Subject to call in?:</b>	No
<b>Why:</b>	Report is for information only

<b>Executive summary</b>
<p>The purpose of the Director of Public Health Annual Report is to set out how we work together collectively to improve the health and wellbeing of our communities. It highlights the different experiences of health and illness across South Tees and the key challenges we face.</p> <p>This year the Report uses the experience and learning from the You've Got This (YGT) programme - a Sport England funded Place Partnership that has challenged traditional ways of working over the last six years, taking a place-based systems approach driven by insight and learning, collaboration and distributed leadership, framed within the context of physical activity.</p> <p>The Report has developed ten learning points to support understanding of how we can work more effectively together across agencies and communities to achieve the improvements in wellbeing articulated in the Mission-led Health and Wellbeing Strategy.</p> <p>The Delivering Best Value strand of the Council Plan (2024-2027) includes a Transformation theme, that states: "Transformation is not only a response to challenges, but a proactive strategy to shape a future-ready organisation". The learning detailed in this</p>

report is important to consider as a set of principles to inform the development of transformation programmes and shape the development of a future-ready organisation.

## **1. Purpose**

- 1.1 The purpose of the Director of Public Health Annual Report is to set out how we work together collectively to improve the health and wellbeing of our communities. It highlights the different experiences of health and illness across South Tees and the key challenges we face.
- 1.2 This year the Report uses the experience and learning from the You've Got This (YGT) programme - a Sport England funded Place Partnership that has challenged traditional ways of working over the last six years, taking a place-based systems approach driven by insight and learning, collaboration and distributed leadership, framed within the context of physical activity.

## **2. Recommendations**

- 2.1 To recommend that Executive consider the learning detailed in this Report as a set of principles to inform the development of transformation programmes and shape the development of a future-ready organisation.
- 2.2 To recommend that Executive consider the learning detailed in this Report to support understanding of how we can work more effectively together across agencies and communities to achieve the improvements in wellbeing articulated in the Mission-led Health and Wellbeing Strategy.

## **3. Learning Points**

- 3.1 The learning points detailed below aim to extract the learning of value to a much broader context than the work to create and support "Active Lives as a Way of Life".
  - a. Leadership is often considered in a hierarchical sense, with the value and importance of leadership perceived to increase moving up the hierarchy. YGT has demonstrated that different types of leadership exist throughout organisations and in communities and influencing leadership much more broadly is necessary to achieve change within and across organisations.
  - b. Traditional partnership models of delivery that focus on compliance and accountability can often exclude creativity and discovery and building shared ownership. These models may drive a transactional approach and miss the opportunity to develop relationships within and between people in organisations that can also influence behaviours beyond the immediate work. This in turn can open new and different areas to progress the aspirations of the partnership. Engagement of the leadership of the "horizontal" is important.
  - c. To achieve system change we need to pay attention to organisational policies, processes and structures and how they promote or act against achieving desired

outcomes. For example, competitive procurement processes are often a barrier to collaboration, pitting potential partners against each other, rather than encouraging them to combine their strengths. Deeper consideration of these policies, processes and organisational structures and their impact on achieving system change is necessary to fully realise the benefits of partnership working.

- d. How organisations invest in programmes of work and where resources are deployed is important to the development of broader coalitions, insight and influence across partners to achieve the desired outcomes.
- e. VCS and other local organisations, trusted by their communities, hold expertise, insight and commitment for their communities, but their influence over policy development and decision making in Councils and the NHS is limited. This neglects an important and necessary contribution.
- f. A clear vision, or Mission, is important, but not sufficient on its own to drive collaboration across and within organisations. Development of Common Purpose requires the trust-building through collaborative working and collective leadership based on shared insight and understanding and alignment in organisational processes are critical success factors.
- g. The development of a learning approach should be based on a clear understanding of current ways of working that undervalue learning – with often a narrow focus on operational performance and thin single-agency metrics. A learning approach cannot flourish within a culture focussed on compliance, accountability and policing the boundaries between organisations. A learning approach should also facilitate test and learn on implementation, with findings informing changes and refinements to plans and performance management in response.
- h. South Tees is a Health Determinants Research Collaboration (HDRC), which provides a very strong position to build longer term learning and research into how we work, in particular to draw down research funding to help us to understand better knotty issues in our own context. The HDRC provides a platform for greater collaboration to build insight and understanding between Middlesbrough and Redcar & Cleveland Councils, Teesside University (and other Universities), the NHS and other partners.
- i. Embedding practices into ways of working, such as reflective practice, is important to building learning as part of an on-going approach rather than a series of set-piece events.
- j. Systems change is complex, often with ever-changing interconnections between different people in different roles and places. Models (like the Common Purpose Model and the Theory of Change Model) can help to ensure action across a range of areas likely to achieve change and build understanding of how interventions and approaches are working (or not working).
- k. Insight and understanding of how issues manifest themselves in communities and the opportunities and barriers to progress is critical to success. This requires

investment, work and time to build trust in communities and with partner organisations.

#### 4. Rationale for the recommended decision(s)

- 4.1 The learning identified in the Director of Public Health Annual Report 2025 will contribute to the development of transformation programmes and shape the development of a future-ready organisation.
- 4.2 Learning from the YGT programme that has been developing it's approach for over six years, challenging traditional ways of working, taking a place-based systems approach driven by insight and learning, collaboration and distributed leadership will support delivery of the Middlesbrough Council Plan 2024-2027.

#### 5. Impact(s) of the recommended decision(s)

Topic	Impact
Financial (including procurement and Social Value)	<p>The Director of Public Health Annual Report describes ten learning points to support understanding of how we can work more effectively together across agencies and communities to achieve the improvements in wellbeing articulated in the Mission-led Health and Wellbeing Strategy. These learning points are also applicable to inform the development of transformation programmes and shape the development of a future-ready organisation.</p> <p>There are no specific financial consequences arising from this report.</p>
Legal	The Director of Public Health annual report is a professional requirement of the Director of Public Health and provides an objective impression of the health status of the population based on sound epidemiological principles and therefore does not require any legal considerations.
Risk	The risk of not considering the learning points fully to inform the development of transformation programmes and the Missions within the Health and Wellbeing Strategy is that those programmes of work underachieve their ambitions.
Human Rights, Public Sector Equality Duty and Community Cohesion	There are no specific consequences arising from this Report.
Climate Change / Environmental	There are no specific consequences arising from this Report.
Children and Young People Cared for by the Authority and Care Leavers	There are no specific consequences arising from this Report.
Data Protection	There are no specific consequences arising from this Report.

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

Action	Responsible Officer	Deadline
Consider the learning detailed in this Report to support understanding of how we can work more effectively together across agencies and communities to achieve the improvements in wellbeing articulated in the Mission-led Health and Wellbeing Strategy.	Director of Public Health	August 2025
Consider the learning detailed in this Report as a set of principles to inform the development of transformation programmes and shape the development of a future-ready organisation.	Chief Executive	In line with timescales for the development of the transformation programmes

**Appendices**

1	Director of Public Health Annual Report 2025
2	
3	

**Background papers**

Body	Report title	Date
None		

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# DPH Annual Report 2025

## 1 Foreword

The purpose of the Director of Public Health Annual Report is to set out how we work together collectively to improve the health and wellbeing of our communities. It highlights the different experiences of health and illness across South Tees and the key challenges we face. Each year the report focusses on a particular theme.

YGT is a Sport England funded Place Partnership that has challenged traditional ways of working over the last six years, taking a place-based systems approach driven by insight and learning, collaboration and distributed leadership, framed within the context of physical activity. Understanding the complex challenges of our place has shaped the approach to the work, and also built trust by aligning YGT to wider local challenges and describing how physical activity can support addressing them.

This year the Report uses the experience and learning from the YGT programme to support our understanding of how we can work more effectively together across agencies and communities to achieve the improvements in wellbeing articulated in the Mission-led Health and Wellbeing Strategy.

The learning also has broader application for all organisations in South Tees and beyond who are developing “transformation” programmes.

## 2 Introduction

A Mission-based approach requires a shift from a culture focussed on compliance and policing the boundaries to one of learning and continuously adapting; collectively embracing the complexity arising from a range of diverse projects, activities and initiatives designed for long-term transformation together with communities, people with lived experience and key actors in the system.

Fundamental to the approach is that to deliver meaningful change we have to create a structure that inspires and supports new ways of working. This structure should consider as a minimum: leadership across the system; cross-agency collaboration built on insight and information sharing to build common understanding; engaging communities in codesign, delivery and evaluation; encouraging calculated risk-taking, experimentation and development of innovative solutions; embracing a learning approach; and the generation of new perspectives and new thinking.

We need to consider how we **break silos and perverse incentives within and between agencies** and **coordinate action across programmes and agencies**. Formal organisational structures, with rigid processes, may limit the flow of information, reduce openness and constrain creativity. If we want to achieve improvements in population-level wellbeing and reduce inequalities, then we need to act and behave differently.

### 3 Learning Points

This report uses the experience and learning from the YGT programme to support our understanding of how we can work more effectively together across agencies and communities to achieve the improvements in wellbeing articulated in the Mission-led Health and Wellbeing Strategy.

The learning also has broader application for all organisations in South Tees who are developing “transformation” programmes. The learning points detailed below aim to extract the learning of value to a much broader context than the work to create and support “Active Lives as a Way of Life”.

1. Leadership is often considered in a hierarchical sense, with the value and importance of leadership perceived to increase moving up the hierarchy. YGT has demonstrated that different types of leadership exist throughout organisations and in communities and influencing leadership much more broadly is necessary to achieve change within and across organisations.
2. Traditional partnership models of delivery that focus on compliance and accountability can often exclude creativity and discovery and building shared ownership. These models may drive a transactional approach and miss the opportunity to develop relationships within and between people in organisations that can also influence behaviours beyond the immediate work. This in turn can open new and different areas to progress the aspirations of the partnership. Engagement of the leadership of the “horizontal” is important.
3. To achieve system change we need to pay attention to organisational policies, processes and structures and how they promote or act against achieving desired outcomes. For example, competitive procurement processes are often a barrier to collaboration, pitting potential partners against each other, rather than encouraging them to combine their strengths. Deeper consideration of these policies, processes and organisational structures and their impact on achieving system change is necessary to fully realise the benefits of partnership working.
4. How organisations invest in programmes of work and where resources are deployed is important to the development of broader coalitions, insight and influence across partners to achieve the desired outcomes.
5. VCS and other local organisations, trusted by their communities, hold expertise, insight and commitment for their communities, but their influence over policy development and decision making in Councils and the NHS is limited. This neglects an important and necessary contribution.
6. A clear vision, or Mission, is important, but not sufficient on its own to drive collaboration across and within organisations. Development of Common Purpose requires the trust-building through collaborative working and collective leadership based on shared insight and understanding and alignment in organisational processes are critical success factors.
7. The development of a learning approach should be based on a clear understanding of current ways of working that undervalue learning – with often a narrow focus on operational performance and thin single-agency metrics. A learning approach cannot flourish within a

culture focussed on compliance, accountability and policing the boundaries between organisations. A learning approach should also facilitate test and learn on implementation, with findings informing changes and refinements to plans and performance management in response.

South Tees is a Health Determinants Research Collaboration (HDRC), which provides a very strong position to build longer term learning and research into how we work, in particular to draw down research funding to help us to understand better knotty issues in our own context. The HDRC provides a platform for greater collaboration to build insight and understanding between Middlesbrough and Redcar & Cleveland Councils, Teesside University (and other Universities), the NHS and other partners.

8. Embedding practices into ways of working, such as reflective practice, is important to building learning as part of an on-going approach rather than a series of set-piece events.
9. Systems change is complex, often with ever-changing interconnections between different people in different roles and places. Models (like the Common Purpose Model and the Theory of Change Model) can help to ensure action across a range of areas likely to achieve change and build understanding of how interventions and approaches are working (or not working).
10. Insight and understanding of how issues manifest themselves in communities and the opportunities and barriers to progress is critical to success. This requires investment, work and time to build trust in communities and with partner organisations.

## 4 You've Got This – Background

YGT is a Sport England funded Place Partnership, with the vision of “**Active Lives as a Way of Life**” and focuses on Sport England’s four high level outcomes: reducing physical inactivity, increasing physical activity, positive experiences for children and young people and tackling inequalities. There were twelve Place Partnerships nationally in the initial pilot, which is now being expanded by Sport England.

The causes of physical inactivity are complex, and the response needs to be at a system level – focussing on individuals, social groups, organisations, the physical environment and policy (the socio-ecological model) – aligning all of these to enable greater physical activity. Recognising the complexity of the issues impacting on individual behaviours, YGT is using a place-based whole system approach to create the conditions for people to build activity into their daily lives. Whilst ultimately individuals change their own behaviour, for this to take place at scale, the model recognises the need to inspire systemic change and empower change within organisations. Behavioural change models can be applied to organisations as well as individuals. For individuals, the three elements of behavioural change, capability, opportunity and motivation, are all vested in the one person; for organisations, these three elements may be held by different people.

Organisational behaviour change is about more than developing a value of physical activity within their work, it is equally about rethinking ways of working that enable change to happen. The new

Theory of Change (see section 9) recognises that YGT and the broader system had a set of foundations in their own ways of working, for supporting and enabling change to happen:

- **Insight and learning** – a crafted combination of quantitative data and qualitative insight to dig deep into issues that influence physical activity behaviours and a recognition of the importance of all learning in shaping future work.
- **Test and learn** – open to exploring different approaches, learning from the findings and adapting and refining approaches in response.
- **Challenging behaviours, cultures and attitudes** – a positive process enabling partners to understand how their behaviours impact on people’s ability to be active and influencing and supporting their own journey of change.

The YGT programme of work has three main themes:

- **Influencing Ways of Working:** positively challenging to influence change, developing more collaborative approaches, developing distributed leadership and creating a learning culture that sits across the whole programme.
- **Communities of Interest:** areas of work where physical activity can add value to existing work and boost health outcomes whilst also building a value of physical activity in the organisations themselves.
- **Community Focus Area**, four wards that are in the top 10% most disadvantaged in England: Grangetown, South Bank, North Ormesby, and Brambles & Thorntree; where a more community-led approach to embedding of physical activity could be tested.

#### 4.1.1 Influencing Ways of Working: Organisational Capacity Building

**Training professionals**, empowering them to tackle patients' lack of motivation to be physically active through Motivational Interviewing techniques. Motivational Interviewing is a collaborative, goal-oriented communication style with particular attention to the language of change.

YGT has worked with **Social Prescribers** in Redcar and Cleveland to support them to shift the emphasis of their work from “fixing” to supporting patients to decide on their own choices, opening up opportunities to raise the value of physical activity.

Holiday Activities and Food (**HAF**) **Programme Physical Activity Training** was developed based on insights from the HAF staff team and Young Inspectors. Whilst food provision generally met School Food Standards, the quality of the physical activity offerings varied widely. YGT commissioned a group of organisations to develop and implement a programme to upskill HAF providers, resulting in a significant improvement in inclusive physical activity delivery quality.

**Creating Active Schools (CAS)** is supporting thirty schools over three years, with the more established schools acting as mentors for new schools. CAS embeds physical activity throughout the school agenda from a policy and governor level to active lessons, the playground and beyond the school day. Case Study 1 describes this work in greater depth.

Allied to CAS, **The Great Outdoors** focuses on embedding the importance and need around the capacity of outdoor activity and forest school provision with schools through the training and upskilling of school and community staff. It also develops plans for schools to enhance their open spaces to meet their physical activity needs.

#### 4.1.2 Influencing Ways of Working: Policy Development in Planning and Transport Planning

YGT has engaged with planners to embed a revised Health and Wellbeing Policy into the Local Plan in Middlesbrough and co-designing their first Health Impact Assessment (HIA) toolkit, with an emphasis on physical activity. HIA is a process that identifies the health and well-being impacts of any plan or development project. The HIA will recommend measures to maximise positive impacts; minimise negative impacts; and reduce health inequalities.

YGT is moving on to Redcar and Cleveland Borough Council to incorporate into the forthcoming review of the Local Plan an emphasis on physical activity and health, with a particular focus on childhood obesity, and the creation of an equivalent HIA toolkit. This workstream is considered in detail in Case Study 2.

#### 4.1.3 Communities of Interest: Clinical Workstreams

The Communities of Interest focussed on existing pieces of work where physical activity could add value and where those involved in the work could develop a greater value of physical activity, embedding it into the work and wider organisational setting. YGT focussed on engaging these organisational partners in understanding more about how different ways of working could impact their practice.

**PREP-WELL** was a partnership with James Cook University Hospital (JCUH) in Middlesbrough. The programme tested the importance of “prehabilitation” – supporting patients to get fit for surgery – and was the UK’s first comprehensive supervised community-based service supporting patients to access progressive support for several pre-operative risk factors in a single setting in the months before surgery. YGT focussed on the physical activity offer, alongside other interventions, such as diet, mental well-being and alcohol consumption. The learning from PREP-WELL has also been applied to Waiting Well, a holistic programme funded by the NHS nationally to support the health and wellbeing of patients awaiting a range of operations and procedures to improve their well-being before treatment. Case Study 3 considers PREP-WELL in greater depth.

**Type 2 Diabetes Remission** programme aimed to develop a robust patient-centred physical activity offer alongside a nutritional element to enable patients living with Type 2 Diabetes to move into remission. Everyone Active provided personalised support to patients on physical activity, building on patients’ own interests rather than a standard pathway into Exercise on Referral. This both informed new physical activity decisions and ways of working for this service and shaped Everyone Active’s approach to activity provision for communities across everything they do regionally.

**Active Hospitals** is a programme that aims to support hospitals to become places that encourage and support physical activity. The programme is based on insight, including patient insight; staff culture around physical activity; and considers hospital policies and protocols around physical activity; and an Active Environmental Audit of the hospital. The insight will then be used to inform priority actions within JCUH.

**Flippin’ Pain** has been developed to change the way people think about, talk about, and treat chronic pain – as perceptions of pain are a key barrier to physical activity. Flippin’ Pain engages and empowers communities to rethink pain, re-engage, recover and become more active. This work received national recognition when it was officially named the “Gold” winner of the Most Impactful

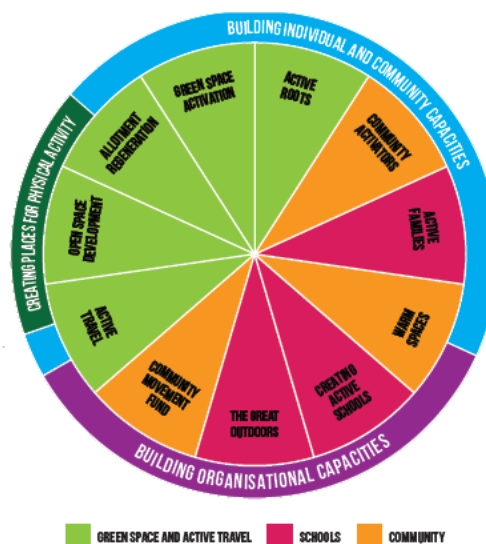
Partnership in Preventative Healthcare at the HSJ Partnership Awards 2024. Case Study 4 considers Flippin' Pain in more detail.

#### 4.1.4 Community Focus Area

The Community Focus Area represents four wards, clustered around the boundary of the two boroughs where the challenges are even greater.

YGT understood that the ward boundaries need to be “leaky”, as communities access facilities such as schools, green spaces and shopping facilities beyond the bounds of the wards. This flex has also enabled the programme to engage meaningfully with other initiatives from a different geography.

For example, the Eston Town Deal, a significant capital and revenue initiative that extends across the whole of Greater Eston, including Grangetown and South Bank. The wheel below defines the principal work streams in the Community Focus Area.



Examples of the diverse workstreams include:

**Active Travel** combines interventions aimed at individuals, such as cycle maintenance workshops, with more strategic measures, such as improving cycle security in venues. These measures are designed to ensure the safety and convenience of active travel. It links closely with the individual behaviour change work led by Sustrans in South Tees and a capital programme of work as part of Tees Valley Combined Authority (TVCA) and Eston Levelling Up Fund (LUF).

**Open Spaces Development** addresses the complex issues of accessing open spaces across the CFA. It supports the Councils in developing their open spaces in our CFA in a community-led way, linking to capital developments to open spaces in Grangetown and South Bank through the Levelling Up Fund and Town Deal. This includes more detailed engagement around proposals for Eston Recreation Ground.

**Allotment Regeneration** involves mapping allotment sites and exploring opportunities to engage more diverse groups in them, including through capital investment.

## 5 Collaboration

### 5.1 YGT Approach

At the outset of the work, YGT recognised that approaches to collaboration in place were often transactional, siloed and based on accountability. The YGT programme enabled an exploration of new ways of collaborating that were more relational and would play to the strengths of different partners.

### 5.1.1 Reimagining the Staff Team

Maintaining a small Core Staff Team to guide the work was an early decision of the programme. It enabled investment of additional commissioned resources within partner organisations, known as Ambassadors. This fostered co-creation and a move towards increasing capacity and sustainability, providing a clear statement of intent of the different approach.

An unexpected impact has been to shift power to the wider partnership. The leadership role of the Core Staff Team is reduced, as delivery staff are not from the Core Team, and there are more significant opportunities for the delivery collaborations to reimagine and reinvent the work creatively as they are specialists close to the work (see Case Study 1 - Creating Active Schools). In this workstream, the delivery partnership significantly adapted the model through learning from initial engagement with schools to simplify the structure and ultimately create a more locally appropriate approach.

### 5.1.2 Rethinking Partnership Structures – Development of the Exchange

Early reflection and learning from the programme identified the development of The Exchange from a traditional Programme Delivery Partnership as potentially the most significant change in influencing the work.

**The Exchange**, a partnership built on trust and relationships rather than accountability, is now the mechanism for reaching out to and influencing the behaviour of partner organisations. It has enabled YGT to recognise the importance of what happens outside of the room, creating collaboration, and how The Exchange can be built as less of a meeting of partners and more as a movement.

Members of The Exchange are the YGT **Ambassadors**. They share a simple set of values, each making an annual pledge describing their contribution to the vision. Distributed leadership plays an important role, with Ambassadors encouraged to collaborate outside the room, developing relationships without direct involvement from YGT.

Rather than centralising power through a single organisation, this approach recognises that leadership can emerge from various levels and roles within the system, allowing a more flexible and inclusive approach to decision-making. It also empowers Ambassadors to take the initiative, contribute their expertise, and foster a sense of ownership in getting people active.

### 5.1.3 A New Approach to Commissioning

Competitive tendering processes were identified as a barrier to collaboration, pitting organisations against one another, rather than encouraging them to combine their strengths. Building on previous learning, an alternative Collaborative Commissioning Model was established with Redcar & Cleveland Borough Council's Procurement Team. The model takes a less prescriptive approach, using insight to define specific issues and encouraging Ambassadors, with complementary strengths, to respond to the challenges identified.

The interplay between The Exchange and Collaborative Commissioning has shifted ways of working and created impact:

- Encourages Exchange members to work together to develop workstreams based on insight rather than competitive commissioning around a tightly defined specification.
- Worked with the Council's procurement and legal teams to develop an understanding of a loosely defined impact-led contracting approach that avoids simple output-driven measures.
- Bringing together organisations with complementary skills. The Warm Spaces commission, which build physical activity into community buildings supporting people impacted by the cost of living crisis, for example, brought together a range of delivery partners to create a diverse offer attractive to different community venues.
- Commissioning open to smaller organisations that would not normally be involved in procurement processes, broadening the skills within commissions and building capacity in the VCS.

#### 5.1.4 Building Common Purpose

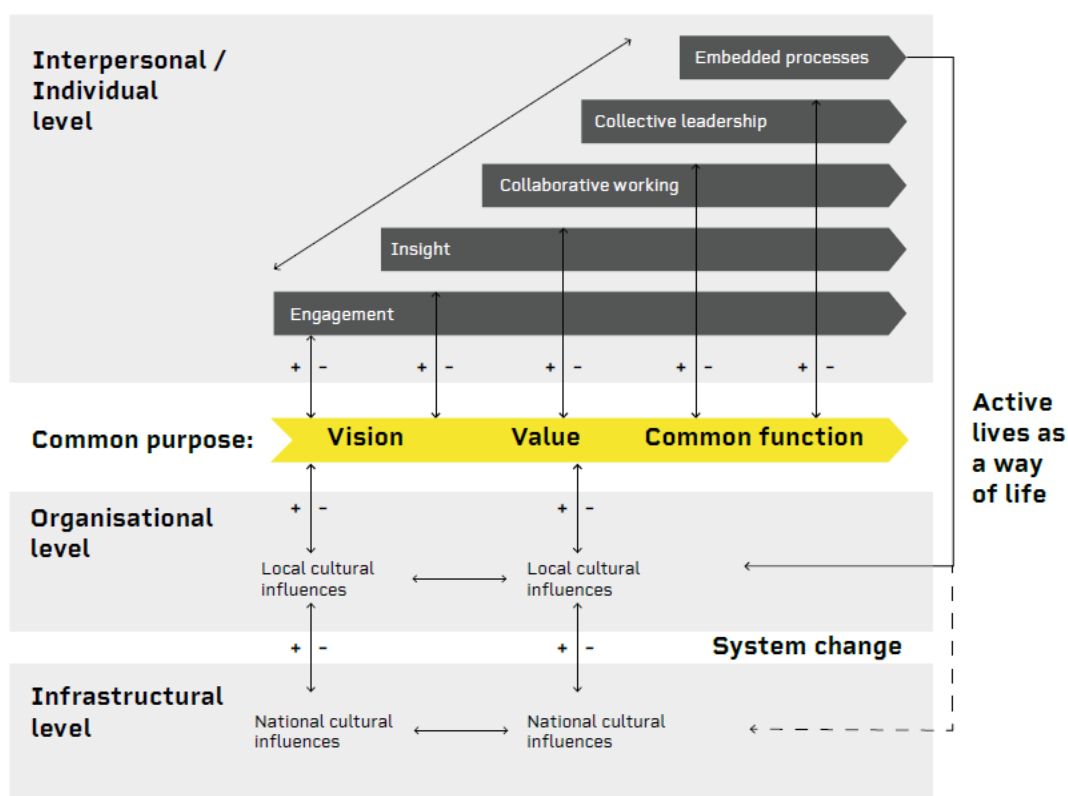
Creating Common Purpose has been a theme of YGT's stemming initially from insight and collaboration. Based on the learning, YGT developed a model to describe the stages of Building Common Purpose, recognising that it is a fluid process, with a strong alignment to building trust. The Common Purpose Model provides a framework to guide working practices and learning, illustrating three key elements which are considered to sustain a common purpose: Vision, Value and Collective Function.

The initial activities of YGT were primarily aimed at influencing or connecting a wide range of people to engage with the vision, see its value and then act in line with it. Most of these activities described below operate at an individual or interpersonal level. People occupy many different roles within the system including senior leadership, policy makers, management, frontline workers across different specialisms and sectors as well as with individuals in the target wards. The core activities are defined as follows:

- **Engagement:** intended to start a relationship of some kind.
- **Insight:** to gain a deep understanding of (and empathy towards) someone else's situation. YGT used behaviour change frameworks to understand the lives of the people in the target wards as well as stakeholders working or influencing those people.
- **Collaborative working:** activities which bring skills, expertise, networks together on a project. This includes collaboration internally, as well as collaboration between partners brokered by YGT.
- **Collective leadership:** activities or actions where people are working together towards the same vision. This may differ from collaborative working in terms of the higher level of commitment, trust, shared power, shared responsibility for achieving the aim, shared accountability and shared successes.
- **Embedded processes:** formalising the new ways of working so that they can remain active beyond the individuals and relationships in YGT and the Exchange and create a legacy.

These stages do not take place in a linear way in a complex system. The process is driven by trust and shifts in the level attained take place in response to the actual or perceived level of trust in interpersonal relationships between individuals within communities or organisations.

Figure 1: YGT Common Purpose Model



## 6 Leadership

### 6.1 YGT Approach to Leadership

The YGT approach to leadership recognises that building the perceived value of physical activity alone, in a place with significant deep rooted structural issues, could not lever change in levels of physical activity. Leadership is critical to set direction and build the conditions for change to happen.

#### 6.1.1 Distributed Leadership

YGT's distributed leadership model initially focused on hosting Core Staff Team members in different partner organisations, where they would be able understand the local context more, build insight, and influence ways of working. This model was later widened out, as described below, to maximise programme delivery through collaborations of partner organisations, influencing change more widely and building legacy from the work.

#### 6.1.2 Building Distributed Leadership Through the Exchange and Collaborative Commissioning

As described in Section 5.1.2, the development of The Exchange from a traditional Programme Delivery Partnership and the establishment of Ambassadors committed to a common purpose has been significant in embedding organisational change. .

The way of working through the Exchange demonstrates the programme's intention to recognise leadership across the system and cede elements of control to other organisations. The relationship with the Core Staff Team is relational, not transactional, so the nature of the leadership is transformed from a traditional approach focussed on accountability and builds capacity and leadership in partner organisations.

The **Collaborative Commissioning** Model has been a vital feature of the delivery approach, being primarily a tool for maximising outcomes through a collaborative approach to commissioning ). However, it has also been a model to facilitate and develop distributed and shared leadership as part of the process

## 7 Learning Approach

### 7.1 YGT Approach to Learning

As a Place Partnership, YGT has committed over the last six years to an ongoing process of insight gathering, learning and evaluation.

The YGT learning model is based across three areas:

- Developing and sharing a deep understanding of people and place.
- Process evaluation of systemic change – building understanding of what works, for whom, in what contexts, in what respects and how.
- Building learning and evaluation capacity and capability in partner organisations, working towards creating a learning culture – including Demonstrating Value.

### 7.2 Developing a Deep Understanding of People and Place

Developing and sharing a deep understanding of people and place is a fundamental element of the YGT learning model.. YGT recognised the need to add value to the “what” (quantitative) with the “why” and the “how” (qualitative). Although the quantitative data provided information on activity levels and social conditions, alone it wouldn't support YGT to identify key audiences and understand their needs. The programme explored two methods to gather insight and provide learning through qualitative techniques: Storytelling and Social Listening.

#### 7.2.1 Storytelling

Storytelling is a technique used to surface the outcomes from participants' experiences and viewpoints by recording and analysing narratives. Storytelling provides meaningful information that highlights crucial learning points, including unintentional outcomes. It also adds value to quantitative data, giving a richer, more nuanced, complex narrative that more accurately reflects lived experience. Over five years, the small, locally based, and trusted Storytelling Team has collected insight and evaluated interventions from both local communities and professional audiences.

Storytelling has been widely adopted by organisations in place and YGT funded Storytelling training programmes for Ambassadors. Underpinning the development of understanding of place, are also

the insight contributions from Ambassadors and YGT engagement with diverse partnerships and thematic groups in place.

### **7.2.2 Social Listening**

Social Listening uses Artificial Intelligence to monitor social media channels to track trends, campaigns and engagement. YGT has worked with a company that uses AI to analyse online conversations to build a platform to track how and what people are saying about physical activity and other determinants of health. Reviewing both the volume of conversations about a topic and the sentiment attached to the comment (positive, negative, or neutral). The platform first showed its value during the pandemic because YGT could see what issues and themes mattered most to communities.

## **7.3 Process Evaluation of Systemic Change**

Sheffield Hallam University was commissioned to undertake continuous Process Evaluation and a full-time Embedded Researcher is part of the Core Team. Process evaluation aims to generate a detailed understanding the mechanisms through which an intervention produces change. Process evaluation can also explain why an intervention didn't achieve the expected outcomes, unexpected outcomes that may have been achieved, and also indicate what might need to be redesigned. The Embedded Researcher has engaged with Exchange members, commissioned workstreams and other stakeholders to ensure that the learning is holistic, authentic and focussed on understanding the systemic changes that are taking place, how and why.

## **7.4 Reflective Practice**

Reflective Practice has become increasingly embedded within the work of YGT, including with the YGT Core Team, Process Evaluation Team and the Programme Management Office (PMO). The use of reflective practice has been extended and embedded within the Public Health South Tees Management Team by the YGT Programme Director.

## **7.5 Demonstrating Value**

One of the more recent developments in bringing together the various strands of insight and learning is Demonstrating Value. Designed by one of YGT's Ambassadors, North East Wellbeing, Demonstrating Value is a tool being trialled with a number of commissions to support them to identify the changes they are making, often beyond individuals or organisations, but across systems, as well as helping to identify the legacy of the work. In the model, "value" is described in three tiers: learning; outcomes; and impact. Through three workshops, the DV programme provides support for organisations to understand, articulate and capture the learning, outcomes and impact they are having across a number of levels; their programme, the individuals and families they support, the wider community and place-based system change. Support for providers is bolstered through ongoing coaching from the DV team. DV has begun implementing a learning culture across programme providers through shared messaging, knowledge and language that is standardised across place.

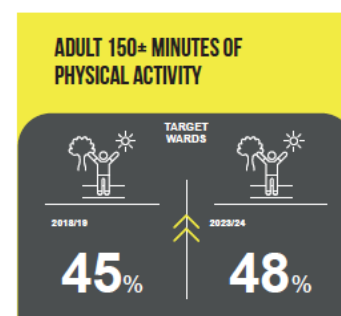
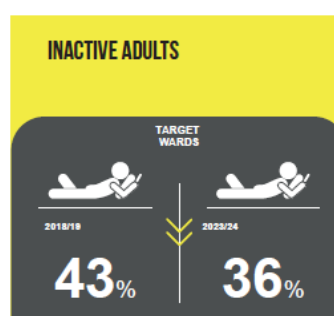
## 8 What has the YGT Approach Achieved?

### 8.1 Reducing Inactivity and Increasing Activity

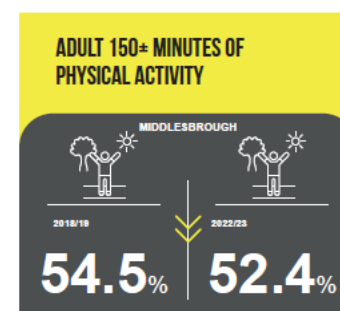
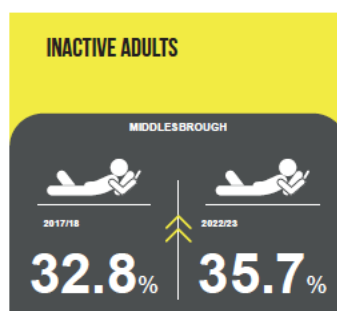
Given the significant levels of inactivity locally, YGT have prioritised the high-level Sport England outcome of **Reducing Inactivity**, alongside the closely allied **Tackling Inequalities**. This section considers Reducing Inactivity and Increasing Activity together, at a borough-wide level and within the target wards, as well as in one of the YGT clinical programmes, PREP-WELL.

Within the target wards between 2018/19 and 2023/24, YGT has demonstrated a decrease in **inactivity** of 7% in inactive adults, against a rise in an equivalent local area.

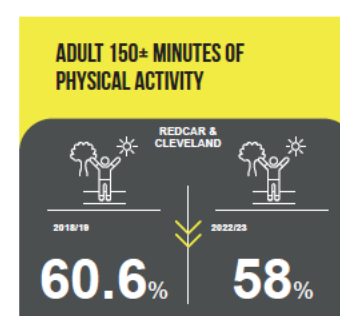
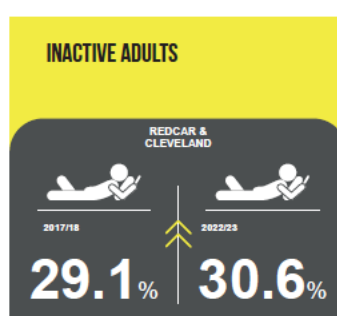
Concurrently, there has been an increase of 3% in **activity** rates in adults in the target wards in the same period, against a fall in an equivalent local area.



The positive picture in the Community Focus Area has not been replicated borough-wide, with increases in **inactivity** and decreases in **activity** in the adult population.



The figures for inactivity have increased slightly and the figures for physical activity have increased slightly in both Middlesbrough and Redcar & Cleveland. The changes are greater for Middlesbrough.



These borough-wide data reflect some of the wider challenges facing South Tees, particularly Middlesbrough, related to deprivation and poverty. Whilst disappointing, they point to the need for further intervention particularly at a policy level to tackle the wider drivers of inequality alongside measures to tackle physical activity inequalities.

Within the Community Focus Area (CFA) [target wards in the graphic], YGT also measured changes in different aspects of physical activity. **Walking** increased in the CFA during COVID-19 and has since remained above borough levels and an equivalent local area. There has been a 10% increase in walking for travel or leisure in the CFA, against falling rates across both Boroughs over the same period.



## 9 Theory of Change – Building on National Learning

The learning from the twelve initial Place Partnerships has been extensively explored to create an evidenced base model – a Theory of Change - to support tackling physical activity inequalities at a local level. More about the approach can be found here: [Conceptual Model Overview](#)

Key to the model is the consideration of the conditions that are necessary to support system change. Nine conditions have been identified from the national learning, across four areas: Foundations; Ways of Working; Settings and Embedding Learning.

### 9.1.1 Foundations

- **Identifying the barriers and enablers of physical activity.** There is process for developing a deep understanding and shared knowledge of what supports or prevents people being physically active.
- **Organisational policies, processes, and structures enabling place-based working.** These effectively enable and encourage place-based ways of working to address inequalities.
- Capacity and capability across the workforce, volunteers, and communities to work in a place-based systemic approach to enable physical activity.

### 9.1.2 Ways of Working

- **Collaboration.** There is a productive partnership working around a common purpose.
- **Leadership.** Policymakers, workforce, volunteers and residents act together to build on strengths and remove barriers for tackling physical activity inequalities.
- **Community-led action.** Action is shaped and led by communities and supported by community-focussed strategies.

### 9.1.3 Settings

- **Cultures and practices that enable physical activity.** There is a culturally inclusive social environment for physical activity which enables people to move more in ways that suit them
- **Built and natural environments that enable physical activity.** Local natural and built environments are attractive, accessible and safe, encouraging movement and physical activity.

### 9.1.4 Embedding Learning

- **Cycles of learning and action.** There are appropriate methods in place to learn from experience and, over time, improve place-based working to address physical inactivity.

### 9.1.5 YGT Priority Areas

Although all of these conditions are significant, YGT and partners from The Exchange have identified five conditions which as the programme progresses are being prioritised locally (reflected in the “catalysts for change” ring in the model):

- **Cycles of learning and action.** The demonstrable impact from commissioned work and our own behaviours as a programme of constantly testing, learning, and adapting the work in response to observed insight and learning.
- **Collaboration.** Insight from The Exchange and commissioned workstreams of the benefits and opportunities of collaborative, rather, than transactional, approaches to the work.
- **Leadership.** Impactful change through others taking the lead to either build a value of physical activity into their own work (for example HAF) or start to shift ways of working (for example, new approaches to Joint Strategic Needs Assessments).
- **Capacity and capability across the workforce, volunteers and in communities.** Ensuring organisations have the capacity and capability for change, such as providing Motivational Interviewing training for partners and providing capacity building around physical activity for HAF providers.
- **Built and natural environments that enable physical activity.** Creating quality spaces and addressing barriers such as ASB, linking closely with the Local Plan and Development Plan process.

This is all captured in the YGT Theory of Change Model which is illustrated over the page.

## 10 Case Studies

YGT Case Studies that illustrate the approach within specific work programmes are described for:

1. Creating Active Schools (CAS) CAS embeds physical activity throughout the school agenda from a policy and governor level to active lessons, the playground and beyond the school day. This Case Study describes this work in greater depth.

2.   Creating  
      Active and  
      Healthy Places

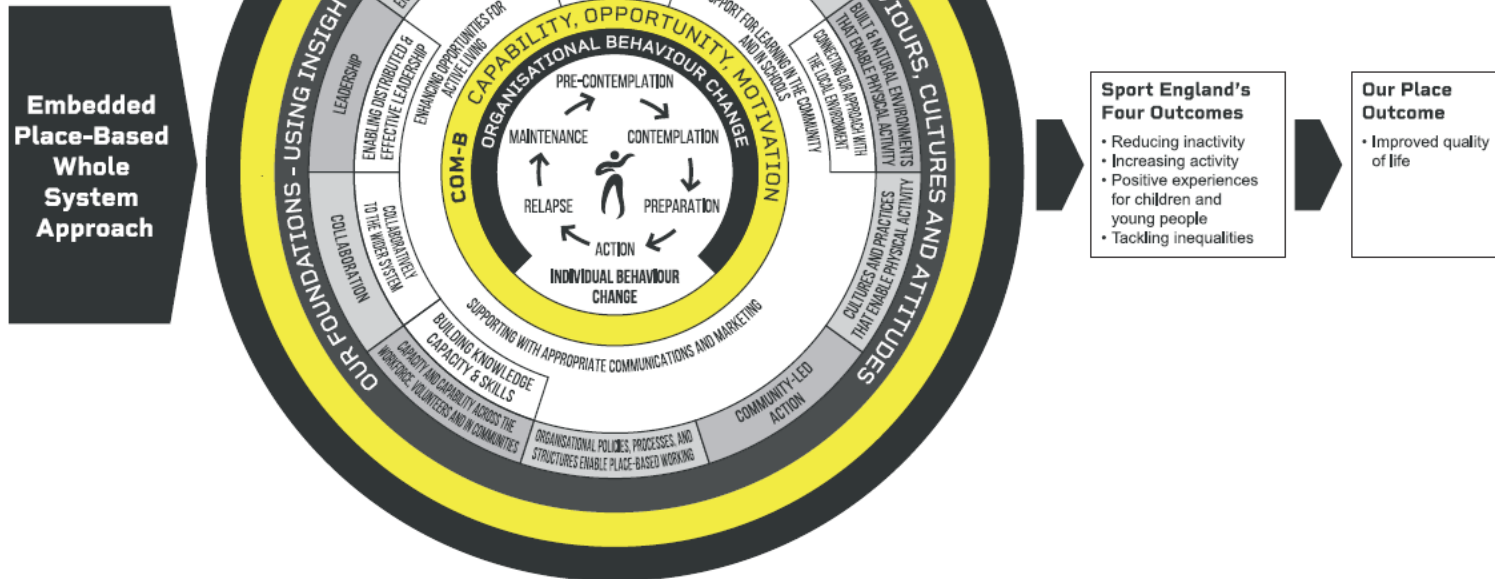
YGT has engaged with planners to embed a revised Health and Wellbeing Policy into the Local Plan and co-designing their first Health Impact Assessment (HIA) toolkit, with an emphasis on physical activity. HIA is a process that identifies the health and well-being impacts of any plan or development project.
3.   PREP-WELL

PREP-WELL was a partnership with James Cook University Hospital (JCUH) in Middlesbrough. The programme tested the importance of “prehabilitation” – supporting patients to get fit for surgery - and was the UK's first comprehensive supervised community-based service supporting patients to access progressive support for several pre-operative risk factors in a single setting in the months before surgery.
4.   Flippin’ Pain

Flippin’ Pain has been developed to change the way people think about, talk about, and treat chronic pain – as perceptions of pain are a key barrier to physical activity. Flippin’ Pain engages and empowers communities to rethink pain, re-engage, recover and become more active. This work received national recognition when it was officially named the Gold winner of the Most Impactful Partnership in Preventative Healthcare at the HSJ Partnership Awards 2024. Case Study 4 considers Flippin’ Pain in more detail.

Figure 2: YGT Theory of Change

**Context of Place  
Wider Determinants**



## CASE STUDY

# Place-based Whole Systems Work with Schools in South Tees

# PLACE-BASED WHOLE SYSTEMS WORK WITH SCHOOLS IN SOUTH TEES

**The Creating Active Schools (CAS) Framework is a research-based whole-school behaviour change approach to increasing and improving physical activity in schools. It was designed collaboratively by practitioners, policymakers, and researchers, including staff from YGT and our Ambassador organisation, Redcar & Eston School Sport Partnership (RESSP).**

The framework provides a whole school strategy toolkit that enables schools to determine the priorities and training required to become active schools. It supports a school's embedding of physical activity in policies, systems, behaviours, and environments so that it becomes everyone's responsibility, from pupils to staff, parents, and governors.

Following the creation of the CAS framework, YGT and Tees Valley Sport (TVS) developed a collaborative partnership to deliver an initial CAS pilot across South Tees. This would be a test and learn approach, understanding how the framework would work locally and how the approach could evolve to maximise physical activity in schools.

Together, they recognised the need to reframe what physical activity can mean for schools and provide senior leaders with a structure that aims to transform the culture of physical activity within their setting and uses movement to improve academic and holistic outcomes for pupils.

The initial focus was on only six schools, to allow time and capacity to fully understand each school's needs, gather valuable insight and test and adapt their approach. From there, the model was developed further in response to learning and rolled out to more schools.

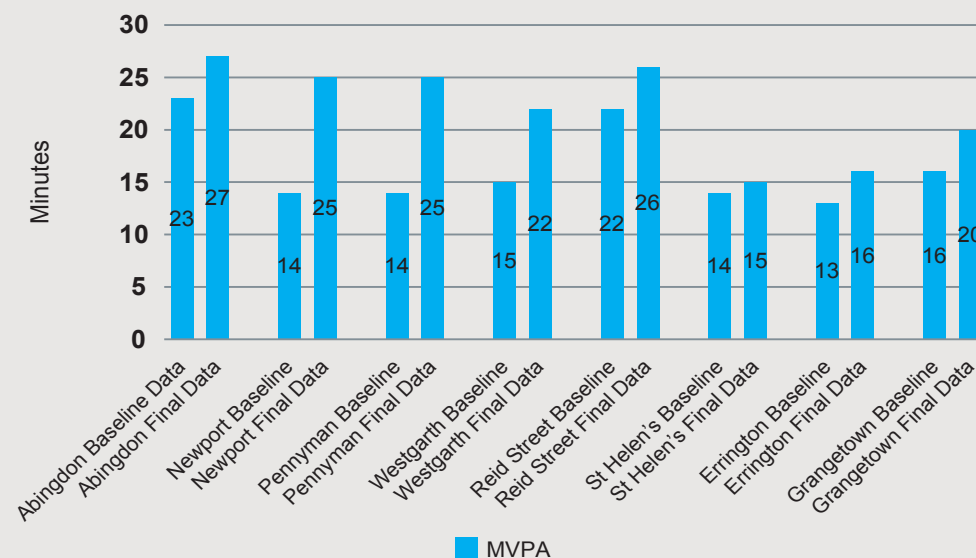
## Impact of the Programme

Following the initial pilot, the workstream is now into its third academic year, with a total of **25 schools** engaged in the Redcar, Middlesbrough, and broader Cleveland area, with a **total of 8410 pupils**. **718 staff** have been trained. To support their Sport England expansion work, TVS funded additional schools outside South Tees in Stockton, Darlington, and Hartlepool to participate.

Each school was also provided a pack of 120 child-friendly wearable activity trackers called Moki bands. Using a simple wristband that records steps and active minutes, the bands measure the children's moderate to vigorous physical activity (MVPA) levels and show staff real-life data. The aim was to inspire schools to move more by providing an accurate picture of the children's physical activity levels.

The graphic below shows the MVPA (Moderate to Vigorous Physical Activity) data for eight CAS schools, comparing baseline data to final data when the children wore the MOKI bands. Each school has shown an increase in MVPA from the baseline measurement to the final measurement across the 23/24 academic year. The increases vary among schools, with the highest increases observed at Newport and Pennyman (both showing an increase of 11) and the smallest increase observed at St Helen's (with an increase of 1). This data suggests improvements in physical activity levels across the schools, which is a positive indicator of enhanced physical health and possibly the effectiveness of interventions or programmes implemented to increase physical activity.

## MVPA



The increases represent minimums for the improvements observed, as the baseline data may be higher than pre-intervention levels as it is often the first time the children have worn the trackers and are excited to demonstrate how active they are.

Staff were also surveyed regarding their understanding and perceptions around

physical activity before commencement and after the school's engagement with CAS was established. The results are shown below. The greatest impacts were in confidence in implementing physical activity within the school, frequency of implementing active lessons and perceptions of the school's value of physical activity.

MEASURE	BEFORE ENGAGEMENT	AFTER INTERVENTION COMMENCED	CHANGE	NOTES
Importance of PA – staff rating the importance of PA at 7 or higher	84%	87%	3%	This positive shift suggests that the project successfully heightened staff awareness of the value of physical activity within the school setting.
Confidence in implementing PA – staff rating confidence of 7 or higher	58%	71%	13%	The data highlights that the project had a significant effect on equipping staff with the skills and assurance needed to integrate physical activity into their teaching practices.
Understanding of the impact of PA on a child's brain – staff rating 7 or above	72%	82%	10%	The rise indicates enhanced knowledge among staff, likely due to the training and educational components of the project.
Understanding PA's link to long-term health – staff rating 7 or above	86%	87%	2%	This modest but meaningful increase suggests that the CAS project contributed to a greater awareness of the health benefits associated with regular physical activity.
Frequency of conducting active lessons (at least once per week).	67%	88%	21%	The data demonstrates that the project had a profound impact on encouraging staff to incorporate physical activity into their daily teaching routines more frequently.
Enjoyment of PA	71%	79%	8%	This suggests that the CAS project not only improved staff attitudes toward physical activity but also made it a more enjoyable and engaging experience for them.
Perceived school support for PA – staff rating 7 or higher	51%	63%	12%	The findings reveal that CAS has positively influenced staff perceptions of their school's commitment to promoting and supporting PA.

## The Journey

The initial schools were selected from submitted Expressions of Interest to take part, and they were offered:

- One-to-one support.
- Access to the CAS profiling toolkit.
- A whole school set of MOKI bands.
- Funding via the Dragon's Den project.
- Whole school staff training.
- Networking opportunities.
- Insight & intelligence.

Each school is unique, and for the South Tees pilot to be successful, each had to set up a management committee, self-review their school, select priorities, work at their own pace, and embed changes before moving on. The one-to-one support from RESSP and TVS was tailored to the schools' needs.

Establishing a Management Committee was fundamental as this demonstrated that the entire school was committed and that responsibility wouldn't only be with the PE Subject lead. As a minimum, a Senior Leadership Team (SLT) member and a project lead were required to participate. However, what was positive was that others wanted to be involved, including the health and wellbeing lead, PE subject leader, lunchtime supervisors, class teachers, headteachers, deputy head teachers, and school governors.

RESSP and TVS each took responsibility for leading three schools, attending management committee meetings to provide advice, offer challenges, and help drive the pilot forward. During the initial management meeting, the focus was on assessing the schools' strengths and weaknesses and completing the CAS profiling toolkit.

After the review, each school identified three priority areas for development. Following this, RESSP and TVS delivered a staff training session to ensure all staff within each school understood the importance of physical activity and its health benefits, the impact it has on children's well-being, how a lack of it can lead to long-term health conditions and its positive impact on academic performance. Staff were also given the opportunity to review what they were already doing and consider what they could do to improve the physical activity levels of their children.

To effectively change a system, everyone must be involved, but leadership from the management team is essential. Historically, PE, school sports, and physical activity have been primarily directed by the PE subject leader. However, following the training,

there was evidence that each management committee was taking the lead and implementing whole-system changes to create a more active environment for children and young people.

During initial conversations, school staff had expressed the belief that most of their children were active for 60 minutes a day. However, following issuing MOKI bands, an analysis of the data revealed that this perception was inaccurate and that children were, on average, only active for 13 minutes daily. It also showed that no children achieved 30 minutes per day. An analysis of a one-hour PE lesson showed only 19 minutes of MVPA. The data served as a wake-up call for staff and senior leaders and reinforced the importance of CAS. Additionally, the Moki bands helped educate the children, and the data motivated them to be more active through friendly competition within classes, year groups, across the school, and among friends. Schools could also measure activity levels before and after implementing new interventions to assess their effectiveness.

Children have different competence, confidence, and motivation levels regarding physical literacy. Engaging children and young people in the co-design of activities helps to engage them and gives them a sense of ownership. To reinforce this ethos, a Dragon's Den-style event was launched. Each school was asked to educate a group of children on the benefits of physical activity and ask them to design what would make their school more active. Each school was allocated a £5,000 budget for this project.

The children consulted within their school before formulating their ideas. Once they had their proposal, they pitched their ideas to the YGT, RESSP, and TVS dragons at Teesside University. All six schools were successful in their pitches, and funding from YGT was released to each one.

The funding has been used to buy equipment and technology that support more activity in school. One example is the implementation of Amazon Alexa, which is fitted with alarms and installed in each classroom. When the alarm sounds, the class has a physical activity break. Schools have reported that playtimes are more active, and children come back into class more focused and ready to learn.

“

The active learning CPD has inspired our school to include more physical activity within day-to-day lessons to help engage children, increase attainment and also create a more positive and active learning environment

*Headteacher of Teesville Primary*

”

To reflect the progress schools are making within the system, RESSP introduced ripple effect mapping to demonstrate the changes each one has made; these include:

- Staff training on the benefits of physical activity.
- More active play and lunchtimes.
- Active bursts training and implementation.
- Applying for Opening Schools Facilities funding (DfE) to create more physical activity opportunities outside of curriculum time but on the school site.
- Active lessons.
- Active travel schemes and training.
- Active corridors.
- Development of outdoor spaces.
- Policy changes on PE kit.
- Policy changes on active lessons.

CAS helped identify the interconnecting components of a whole-school adaptive subsystem and exposed the complexity required to create system change. The initial six pilot schools recognised that systemic change takes time. With continued support from RESSP and TVS, they have remained committed and continue identifying and prioritising development areas.

Claire Tennyson, Partnership Manager & Executive Director at RESSP, said, “Working with only six schools allowed us to test and learn the initial CAS framework and gather insight from schools. This insight has been invaluable in helping us contextualise the model for our place.”

“As a result, we have designed a simpler approach, which was met with enthusiastic support from all the headteachers involved.”

“Class activity data continues to be tracked through the Moki bands, and research has been conducted to understand the children’s perception of physical activity to ensure they are enjoying it and are motivated to be active.”

“Additionally, we are surveying staff to gauge perceptions about how much value the school places on physical activity and their confidence in implementing it.”

“Teachers are telling us that children are happier and more engaged when they are physically active. Easterside primary school highlighted that low-level misbehaving, which had been an ongoing problem, stopped the day every child was active for at least 20 minutes”, added Claire.

The original CAS online tool was very comprehensive, but the feedback received was

that a simpler model was needed. Schools are short on time, so we knew we needed to make it easier for them to do the right thing. Creating a new self-review tool that is simple and easier to use was well-received by the schools. In addition to the self-review tool, we have also developed a guidance tool. This simpler approach allows schools to take more of a lead in the work and be clearer about how and where it requires external support from partners.

As part of the programme, schools completed a self-review on the whole framework. They then selected three priority areas to develop in their first year of the programme. Across all schools in the first two years, the priority areas included:

**Policy:** Monitoring and evaluation (4 schools); School improvement plan (2 schools).

**Stakeholders:** Parents (9 schools); Teachers & school staff (8 schools); Wider stakeholders (4 schools).

**School environment:** Outdoor space (11 schools); Classroom environment (2 schools); Hall timetable (2 schools); Corridors (1 school); Moveable resources (1 school).

**Opportunities:** Non-PE Curriculum lessons (6 schools); Active travel (2 schools); PE (2 schools).

Once a school has completed an area of development they were encouraged to select another area of development. At the end of their first year in the programme on average schools made 3.1 areas of improvement.

The insight and learning from CAS has also influenced Active Families, a programme aimed at understanding how families can be supported to be active outside of school and how schools can change their engagement methods with parents. It builds on the early insight that many parents didn’t see a role in enabling their children to be active and considered this the school’s responsibility. A Creating Active Families Officer has been recruited to support the work.

Some the schools have produced videos demonstrating the impact of the work. Here are three examples.



**Example 1**



**Example 2**



**Example 3**

## CASE STUDY

# Creating Active and Healthy Places

Page 82

# CREATING ACTIVE AND HEALTHY PLACES

**Research has established that built and natural environments significantly determine health outcomes and influence health inequalities. How we plan and design places significantly influences whether individuals can live healthy and happy lives.**

Many preventable health conditions are caused by a lack of physical activity, poor diet, and social isolation. These are all highly influenced by the environments in which people live, which in turn are influenced by planning. Planning is a significant part of the system as it also influences other factors, such as opportunities for employment, access to green spaces, housing, transport, and air quality, all of which influence people's health.

Clearly, the built and natural environment have a significant impact on physical activity. As part of our work investigating place-based whole systems approaches to tackling physical activity inequalities, YGT recognised the important role of planning and transport planning in supporting the socio-ecological model's outer policy and physical environment rings. These aspects are recognised as carrying a high weighting in this framework. They are difficult to influence, but the changes once achieved are highly impactful over the medium and long term.

We recognised that if we could influence and contribute to the work that goes into planning and policy decision-making, such as the preservation of green spaces and creation new active travel routes, this would significantly impact people's ability to be physically active.

Both local planning authorities within South Tees recommend that prospective developers complete a health impact assessment (HIA) as part of their proposal. These are to be created in consultation with Public Health, the Planning department, and other stakeholders; but none had been submitted.

Public Health South Tees (PHST) recognised that greatest impact would be achieved by embedding the HIA process within the Local Plan policy regarding health and wellbeing, rather than simply being a recommendation in the supporting text. This thinking resonated with YGT's ambition to influence the built environment to impact population-level change in physical activity. However, influencing Planning departments would require sustained, long-term engagement. PHST had previously

identified the departments' impact on wider health determinants but had achieved limited success in establishing collaborative relationships. Previous attempts to enhance collaboration across South Tees had faltered due to a lack of understanding of each other, time constraints, and heavy workloads.

Learning from our work with local communities, we decided to approach the work by first understanding what planners' lives looked like and what it is like to be that person through a physical activity lens. So, rather than approaching building the relationship with a shopping list of tasks, we initially spent a significant amount of time getting to know them and learning what it was really like to be a planner.

Through facilitated meetings, workshops and events, this aspect of the work gathered insight into understanding their workloads, challenges, and priorities, as well as what gets in the way of them doing what they want to do, making progress, trying new things, and taking new approaches.

Utilising YGT's "sludge, budge, and nudge" audit technique, participants from Planning, Transport Planning and Public Health delved deeper into the barriers hindering progress and explored potential solutions. This process revealed issues such as a limited understanding of each other's roles and decision-making processes, as well as a shared passion to creating healthier environments and a strong desire to collaborate.

The assessment revealed that while Planning departments recognised the value of physical activity within their remit, competing priorities, particularly housing demand, took precedence in practice. Over a year, three additional workshop sessions were convened to further explore these issues.

It was identified that YGT and PHST needed to work with Planning rather than at them. Together, everyone agreed that this required focused time and a dedicated resource that sat between Planning, YGT and PHST, and they decided to recruit for this through a new role.

The ability to explore and take a test-and-learn approach to deciding the outcome was significant, as it built trust and strong relationships between everyone involved. Additional expertise was also available through Sport England's planning team, which helped highlight the work's significance.

Sport England also funded the Town & Country Planning Association (TCPA) to support this agenda on a wider scale. They were interested in the collaborative approach and how they could bolster it. Therefore, South Tees also benefited from a new relationship and dedicated TCPA Project and Policy Officer who provided additional knowledge on the planning landscape. Alongside the Royal Town Planning Institute (RTPI), they talked about and advocated for what healthy town planning means nationally and what it could look like locally.

Hence, for the first time in South Tees, the culmination of these efforts brought together senior planners, transport planners, and public health practitioners, supported by Sport England, TCPA, and the RTPI. Despite initial slow progress, participants valued the time for reflection and identified key issues like capacity and staff training.

There was an understanding that colleagues in planning and transport planning recognised the potential benefit of having additional capacity focused on health and physical activity at the intersection of their respective disciplines.

In spring 2023, the initiative sought to establish a planning position with emphasis on physical activity. The recruitment process revealed significant challenges in attracting qualified planners, both for this specialized role and existing vacancies. Recognising the need for a fresh approach, the team pivoted to explore alternative talent acquisition strategies.

The TCPA introduced Public Practice, a not-for-profit organisation that specialises in enhancing the capacity and capability of placemaking teams within the public sector. They draw from diverse built environment disciplines and backgrounds to align an organisation's goals and integrate various perspectives into the planning process. They had a history of recruiting someone into a similar role for Greater Manchester Moving, another Sport England Place Partnership.

Through this route, they successfully recruited for the 'Creating Active and Healthy Places Lead' role in public health spatial planning across the South Tees. The ideal candidate was identified when that person applied to the Public Practices Associate programme. Their unique background in architectural practice and research (their disciplinary background is in behavioural science), enabled them to consider how the built environment affects people's behaviour, how behaviour is influenced by the levels of social trust in a neighbourhood, and the extent to which you can change behaviour by raising people's levels of social trust and the impact it will have on health outcomes. The role presented an opportunity to work at a strategic level and develop policies with potential for significant and generational impact.

The role has been funded by YGT for two years, employed through Middlesbrough Council and line-managed through the PHST team, with direct communication back to YGT's Programme Director. The desire is that the role will be valued and funded beyond the duration of YGT.

The goal is to enhance collaboration between Public Health and Planning departments in both boroughs to encourage physical activity. This is being accomplished through the Local Plan policy framework, with the aim of creating a built environment that positively impacts health outcomes and supports people to flourish for many years to come.

PHST's vision is to see all local government policies through a health lens, and this role will provide planning colleagues with additional capacity and insight to ensure that all policies can implement this approach.

The role's purpose is to promote and deepen understanding of physical activity and Sport England's ways of working and how they can integrate into planning and policy decisions. The postholder is also encouraged to go where the energy is and explore other connections to physical activity that may emerge between Councils, PHST, YGT, and their wider network of Ambassadors.

Now in its second year, the role has become an integral link between PHST, YGT, and the respective Council's Planning teams. Significant progress has been achieved across various aspects of the work, resulting in the following key achievements:

- Co-designed and facilitated a Health in Spatial Planning Workshop, leveraging resources from the Office for Health Improvement and Disparities and the sector's best practices. The workshop was initially delivered to local planning colleagues within Middlesbrough Council, with plans to extend it to planning committee members and other stakeholders. Redcar & Cleveland Borough Council colleagues are working with us to implement a similar programme.
- Completed a Health in All Policies (HiAP) assessment of Middlesbrough Council's emerging Local Plan and conducted productive discussions with colleagues in Redcar & Cleveland Borough Council on this agenda, also. These discussions centred on the potential for a similar approach in the future review of their Local Plan with a particular emphasis on childhood obesity.
- In the emerging Local Plan for Middlesbrough Council, the postholder contributed to the Health and Wellbeing Policy and successfully secured an agreement to require Health Impact Assessments (HIAs) for all residential developments that exceed 100 dwellings, and devised an additional HIA screening process, based on health and open space deprivation on a ward-by-ward basis, to be conducted for all major development across the town.
- Facilitated the creation of Middlesbrough Council's first HIA planning toolkit, working with colleagues across Public Health and Spatial Planning, and other stakeholders. The toolkit used the well-respected HIA materials created by John Wilcox and colleagues at Wakefield City Council as its primary model.
- Contributed to PHST Joint Strategic Needs Assessments (JSNA), ensuring integration into Middlesbrough Council's emerging Local Plan's Health and Wellbeing Policy. This work provides prospective developers with clear baseline information about the community and PHST's health and wellbeing goals.
- Collaborated with Natural England on the pilot Health, Wellbeing, Nature, and Sustainability (HWNS) dashboard, which aims to ground the public health equity agenda within a broader planetary health context.
- Contributed to the South Tees Active Hospital programme by examining how the physical environment promotes or inhibits physical activity and individual health across different spatial resolutions.

Looking forward, the focus remains on building existing work, further embedding health and wellbeing into planning policy, and sharing emerging practices with partners across the region and beyond through Sport England's expansion process.

## CASE STUDY

# PREP-WELL Project Enhances Patient Health Through Innovative Prehabilitation Approach

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# PREP-WELL PROJECT ENHANCES PATIENT HEALTH THROUGH INNOVATIVE PREHABILITATION APPROACH

## Introduction

PREP-WELL was one of four specific Communities of Interest in the original proposal to Sport England from South Tees, building on pilot work undertaken by Professor Gerry Danjoux, Consultant in Anesthesia and Sleep Medicine at South Tees Hospitals NHS Foundation Trust. At its inception, PREP-WELL was the first comprehensive, community-based prehabilitation programme in the UK specifically designed to improve patients' fitness, health, and well-being before they undergo major surgery.

Prehabilitation involves coordinated lifestyle and well-being support for patients in advance of surgery to improve preoperative physical and mental health and speed up recovery.

Physical activity, smoking and excess alcohol all have an independent evidence base for adverse surgical outcomes, and the prevalence of these behaviours in patients presenting for major surgery in South Tees was high and between 30%-50%. Complications following surgery can lead to significant morbidity, resulting in an adverse effect on quality of life and reduced independence.

As an emerging concept, prehabilitation prescribed 'early intervention' physical activity measures to reduce recovery time and, as a result, reduce hospital bed occupancy. It could support multiple behaviour changes, using the "teachable moment" of surgery, across inactivity, smoking, excessive alcohol intake and obesity to generate long-term, sustainable, positive behaviours, as these factors were recognised as broader determinants of physical activity.

Preoperative patients quoted lack of opportunity and concerns around health as reasons for not undertaking physical activity; however, 90% are prepared to undertake physical activity with the proper support. This was identified as an opportunity for healthcare practitioners to support individuals in changing their behaviour positively and permanently.

## Impact

PREP-WELL has demonstrated encouraging results, including sustained increases in physical activity, post surgery.

Outcomes with the initial cohort showed that 73% of patients moved from being inactive to achieving a physical activity level recommended by the World Health Organisation (WHO) of 150 minutes of exercise per week plus regular strength training. None of the patients achieved this at the entry. After three months, 63% of patients complied with the WHO aerobic exercise guidance compared to 17% at entry. The team also observed a substantial reduction in other risk factors and improved quality of life. What they found particularly noteworthy was that these benefits were also sustained even three months after surgery. The table below summarises the physical activity and other behavioural changes for the initial cohort.

	ENTRY	EXIT	3MPS	
<b>Patients complying with WHO aerobic exercise guidance (%)</b>	17	75	63	▲▲▲
<b>Patients complying with WHO aerobic + strength training guidance (%)</b>	0	73	29	▲
<b>Mean 6MWD (m)</b>	444	479	N/A	▲
<b>Alcohol &gt;14 u/week (%)</b>	17	13	4	▼▼
<b>Smoking (%)</b>	17	13	17	▶
<b>Anxiety Score (mean) *</b>	5.5	5.4	4.4	▼
<b>Depression Score (mean) **</b>	4.6	3.8	2.5	▼▼
<b>HRQOL (mean) ***</b>	0.54	0.64	0.78	▲▲

\* Taken from Hospital Anxiety and Depression Scale (HADS). A higher score equates to greater levels of Anxiety (range 0-21).

\*\* Taken from HADS. A higher score equates to greater levels of depression (range 0-21).

\*\*\* Taken from EQ5D-3L toll. Score of 1.0 = full health, 0 = a state equivalent to being dead (see Section 10)

WHO - World Health Organisation. WHO guidance = 150 min of moderate exercise and x2 sessions of strength training per week.  
6MWD = distance walked in 6 minutes, objective measure of aerobic fitness.

Patient stories collected as part of the feedback and evaluation process:

Patient 1: "I give my fullest thanks for the care and concern you and the team showed me during my time on the programme, and I feel that it helped me in recovery after the operation.

I found it beneficial to my health. It made me feel more positive about the results of my future operation. The exercises and care from the staff increased my confidence as a result."

Patient 2: "I am so glad and thankful that this programme was available to me. I was telling the lady in the next bed about it as she was amazed at how much I could bend my knee the day after my op. I can strongly recommend this programme, and you do get a fantastic result if you stick to it. I had no strength or bend in my left leg at this point. Within a matter of 10 days of doing the exercises, I got better strength and bend. I was so amazed I even started to do the aerobic exercise. I wasn't one for exercise but I really enjoyed this and got stuck into it. I had my op in August and was home two days later, which was a surprise. Five weeks on and I am walking around the house with no sticks and one stick when I go out. It is hard, but if you keep at it, you will never look back. I am so happy that I have my life back and I'm proud of myself."

A Health Economist from Newcastle University was also starting to demonstrate how much money the programme could save the hospital, and other evaluation staff were able to evidence the positive impact patients who were physically better prepared for surgery were having on in-patient stays. With a cost of approximately £400 per patient, the programme reduced hospital stays by about two days, translating to savings of over £800 per patient.

Initially delivered face-to-face, the onset of the COVID-19 pandemic shifted delivery to on-line and the development of a digital offer. To date, 495 patients accessed PREP-WELL and 40 iPREP-WELL, the digital offer.

### The Journey

PREP-WELL presented a unique opportunity for YGT to work with the team at James Cook University Hospital to expand and embed the presence of physical activity into the PREP-WELL programme and look at changing ways of working within a hospital setting on a large scale. It also meant that working in collaboration, they could shape PREP-WELL's physical activity offer to become more person-centred and educate health professionals that being active can easily be built into a patient's daily lifestyle and activities.

James Hartley, Programme Officer at YGT, said, "Our aim wasn't simply to be viewed as a funding source; we wanted to add value by embedding our ways of working and offering consistent support to the programme."

"Through a collaborative, test-and-learn approach, we worked closely with the team to embrace new insights and foster shared learning. This approach fundamentally helped shift the hospital's culture, expand their understanding, and recognise that all forms of physical activity and movement are beneficial - not just traditional clinical approaches to physical activity and sport."

PREP-WELL was designed to run for six to eight weeks for each patient; however, a key advantage of the programme was its flexibility, allowing it to be adapted to accommodate different surgical timeframes and the needs of individual patients.

Each patient participating in the programme had an initial assessment examining their current health and lifestyle risk factors for surgery, and based on their specific requirements, a tailored package was put together. Key components of this included encouraging people to move more and be active, smoking cessation and alcohol reduction support, healthy eating, and mental well-being support. This aspect of the programme was crucial, as the team's research demonstrated that up to ninety per cent of patients presenting for surgery have at least one lifestyle risk factor for surgery. At the end of the programme, each patient had a follow-up assessment that examined changes in fitness, activity levels, lifestyle, and quality of life.

When the country went into lockdown during the COVID-19 pandemic, the PREP-WELL team was determined to find a way to continue supporting patients, and they quickly implemented home-based exercise options that they could remotely supervise.

A digital prehab programme was created to continue supporting patients in the build-up to surgery. Live virtual exercise classes were also provided to monitor exercise progression and recreate the peer support previously offered through the face-to-face options. Paper-based and audiovisual resources were provided to help patients who could not access the digital offer.

During this time, digital became more critical as it was a vital tool in enabling the prehabilitation service to continue. In addition, the rapid shift from face-to-face interaction to a digital service provided much learning into how patients adapted and adjusted to remote support.

Insight showed that while most people were willing to participate face-to-face, many preferred remotely supervised home-based alternatives because they could do it on their own time and in their surroundings, where they felt more comfortable. These

people would likely have missed out if a digital alternative hadn't been available. The team also learned that patients encounter various barriers when accessing face-to-face support. These include travel difficulties, juggling other weekday commitments, or lack of confidence in a group environment. This learning influenced and shaped the future programme beyond the pandemic.

As a result, a remotely supervised alternative for those unwilling or unable to access face-to-face services alongside an independently aligned digital prehabilitation offer was approved, and the team continued to work closely with YGT to develop the new programme.

Esther Carr, senior physiotherapist and PREP-WELL Project Manager, said: "Implementing a digital prehabilitation offer allowed us to enhance the service we provided to patients and offer a menu of options that gave patients more flexibility and the ability to choose what most suits them".

The digital aspect of the programme, named iPREP-WELL, significantly expanded its reach by enabling effective scaling. The total investment into iPrepwell was £286,757, made up of funding from Sport England - £130,159, MacMillan - £64,500 and South Tees Hospitals NHS Trust - £92,098. The programme's components included:

- A remodelled pathway for patients undergoing higher-risk surgery (including cancer and vascular surgery) enabling more remote support for individuals unable to attend face-to-face classes.
- A pathway to support patients undergoing hip and knee replacements.
- The development and testing of a digital remotely supervised platform to enable access for a wider group of patients.

James Hartley added: "PREP-WELL's innovative approach proved that prescribing physical activity can have life-changing results for people.

"We recognised that being active doesn't need to be delivered by health professionals in a class or a health setting. We educated health professionals to understand that physical activity didn't need to be as prescriptive as all of the other support a patient was getting and that it can easily be built into a person's lifestyle and daily activities."

As PREP-WELL approached the end of its four-year funding investment from YGT, the team could evidence that it would save money in the longer term, although it still needed some investment from the hospital to continue.

We were naturally disappointed to learn that the hospital trust was unable to provide additional funding for the continuation of PREP-WELL's face-to-face delivery,

particularly after the significant effort the PREP-WELL staff invested in developing a business case to sustain it. However, digital prehabilitation interventions offer scalability, and iPREP-WELL has continued to be delivered in South Tees. Training has been designed to enable healthcare professionals to promote, support, and facilitate intervention delivery in this format as part of routine clinical care.

Alongside the trust's decision, the NHS North East and North Cumbria Integrated Care Board (ICB), in collaboration with partners across primary and secondary care, local councils, and the voluntary, community, and social enterprise sector (VCSE), announced that eight areas would receive funding to deliver a programme of support for patients awaiting non-urgent surgery, including South Tees. The programme, 'Waiting Well' also aims to tackle health inequalities, so it has adopted a targeted approach to identifying patients at risk of experiencing health inequalities with long-term health conditions. It aimed to engage with patients, support them in adopting healthier lifestyles while waiting for surgery, prepare them for surgery and recovery, and inspire patients to continue their healthier lifestyle choices in the long term.

Waiting Well presented many immediate similarities to PREP-WELL's way of working, and the team who had worked on it alongside YGT recognised they were perfectly positioned to support this and extend their learning across the region. Fleet-footed, they embraced the opportunity to bring the previous work front and centre, transfer the learning to become part of Waiting Well and speak confidently to a much wider range of health professionals about how physical activity can be embedded into this way of working.

As a result of their ongoing involvement in Waiting Well, Professor Gerry Danjoux and Esther Carr continue to build upon their PREP-WELL experience, communicate their learning, support others in changing the system, and to value physical activity.

The lasting impact of the YGT approach to the PREP-WELL work means that the insight, learning, and lived experience of delivering an innovative approach to a community-based prehabilitation programme have influenced the delivery of Waiting Well and supported 458 patients so far. This extends to a significantly larger geographical area and will positively impact the next phase of Sport England's expansion work into new areas across the North East and Cumbria.

Mark Fishpool, YGT Programme Director, said, "Building collaborative relationships and delivering multi-stakeholder programmes take time, but by listening to patients and taking a person-centred approach, we were incredibly successful at embedding physical activity into the PREP-WELL prehabilitation programme.

“Through this work, we are now actively participating in and influencing Waiting Well steering meetings, which means many more patients value the benefits of physical activity before and after they undergo surgery.”

### Key insights from PREP-WELL

In phase one, during the COVID-19 pandemic, approximately one-third of patients wanted a home-based programme. Of the people wanting this type of programme, there was a 50/50 split between those wishing to access this digitally vs paper-based.

Despite undergoing major surgery, COVID-19 enforcing a period of isolation, and the programme delivery moving to a virtual platform, a reduction in inactivity of nearly 10% was observed. This suggests the potential for longer-term behaviour changes in participating patients.

One size doesn't fit all. Through the development of PREP-WELL, we learned that offering a menu of options to patients helps with engagement and patient satisfaction. We took this insight and learning into developing the Waiting Well Programme.

Supporting patients in addressing their personal barriers to engagement improves engagement. Working across sectors with Waiting Well, alongside social prescribers and a Health and Wellbeing Coach, has enabled further enhancement of the service provided to patients.

Engaging in a pre-operative health and wellbeing programme has benefits that can be seen on an individual patient level, and it also benefits the system as a whole.

### Reflections and Learning

Within the hospital, PREP-WELL had the backing of many highly qualified surgical champions who believed in the work's positive impact. This support was perceived as a credible way to support the programme continuing beyond the YGT funding through the trust's own investment.

On reflection, throughout the programme, communicating and influencing those within the hospital trust responsible for budgets and investment decision-making would have been merited. As the work moves into Deepening and Expansion, we need to engage and influence the most senior leaders if we want to change policy and behaviour.

Also, if the PREP-WELL team had taken a more collaborative approach to communicating the impact and learning to the trust with the support of other people, e.g., the Director of Public Health South Tees/Programme Director of YGT, and presented the programme's pioneering influence that enabled them to work with NHS

England, The Care Commission, and NHS Horizons, would the trust's decision have been different?

Both of these reflections highlighted for the YGT team the importance of communication throughout the entire programme journey to educate and influence at many levels. A strategic approach to who should be communicated to, when, and how should have formed part of the programme.

## CASE STUDY

# Helping people living with chronic pain to become active

# HELPING PEOPLE LIVING WITH CHRONIC PAIN TO BECOME ACTIVE

Flippin' Pain™ is a public health initiative that brings the science of pain to people who need it in the places they live and work, in the heart of their communities. Championed by community healthcare services provider Connect Health, it aims to change (or flip) how people think about, talk about and treat persistent pain while raising awareness of the problem of pain. Flippin' Pain believes that empowering individuals and communities affected by persistent pain through education and understanding is key to transforming the approach to pain on a systemic level.

Persistent pain affects 30-50% of people in the UK. Its impact is significant, negatively affecting physical and mental health, social and home lives and people's ability to stay in work. Chronic pain is more prevalent in the North East than in any other part of England; it is thought to affect around 43% of people, and opioid prescription rates in the area are 300% higher than in London.

Through insight from health professionals and patients, YGT and Tees Valley Sport (TVS) identified pain as a significant barrier to physical activity but had not yet found a way to tackle this issue. After attending a local seminar where Cormac Ryan, Professor of Clinical Rehabilitation at Teesside University and a community pain champion for Flippin' Pain™, spoke, they realised that forming a partnership could be an effective solution.

This has led to a two year journey to reimagine pain and physical activity, which is summarised in the graphic to the right.

Together, they collaborated with Flippin' Pain™ to share insight and address pain-related health inequalities. At this time, Flippin' Pain™ was delivering events within Teesside University, and health professional sessions focused specifically on GPs. From our insight, we argued that offering public sessions in local communities and expanding outreach to nurses, social prescribers, and other health practitioners would create a more significant impact.

This initial coming together led to YGT and TVS joining a steering group. Throughout these sessions, they were able to share valuable insight and learning to nudge the Flippin' Pain™ team to do things differently.

## OUR JOURNEY UNDERSTANDING PAIN

Recognised pain as a barrier to physical activity through insight gathering

Link to Flippin' Pain through both TVS and Cormac Ryan being within Teesside University

TVS and YGT look to a shared investment

YGT and TVS work with Flippin' pain to begin to shift model:

- Focus more of Professionals to people with more contact with patients in pain - Social Prescribers, Occupational Health, Falls Prevention - 170 people attend seminar

Model doesn't correlate with insight:

- Campaign focused
- Strong focus on influencing GP's
- Community more based on lectures

Seminar to engage with Physical Activity sector, including presentations by people with lived experience. Enabling PA professionals to overcome pain as a barrier.

Next steps:  
Now linking with the ICB presenting revised model to GP practice managers. Building Flippin' Pain into Social Prescribing scrapbook

Next steps:

- 'Pain Cafes' in our community venues
- Guided conversations around pain in informal settings
- Led by Middlesbrough Football Club Foundation and Flippin' Pain

Beginning a codesign process with Flippin' Pain to create a community model for our disadvantaged communities

As a result of this initial groundwork, a first-of-its-kind public and private sector collaboration was forged to tackle the issue of pain head-on. It aimed to directly reach those living with chronic pain, overcome barriers to physical exercise, and challenge outdated perceptions and beliefs relating to pain management and treatment.

Carol Appleton, Programme Support Officer for You've Got This, said: "Through our work in the local community, we know that many people live in pain, which prevents them from being active. They often believe they can't do anything about it because they have never been told or shown they can."

Together, Connect Health, NHS North East and North Cumbria Integrated Care Board (Including North Tees and Hartlepool NHS Foundation Trust and South Tees NHS Foundation Trust), YGT, TVS and Teesside University, pooled resources and expertise, to co-create and deliver a series of targeted events and activities for the public and health professionals.

These included the Flippin' Pain™ Tees Valley Outreach Tour. It comprised 19 events held over six days, featuring educational workshops, public seminars and experiential pop-ups. 2,400 people engaged, and more than 725 people joined the sessions, which were led by a team of pain professionals, educators and community champions. This was backed up with a suite of interactive multimedia learning resources that brought the six key messages to life through podcasts, infographics, and animations. These resources were co-created by a team of pain experts, including people with lived experience of persistent pain.

A key insight from YGT's work was that many professionals were supporting people living with chronic pain, as well as GPs. The thinking behind targeting this wider audience was that these health professionals have more time and contact to try and change their clients' behaviours to be more active while still living in pain; whereas a GP only has an 8-minute window. 'When PAIN gets in the way' educational sessions were codesigned for those professionals supporting people with pain or promoting active lifestyles. As a result, 170 social prescribers, nurses, occupational health, and falls prevention nurses attended the events.

Through working with YGT and TVS, Flippin' Pain has also built a relationship with the North East and North Cumbria ICB. Together, they have connected Waiting Well and

“  
By helping health professionals  
and those living in pain change  
their perspectives and flip how they  
deal with pain, we can help people  
to live more active lives.

*Carol Appleton, YGT*

”

work independently to explore how pain pathways, physical activity, and movement can permeate all areas of the hospital.

YGT's approach to the Flippin' Pain initiative is a significant example of fostering a trusted collaboration through distributed leadership. While they continue to play a role in the project, they are no longer the primary drivers for changing their ways of working. Instead, they are becoming deeply embedded in the processes, ensuring sustainability and long-term success.

Having adapted the original communication approach from events at Teesside University, flipping it, and taking the initiative out into the community, it has been easier for people to access the information. Often overlooked, the location of a venue can be a significant barrier for individuals in hard-to-reach communities. The team recognised that when working in areas of deprivation and people living with high levels of pain, they are going to have to adapt the communication to be able to reach them. Building on this insight, we are now exploring the introduction of HOPE (Helping One-another with Pain Education), facilitated community support sessions in accessible and familiar spaces in deprived communities to connect with people where there are high levels of long-term conditions and inactivity.

We are especially proud of the fact that they have been able to amplify the synergy between pain and physical activity. Previously, it felt disjointed and only rooted in pain and psychology. Because YGT commissioned the work, we were able to shift the narrative onto getting people to move and re-educating them to recognise that it's not just about living better with pain; it's about living better and being active with pain. This shift is especially crucial given that 44% of people who report being inactive cite pain as the primary barrier. It has also enabled the team to reposition their campaign to focus on both pain and movement rather than pain alone.

The project's initial phase evolved into a series of events tailored for physical activity professionals. A two-day event focused on education, helping attendees reframe their understanding of pain and providing practical tools to integrate this knowledge into their work. This has fostered a seamless collaboration between healthcare and physical activity professionals, ensuring that both groups recognise that pain doesn't have to be a barrier to activity and that hurt doesn't always mean harm.

The collaboration has been an award-winning success. At the HSJ Partnership Awards 2024, the Flippin' Pain™ partnership was officially named the "Gold" winner of the Most Impactful Partnership in Preventative Healthcare.

Flippin' Pain™ also won a Bright Ideas in Health Award in the Innovation in Clinical Education category. The regional awards celebrate the achievements of individuals and teams in the North East working within the NHS, industry, and academia who have improved patient services through technical innovation or better service delivery.

### Insights and learning:

Changing Flippin Pain's perspective about who they should communicate with, from GPs and GP consultants to a much wider group of health professionals, has significantly impacted the work's effectiveness.

YGT is also including information about Flippin Pain in a new social prescriber scrapbook that they are developing in collaboration with social prescribers across Redcar & Cleveland.

A recent large-scale study conducted by the Richmond Group of Charities explored the barriers to physical activity for individuals with long-term conditions. The research found that health professionals often attributed these barriers to factors like a lack of motivation, money, time, capacity, or skills. In contrast, patients identified chronic pain as the primary obstacle, with many stating that pain itself was the biggest barrier to activity. This contrast underscores a significant empathy gap between those living with long-term conditions and the professionals supporting them. Over the past two years, this initiative has substantially addressed that gap. By sharing insights, fostering mutual learning, and upskilling professionals and patients, the programme is better equipped to support individuals in managing their conditions. Additionally, it provides high-quality, practical resources and training to enhance care and promote more effective, empathetic support.

The key impacts of the work to date can be found here ([link](#)).

**MIDDLESBROUGH COUNCIL**

<b>Report of:</b>	Director of Public Health and Executive Director of Children's Services
<b>Relevant Executive Member:</b>	Executive Member for Children's Services Executive Member for Adult Social Care and Public Health
<b>Submitted to:</b>	Executive
<b>Date:</b>	30 April 2025
<b>Title:</b>	Thrive at Five
<b>Report for:</b>	Decision
<b>Status:</b>	Public
<b>Council Plan priority:</b>	A successful and ambitious town
<b>Key decision:</b>	Yes
<b>Why:</b>	Decision(s) will incur expenditure or savings above £250,000 and have a significant impact in two or more wards
<b>Subject to call in?:</b>	Yes
<b>Why:</b>	Non-urgent

**Executive summary**

Thrive at Five is a registered national charity that aims to help children in the early years develop strong foundations for life and learning. They are a place-based initiative, bringing significant resource and capacity to the areas within which they work.

Middlesbrough Council wish to enter into a partnership agreement with Thrive at Five to strengthen our approach to improve school readiness outcomes through building capacity in communities by supporting parents and carers and enable collaboration across the public, private and voluntary sectors to achieve sustainable change.

This report recommends that:

1. The Executive approves the investment into the partnership model with Thrive at Five.

2. The Executive approves in principle to enter into the five-year Partnership Agreement with Thrive at Five subject to legal and finance review and approval.
3. The Executive receive an annual update of progress.

## 1. Purpose

- 1.1 This requires an Executive decision in line with our constitution at section 6.38.1 (b) which sets out the Executive terms of reference and states that the Executive collectively are responsible for ' Key Decisions, not delegated by the Mayor to an Executive Committee.
- 1.2 Thrive at Five is a registered national charity that aims to help children in the early years develop strong foundations for life and learning. They build capacity in communities by supporting parents and carers and enable collaboration across the public, private and voluntary sectors to achieve sustainable change in early years outcomes. They are a place-based initiative, bringing significant resource and capacity to the areas within which they work. They operate in areas where the Local Authority works as a key partner and are pathfinding the development of an approach and a replicable model that can be implemented across the country.
- 1.3 Thrive at Five are currently working in Stoke-on-Trent and Redcar & Cleveland, as their first and second pathfinders respectively. They are now looking for another area to partner with to deliver a pathfinder. This report outlines the rationale for Middlesbrough agreeing to work with Thrive at five.

## 2. Recommendations

- 2.1 That the Executive approves the investment into the partnership model with Thrive at Five.
- 2.2 That the Executive approves in principle to enter into the five-year Partnership Agreement with Thrive at Five subject to legal and finance review and approval.
- 2.3 That the Executive receive an annual update of progress

## 3. Rationale for the recommended decision(s)

- 3.1 The **Health and Wellbeing Strategy** has adopted a mission-led approach, where each mission is a response to a significant local challenge, where innovation, working together and aligning resources has a big part to play in driving large-scale change – missions cannot be resolved by any single agency acting in isolation. Each mission has a set of ambitious goals that further articulate and explain that mission.
- 3.2 The mission, “We will narrow the attainment gap between children growing up in disadvantage and the national average” includes two goals on children’s attainment, the first one being to “eliminate the school readiness gap between those born into deprivation and their peers”.
- 3.3 The **Middlesbrough Council Plan 2024-2027** includes an aim to improve attainment in education and skills. There are wide inequalities in the abilities of children starting

school in Middlesbrough (see below). The gap in development at Reception age widens as children progress through the school system. Improving the overall school readiness and reducing the gap in attainment is critical to improving attainment on leaving school.

- 3.4 Whilst there has been some progress, it has been difficult to bring about significant and lasting change to the abilities of children starting school. To improve outcomes for children there is a need for a collective effort with the public, voluntary and private sector working more closely together and with better connection to families and the local community. This is exactly what Thrive at Five aims to achieve.
- 3.5 The Thrive at Five model is a partnership approach, with Thrive at Five bringing expertise, enthusiasm and resources. The proposed Council investment will leverage in twice as much additional investment from Thrive at Five.

#### **4. Background and relevant information**

##### **Why Focus on the Early Years?**

- 4.1 The quality of a child's early experience is vital for their future as children that start school developmentally ready will have a happier, healthier life. Conversely those that start behind fall further behind as they progress through school. School readiness is shaped by many interrelated factors: the effects of poverty, the impact of high-quality early education and care, and the influence of 'good parenting', what parents and carers do daily with their children is important.
- 4.2 In Middlesbrough a significant number of children start school behind their peers without the skills necessary to flourish at school. The average figure hides significant variances between areas of Middlesbrough that contribute to the inequalities experienced – in some communities in Middlesbrough it is more likely that a child will not be ready for school on starting at Reception.
- 4.3 The attainment gap between pupils eligible for free school meals and their peers has continued to grow over the last 20 years, particularly in locations where poverty is at its highest, like Middlesbrough where significant socio-economic challenges have driven inequalities in attainment in recent years.
- 4.4 It is important to highlight that whilst there are significant challenges, many local families overcome barriers daily just to get their children to school and are very resilient in lots of areas of their life.
- 4.5 The early years are an important time for children where their development directly impacts on their future outcomes and life chances. At around five years of age children are measured in school to assess their level of development. A "good level of development" (GLD) in the context of the Early Years Foundation Stage means a child has met the expected levels in five key areas: Personal, Social and Emotional

Development, Physical Development, Communication and Language, Literacy, and Mathematics. These areas are considered fundamental for a child's overall development and readiness for school.

- 4.6 School readiness is a measure of how prepared a child is to succeed in school; cognitively, socially and emotionally and those who are ready for school generally have better outcomes in later life.
- 4.7 The average level of school readiness in Middlesbrough is the second lowest for local authorities in England at 61%. Whilst this figure is very low it hides huge inequalities: school readiness in Middlesbrough ranges from 39% in Central to 79% in Nunthorpe. The UK Government has an opportunity mission to increase the average number of children reaching a Good Level of Development to 75% by 2028, and by working with Thrive at Five it will allow Middlesbrough to be at the forefront of driving change for children in their earliest years who most need support.
- 4.8 Early development profoundly shapes, and is predictive of future outcomes, including performance at GCSEs. A 2022 report from University College London concluded that “half of pupils who fail at age 16 were judged to be behind at age 5”. Focusing our efforts on the early years is one of the best investments we can make for the long-term health, wellbeing, and happiness of people who live in Middlesbrough.

### **Why Work with Thrive at Five?**

- 4.9 Parents and carers, and their children often struggle because the system of support around them in their community is fragmented. A 2021 Government review reported “The Start for Life offer is still patchy, is not joined up, and is not easily accessible for parents, making it almost impossible for them to navigate the system”. Strategies for support are often developed in a piecemeal fashion, without sufficient reference to what the evidence and data, including, critically, the views of parents, tell us about needs and how best to address them.
- 4.10 The result is that the support can be ineffective and, often, too short term. We often do things to families rather than doing things with them, and so fail to harness the power of parents and communities. Thrive at Five seeks to address these issues with a long-term and sustainable solution. Thrive at Five will ensure that the Family Hubs work is integrated within the system and that there is cohesion and join up, thus building capacity and ongoing long-term sustainability. We know that some families are reluctant to receive support directly from the local authority and there is often a stigma attached to support from public services. Many Councils are looking to work with the voluntary and community sector to develop more sustainable and longer-lasting solutions.
- 4.11 Thrive at Five see Middlesbrough as a good fit with their ethos as they want to work in areas where there is a driver of disadvantaged inequalities in levels of child development and strong local system leadership and commitment.

- 4.12 As a local area we have a strong commitment to improve outcomes in the early years, and therefore align well strategically with Thrive at Five. Whilst there has been some progress, it has been difficult to bring about significant and lasting change to the abilities of children starting school. To improve outcomes for children there is a need for a collective effort with the public, voluntary and private sector working more closely together and with better connection to families and the local community. This is exactly what Thrive at Five aims to achieve.
- 4.13 The partnership approach will ensure shared learning generated through the work with Thrive at Five informs the development of a sustainable model on completion of the programme.

### **The Thrive at Five Approach**

- 4.14 Thrive at Five employ a local team which is supported by their national team, Trustee Board and Advisory Council and works collaboratively with local partners, from the public, voluntary and private sector. Thrive at Five provide the support and resource that local organisations need to collaborate and to deliver support to the community more effectively. At the heart of the Thrive at Five model is ‘from the ground-up’ engagement with local parents whose voices guide the work and who are recruited into the local team as paid employees and volunteers. They are committed to reach all parents in the local community, particularly those who do not currently engage with our services and support and whose voices are seldom heard. Ultimately, they want to improve the lives of the people they work with and see more children reaching a Good Level of Development.
- 4.15 Thrive at Five brings about positive change by ensuring the collective effort of partners to improve five intermediate outcomes (improvements in parent infant relationships; parental wellbeing; quality of the home learning environment; early, language and communication; quality of early education and childcare), all of which are stepping stones towards children reaching a good level of development. They are place-based, aiming to support every child in each of the identified and agreed local areas. These areas will be identified based on current levels of attainment and other indicators once the funding is agreed.
- 4.16 Thrive at Five work with local partners, to ensure children benefit from a pathway of high quality, holistic support from cradle to classroom. They work to establish and strengthen this pathway which is informed by four guiding principles:
- **Collaboration** – with joint and aligned working within and across the public, private, and voluntary sectors.
  - **Evidence** - systematically using data to assess needs and continuously strengthen support.
  - **Community** - building the capacity of parents to create the best possible environments for children’s development.

- **Sustainability** - with an emphasis on investing in and embedding inter-generational changes.

4.17 Thrive at Five are committed for a period of five years to properly see through and embed a thorough change process- because it is acknowledged that making sustainable positive changes to early years outcomes takes time.

4.18 The programme will be implemented through a Thrive at Five Partnership Board with key representatives from Thrive at Five, Public Health, Children's Services and Education. This Partnership Board will report progress and outcomes through the Children's Thematic Transformation Board, with annual updates to the Health and Wellbeing Board and Executive.

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

5.1 If Middlesbrough Council chose not to enter into a partnership and **do nothing**, we pass-up the opportunity to bring an additional £3m of funding to narrow the outcome gap in school readiness.

5.2 The commitment from Thrive at Five to work with Middlesbrough is an opportunity to bring in investment, capacity and expertise to bring about positive and lasting change for children in the early years which will ultimately reduce the demand for more costly services and intervention in later life.

## 6. Impact(s) of the recommended decision(s)

Topic	Impact
Financial (including procurement and Social Value)	<p>The total investment for Thrive at Fives's pathfinder areas for the first five years, is £3.6m. This includes a contribution of £0.6m from Middlesbrough Council over three years plus Thrive at Five's contribution of £3m, which includes national and local support team costs. This figure excludes external evaluation costs.</p> <p>There is an expectation that Middlesbrough Council will contribute £0.2m per year initially over three years. Public Health and Children's Services have committed £0.1m each over each of the first three years of the programme, which will cover the £0.6m required.</p> <p>It is proposed that the pathfinder operates for five years, with the Thrive at Five approach gradually becoming embedded as the usual way of working in the local community. Thrive at Five are committed to ensuring the sustainability of the model, which means identifying cost-effective solutions, and working closely</p>

	<p>with parents and the community so they are enabled and empowered as the continued agents of change in the long term.</p> <p>Thrive at Five will sign up to the Social Value Policy and all recruitment will focus on local people who are part of the communities we are looking to focus on.</p>
Legal	The Council will need to sign a Partnership Agreement with Thrive at Five. This agreement will be reviewed and signed by legal and finance as per the process.
Risk	There is no financial risk to Middlesbrough Council and the partners with this approach as funding from Thrive at Five has been identified. Middlesbrough Council's commitment of £600k over three years to Thrive at Five will generate £3m of additional investment into Middlesbrough for children and families.
Human Rights, Public Sector Equality Duty and Community Cohesion	We have already started to work with Thrive at Five to identify the areas with the most disadvantage. The programme will work with up to 2,500 children to close the disadvantage gap in good level of development.
Climate Change / Environmental	There are no specific consequences arising from this report.
Children and Young People Cared for by the Authority and Care Leavers	Whilst children cared for by the Authority are not a specific target group, children in the areas with most disadvantage who are cared for by the Authority will benefit from the Thrive at Five approach
Data Protection	There are no specific consequences arising from this report.

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

The proposed timeline for implementation is to enter into a Partnership Agreement with Thrive at Five by the end of May 2025 and to begin the Discovery Phase and recruitment and development of the core team.

Action	Responsible Officer	Deadline
Sign partnership agreement	Mark Adams/ Joe Tynan	31 May 2025
Determine target wards with max 2,500 children	Graeme Nicholson	31 May 2025
Establish partnership board	Graeme Nicholson	30 June 2025

Agree implementation plan – June 2025	Graeme Nicholson	30 June 2025

**Appendices**

None.

**Background papers**

None.

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<b>MIDDLESBROUGH COUNCIL</b>	
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<b>Report of:</b>	Executive Director of Children's Services
<b>Relevant Executive Member:</b>	Executive Member for Children's Services
<b>Submitted to:</b>	Executive
<b>Date:</b>	30 April 2025
<b>Title:</b>	Residential and Supported Accommodation for Children in Our Care and Care Leavers Update
<b>Report for:</b>	Decision
<b>Status:</b>	Public
<b>Council Plan priority:</b>	A healthy place
<b>Key decision:</b>	Yes
<b>Why:</b>	Decision(s) will incur expenditure or savings above £250,000 and have a significant impact in two or more wards
<b>Subject to call in?:</b>	Yes
<b>Why:</b>	Non urgent decision

#### Executive summary

This report presents Executive with an update following on from a subsequent Executive report presented on 28 February 2024 which proposed three workstreams for children's residential services in order to achieve savings over 4 years and the proposed use of the approved £4.5m of capital funding.

The report seeks Executive's agreement of Children's Services change in its approach to one which focuses on prevention as opposed to increasing reliance on residential placements. This will be delivered through the Edge of Care project, Modernising Fostering project, the SHiFT programme as well as the service re-introducing the signs of safety model of care. The move to prevention means that our original intention of growing internal beds is no longer fit for purpose as the need for residential beds should reduce and savings will be achieved through the introduction of the preventative services. This also means that the remaining capital funding of £3.253m identified for 2026/27 will no

longer be required which in turn will provide a saving and reduce borrowing costs for the Council.

There was a £4.5m capital investment allocated to this project in February 2023 of which £1.247m is projected to be spent on the following:

- a) Supported accommodation placements for 16–18-year old's
- b) House purchase and adaptations for fostering permanence
- c) Internal residential Fir Tree Ground Floor and Attic Refurbishment Works

## 1. Purpose

- 1.1 To seek Executive's approval to support Children's Services change in its approach to one which focuses on prevention and that the remaining capital funding of £3.253m identified for 2026/27 will no longer be required.

## 2. Recommendations

- 2.1 That the Executive

- Agree the change in approach to focus on prevention and that capital of £3.253m in 2026/27 is no longer required.

## 3. Rationale for the recommended decision(s)

- 3.1 The Service is now on its journey to embed a focus of working in a preventative delivery model, which in turn will reduce the need for placements especially residential which in turn means the plans for internal growth are no longer fit for purpose and capital funding is no longer required.
- 3.2 The table below shows the breakdown of placement type for the 97 children and young people in residential care.

Placement Type	Number
Residential Home (Group Home) - External	24
Residential Home - External - Block Contract	12
Residential Home Solo Placement	4
Residential Home – Specialist Sexually Harmful Behaviour	1
Residential School	7
Mother and Baby Assessment Unit	0
16+ External - Low Cost (under £1,000 pw)	10
16+ External - High Cost (£2,500+)	17
Unregistered (under 16)	3
In house Residential	16
In house 16+ supported accommodation	7
<b>Total</b>	<b>101</b>

3.3 The table below shows our children looked after population by placement type, age, and category of need between comparisons over a 15-month period.

Placement Type	09/01/24		17/04/25	
	Count	%	Count	%
<b>Group1 Residential</b>	<b>97</b>	<b>18.4%</b>	<b>101</b>	<b>20.2%</b>
n) H5: Residential accommodation	32	6.1%	1	0.2%
o) K1: Secure Children's Homes			1	0.2%
p) K2: Children's Homes	65	12.3%	60	12.0%
nn) K3: Regulated Supported Accommodation			11	2.2%
v) Z1: Other placements* - Supported Accommodation (Un-registered)			28	5.6%
<b>Group2 Fostering</b>	<b>372</b>	<b>70.5%</b>	<b>359</b>	<b>71.8%</b>
a) U1: Foster placement - relatives - long term	14	2.7%	15	3.0%
c) U3: Foster placement - relative - not FFA	106	20.1%	101	20.2%
d) U4: Foster placement - long term	67	12.7%	83	16.6%
e) U5: Foster placement - FFA	1	0.2%	5	1.0%
f) U6: Foster placement - not FFA	184	34.8%	155	31.0%
<b>Group3 Other</b>	<b>59</b>	<b>11.2%</b>	<b>40</b>	<b>8.0%</b>
i) A5: Placed for adoption - order - foster	2	0.4%		
j) A6: Placed for adoption - order - not foster	5	0.9%	6	1.2%
k) P1: Placed with parents	40	7.6%	28	5.6%
l) P2: Independent living	5	0.9%		
r) R2: NHS/Health Trust	1	0.2%		
s) R3: Family Centre or Mother and Baby Unit	3	0.6%		
t) R5: Young Offender Institution	3	0.6%	5	1.0%
v) Z1: Other placements* - Independent Living (Un-registered)			1	0.2%
Grand Total	528	100.0%	500	100.0%

3.4 Children in Our Care Population has reduced from 528 to 500. There have been 28 children less in our care during this period.

3.5 There has been an increase of 1 child that are now in residential placements.

3.6 We have seen a decrease of 13 Foster Placement over the 15-month period. The suggested new prevention approach of having a programme of work which will focus on Preventing Care Starts and Placement Sufficiency through the Children's Transformation Programme will aim to increase the net number of foster carers, which will support the reduction of residential placements needed. This programme of work will also complement the residential placements governance to support managing the need and future demand of children's residential home placements

#### 4. Background and relevant information

4.1 In February 2023, a report was presented to the then Executive which laid out a plan to make savings in Children's Services by increasing the number of residential and supported accommodation places provided internally by Middlesbrough Council,

thereby reducing the spend on external placements. The Revenue Budget, Council Tax, Medium Term Financial Plan, and Capital Strategy 2023/24 report to Council on 27 February 2023 provided £4.5m of capital investment funding to help support the achievement of the plan and the associated savings.

- 4.2 By February 2024, it was clear that the delivery of the plan was being hampered by the cost of refurbishment of several identified buildings which were higher than expected and made proceeding unviable.
- 4.3 The report presented to Executive on 28 February 2024 (Appendix 1) updated the three workstreams contained in the earlier plan in an attempt to get the savings back on track, which were:
- Workstream 1: Capital Developments - In-house Children Residential Homes;
  - Workstream 2: Partnership Commissioned Arrangements;
  - Workstream 3: Optimise in-house resources.
- 4.4 Workstream 1 remained focused on using capital funding to purchase properties allowing us to open more homes. The approach of the workstream was to seek to increase internal residential provision by purchasing properties from either new build development sites, or properties on the open market over 4 years.
- 4.5 No savings were envisioned to be made in 2024/25 through this workstream. However, it was expected that it would yield £340,000 of savings in 2025/26, £170,000 of savings in 2026/27 and £340,000 of savings in 2027/28.
- 4.6 Workstream 2 plans were:
- Partnering with commissioned providers to complement the residential and supported accommodation placements for Middlesbrough children. This would form part of the Children's Care residential and supported accommodation offer. A procurement exercise would identify a partner organisation who would bring additional children's residential care homes.
  - The independent sector market will be invited to enter into dialogue with us under a formal procurement process to offer more innovative solutions to the issues being faced concerning Children's Placements. Through a procurement process the authority can consider moving forward with any potential solution that meet our needs, on a more cost-effective basis.
  - This would involve investment from the £4.5m approved capital programme (approved by Council on 27 February 2023), with a risk share agreement and the share of operating profits.
  - From 2027/28 the number of supported accommodation placements provided by the partnership provider will look to increase, if required, in line with forecasted demand.

- 4.7 No savings were planned for 2024/25 through this workstream. However, it was expected that it would yield £21,000 of savings in 2025/26, £268,000 of savings in 2026/27 and £333,000 of savings in 2027/28.
- 4.8 Workstream 3 was focused on selling beds to other Council's in return for income. Again, no savings were envisioned to be made in 2024/25 through this workstream. However, it was expected that it would yield £89,000 of savings in 2025/26, £177,000 of savings in 2026/27 and £177,000 of savings in 2027/28.
- 4.9 With regard to Workstream 1, whilst a number of properties were viewed and offers made by the Council none of them progressed to completion.
- 4.10 It became harder to find further properties due to our requirements for the accommodation (e.g. number of bedrooms, location, etc) and Middlesbrough's small footprint.
- 4.11 Since the previous direction was set to increase residential homes, there have been a number of challenges including key staff turnover, capacity and sustainability as well as Ofsted inspection outcomes which have identified areas for improvement.
- 4.12 Alongside this our residential homes started to experience high levels of staff vacancies and children, and young people's needs were increasing in complexity, and it became apparent to us that even if we were able to secure a property, we would potentially struggle to recruit the staff to deliver the care. To address the workforce capacity and capability challenges we are considering the creation of a regional Training Academy which will attract, upskill and capacity build alternatively qualified staff to help with future demand in this area. The Service will be able to provide an updated position on this in six months' time.
- 4.13 In light of all of the information to hand, a decision was made to cease work on Workstream 1. We also felt we were not in a position to progress with Workstream 3 either meaning that both savings are at risk, and this was subsequently reported in line with the PMO process and budget reporting.
- 4.14 This rationale for this approach was further borne out when we then had an Ofsted inspection in one of our homes that highlighted many of the issues, we were becoming increasingly aware of. This visit nearly resulted in the closure of the home, however following the commissioning of a staff team and an action plan being implemented the threat of closure was removed and we actually secured a re-grade from 'Inadequate' to 'Requires Improvement' at the Ofsted visit.
- 4.15 The Ofsted judgement mentioned in 4.14 resulted in the commissioning of an external staff team and allowed the home to remain open and continue to deliver care to the children and young people residing there. The cost of this has reduced from £23,000 per week to £7,000 per week linked to a robust renegotiation of the contract due to internal changes within the home. The plan is that the commissioned team will cease by the end of April 2025. Commissioning and children's social care are jointly looking

at post 16 options that will include care leavers through other partnership arrangements such as YMCA. Indications at this stage are positive, having the potential to extend to the age of 25 which would provide care for those young people who are most vulnerable.

- 4.16 The cost of the Commissioned staff team is not sustainable in the long term both from a service delivery and budget position, so following consideration of our options it was agreed that this home would be identified for a partnership approach for future delivery.
- 4.17 Instead of an approach which seeks to decrease the number of external residential placements by increasing the number of internal ones, we are changing our approach to focus instead on preventative work doing this and hopefully avoiding the need to increase beds at all. The Service is still committed to exploring all options to bringing young people closer home or back to the borough when it's appropriate and safe to do so. In many circumstances, bringing young people back into internal residential placements would have a financial and non-financial benefit to it and we will explore opportunities for this as our service becomes more resilient and progresses further on its improvement journey.
- 4.18 At present our residential estate has 3 homes that are rated as 'Good' and our strategy will be to continue to deliver them internally as this feels the right size estate for the Council to manage effectively. In contrast we have 3 homes rated as 'Requires Improvement' and our vision for those homes is to review what the best future delivery model would be, which could be working with the external market in the future.
- 4.19 As a result of the change in approach to prevention, the savings identified for 2025/26 will now be re-profiled so they are still achieved but more likely over a longer period of time. This will be done in partnership with Finance to ensure that this reflected correctly in our budget reporting.
- 4.20 In addition to being able to secure savings, an approach which focusses on prevention rather than securing buildings for internal placements is also likely to yield better outcomes for young people.
- 4.21 The move to a prevention focus will also review the use of unregulated accommodation for our children and young people and ensuring we have sufficiency in other placement opportunities to avoid continued use. It is hoped that Workstream 2 commissioning of more supported placements will offer one route to assist in this matter as well as trying to understand why unregulated placements are being relied on so that changes to delivery models in our homes can be considered.
- 4.22 Our ambition over the next 6 months is to agree aims and objectives and below are the current draft suggestions:
  - 1. To understand the delivery ambition and capability of internal services, including review of staffing structure as well as how we improve recruitment and retention.

2. To explore the creation of a Northeast region Training Academy that will upskill, and capacity build alternative qualified staff to address the workforce shortage within the sector.
3. To work with commissioning to understand further block contract or partnership commissioning opportunities that could help delivery service sustainability of our current service and increasing bed numbers if appropriate.
4. To work with commissioning focusing on how we reduce the use of unregulated placements and alternative and innovative delivery models that could fill this gap.
5. To work collaboratively with Education to ensure any plans or growth for the service will not result in children or young people not being able to access the right education placement.
6. To understand how the Edge of Care project will improve early intervention for children, young people and families potentially reducing the number of residential placements needed.
7. To understand how the Fostering Project will increase the number of in-house foster placements, which in turn will potentially reduce the number of residential placements needed.
8. To continue to work with our in-house service, commissioned services, housing partner and Growth & Place to ensure care leavers have access to appropriate housing as they transition into independence in their own residency.
9. After 6 months we will provide an updated position on the new approach strategy and it's impact.

4.23 The Service is being supported by other areas of the Council and the focus now is on how we ensure the services we deliver are fit for purpose securing future delivery and being open to understanding how the market can help us meet our sufficiency gaps.

4.24 The Director of Finance and Transformation is fully briefed on the financial position of this change in these workstreams, and this is reflected in our current budget planning processes.

4.25 As outlined above this change of approach reflects the current circumstances that Children's Services are operating in, and they may be a requirement to review this approach in the future if circumstances change.

## **5. Other potential alternative(s) and why these have not been recommended**

5.1 This is work that is currently being actioned and further reports will be presented once plans are confirmed in order to seek appropriate governance approval.

## **6. Impact(s) of the recommended decision(s)**

Topic	Impact
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## Financial (including procurement and Social Value)

There are no procurement or Social Value specific impacts from this report as this is about securing a change in direction focusing on prevention delivery as opposed to increasing our internal residential estate.

There was a £4.5m capital investment allocated to this project of which £1.247m is projected to be spent on the following:

- d) Supported accommodation placements for 16–18-year old's
- e) House purchase and adaptations for fostering permanence
- f) Internal residential Fir Tree Ground Floor and Attic Refurbishment Works

There is a financial impact as the 2 workstreams that are no longer progressing both had savings attached to them of

<b>Project</b>	<b>25/26</b>	<b>26/27</b>	<b>27/28</b>
Workstream 1	£21,000	£268,000	£333,000
Workstream 3	£89,000	£177,000	£177,000
<b>TOTAL</b>	<b>£110,000</b>	<b>£445,000</b>	<b>£510,000</b>

The Service is now focusing on replacing these savings with alternative savings, but as part of this they will no longer require £3.253m capital funding in 2026/27 which will produce a saving of £300,000 as costs of borrowing will no longer be needed. The saving from this will be achieved in 2027/28 which means that the savings outlined below will need replacing with alternative savings:

<b>Project</b>	<b>25/26</b>	<b>26/27</b>	<b>27/28</b>
Workstream 1	£21,000	£268,000	£333,000
Workstream 3	£89,000	£177,000	£177,000
Saving Identified			(£300,000)
<b>TOTAL</b>	<b>£110,000</b>	<b>£445,000</b>	<b>£210,000</b>

The Service is undertaking a structural review in the internal services, and savings identified will be used to offset the required 2025/26 saving, and this will be required to be subject to financial assurance by Finance.

It is planned that the remaining savings from 2026/27 will be offset against other prevention workstreams or if other savings opportunities can be identified will be assigned to a new saving project. This will require to be subject to financial assurance by Finance and details of this will be provided in future quarterly budget monitoring reports.

	The Workstream 2 saving will remain in place and will be reported via the Commissioning & Procurement Team once the services go live.
Legal	There are no adverse impacts from this report.
Risk	<p>There is a risk that savings may not be achieved if operational delivery is impacted by issues such as staff sickness, staff redeployment and critical incidents that require an increase in staff. There is a recognition that recruitment has been a challenge in the service. There is a regional agreement to advertise across Tees valley however this still may not change the issue of being able to attract suitably trained and qualified staff.</p> <p>The service is working to reduce its reliance on agency staff, but this will take time to reduce when balanced against recruitment opportunities.</p> <p>There will be an additional risk if preventative services are not able to deliver on preventing children coming into residential care.</p>
Human Rights, Public Sector Equality Duty and Community Cohesion	There are no human rights, Public Sector Equality Duty or community cohesion issues that arise from the recommendations in this report.
Climate Change / Environmental	There are no adverse effects for Climate Change / Environmental from this report, however sustainability is a key factor within procurement processes.
Children and Young People Cared for by the Authority and Care Leavers	<p>The change in focus from growing our internal beds to that of increasing prevention will only positively impact on our children and young people and care leavers as it will look to avoid and support as many to remain in the family home.</p> <p>Increasing our fostering carers will increase our ability to place children and young people in family homes as opposed to residential beds.</p>
Data Protection	There are no data protection or GDPR implications from this report. The procurement process within the authority has embedded with it appropriate procedures for ensuring compliance with GDPR where appropriate.

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

Action	Responsible Officer	Deadline
After 6 months we will provide an updated position	Executive Director of Children's Services	6 months

on the new approach strategy and its impact.		
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## Appendices

None.

## Background papers

Body	Report title	Date
Council	Revenue Budget, Council Tax, Medium Term Financial Plan, and Capital Strategy 2023/24	27/2/23
Executive	Increased Residential and Supported Accommodation for Children in Our Care and Care Leavers	28/2/24
Executive	Executive Report 28 February 2024 - Increased Residential and Supported Accommodation for Children in Our Care and Care Leavers	28/2/24

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<b>MIDDLESBROUGH COUNCIL</b>	
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<b>Report of:</b>	Director of Environment and Community Services
<b>Relevant Executive Member:</b>	Executive Member for Environment and Sustainability
<b>Submitted to:</b>	Executive
<b>Date:</b>	30 April 2025
<b>Title:</b>	Scrutiny Review – Waste Management
<b>Report for:</b>	Decision
<b>Status:</b>	Public
<b>Council Plan priority:</b>	A successful and ambitious town
<b>Key decision:</b>	Yes
<b>Why:</b>	Decision(s) will have a significant impact in two or more wards
<b>Subject to call in?:</b>	Yes
<b>Why:</b>	Non-Urgent decision

<b>Executive summary</b>	
<p>The Environment Scrutiny Panel examined Waste Management in Middlesbrough, with a focus on increasing recycling rates within Middlesbrough and ensuring targets are met whilst minimising costs. They also looked at aligning with council priorities of environmental protection and financial sustainability.</p> <p>The report is attached as <b>appendix 1</b>.</p> <p>A service response to the recommendations has been developed in the form of an action plan and this is attached as <b>appendix 2</b>.</p> <p>The key recommendations are outlined in this report for consideration by Executive.</p> <p>The purpose of this report is to inform Executive of the scrutiny review into Waste Management and to set out the proposed actions of the service to address the recommendations from the report.</p> <p>Recommendations: are that Executive note the report and approve the actions set out in the action plan.</p>	

## **1. Purpose**

- 1.1 To inform members of the review undertaken by the Environment Scrutiny Panel into Waste Management which took place on 23<sup>rd</sup> October 2024.
- 1.2 To set out the services proposed actions to address the recommendations from the report. Executive approval of these actions is requested and is required as it affects more than two wards and requires approval for the outlined financial implications.

## **2. Recommendations**

### **2.1 That the Executive**

- Notes the report of the Environment Scrutiny Panel into Waste Management within Middlesbrough and the accompanying recommendations; and,
- Approves the action plan prepared by the service in response to the recommendations subject to availability of budgets and funding.
- Approve the appointment of an additional 3 environmental sustainability officers, fixed term for 2 years, funded from Transformation Programme funding from flexible use of capital receipts for a period of up to 2 years.

## **3. Rationale for the recommended decision(s)**

- 3.1 The implementation for the action plan will be to;
  - a) Align with Middlesbrough Councils net Zero Goals.
  - b) Improve Environmental health by reducing fly tipping and contamination rates which will lower environmental pollution and aiming for a healthier town.
  - c) Sustainable waste practices, transitioning to a circular model to assist with the green strategy and reduce the environmental impact.

## **4. Background and relevant information**

- 4.1 The Environment Scrutiny Panel undertook a review of Waste Management within Middlesbrough, key highlights are set out below:
  - a. National Recycling Rates.
    - England's household recycling rates have plateaued at 42-44% since 2012, below the 50% target for 2020 and the 65% target for 2035.
    - Middlesbrough's recycling rate is approximately 30%, lower than the regional average of 32.3% and far from national goals.
  - b. Waste collections in Middlesbrough.
    - Weekly residual waste collection leads to higher contamination rates (~40%) compared to fortnightly collections practiced by other councils.
    - Middlesbrough sends most waste to the Haverton Hill Energy from Waste plant, minimizing landfill use but at higher costs compared to recycling.

- c. Contamination Issues.
  - Contamination rates in kerbside recycling peaked at 37% in 2022-23, driven by improper waste disposal such as food, textiles, and household waste in recycling bins.
- d. Fortnightly collections for residual waste.
  - Aimed at aligning with best practices and improving recycling rates.
  - Adjustments made for larger households and communal waste areas of Middlesbrough.
- e. Chargeable Garden Waste collections.
  - Implemented at £40 per year with a 47% uptake, generating £915k by August 2024.
- f. Introduction of Bulky waste collection fees.
  - Fee set at £24.50 for up to 5 items to recover costs and reduce the misuse of the free service.
- g. Preparation for Food Waste collections (2026).
  - Middlesbrough has secured £1,075,994 in government funding to introduce mandatory weekly food waste collections.

4.2 Six recommendations were set out in the report with the first recommendation having two sub sections. This is set out in appendix 1 on page 38. Neighbourhood Services have set out proposed actions relating to the recommendations, and they are detailed in the action plan in appendix 2.

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

5.1 The only other option is to do nothing and continue with the current waste management arrangements. This is not recommended as it would not allow Middlesbrough Council to reduce the costs in waste disposal.

## 6. Impact(s) of the recommended decision(s)

Topic	Impact
Financial (including procurement and Social Value)	The only costings relating to this will be for additional staff members to expand the waste education team. Total cost of £149,481 per annum for up to 2 years. This will be funded from Transformation Programme funding by the flexible use of capital receipts for a period of up to 2 years.
Legal	The recommendations and associated actions do not have a specific legal impact that needs to be considered.
Risk	The proposed actions do not have any direct impact on the risk profile.
Human Rights, Public Sector Equality Duty and Community Cohesion	The proposed actions do not have any direct impact upon the human rights of individuals, the public sector equality duty or Community Cohesion.

Climate Change / Environmental	Climate change impacts on Waste management, by increasing participation and reducing contamination will assist us to achieve our Net-zero targets and our Green Strategy and contributes to the Council's priority – A Healthy Place.
Children and Young People Cared for by the Authority and Care Leavers	The proposed actions do not have any direct impact upon children and young people cared for by the authority, but by improving the environment this will contribute to the Council's priority – A Healthy Place and therefore may have a positive impact.
Data Protection	The proposed actions do not have any data protection implications.

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

Action	Responsible Officer	Deadline
Implement the service Action Plan	Director of ECS	31 <sup>st</sup> March 2026

### Appendices

1	Environment Scrutiny Report for Waste Management
2	Action plan – Waste Management Executive
3	

### Background papers

Body	Report title	Date

**Contact:** Geoff Field  
**Email:** Geoff\_field@middlesbrough.gov.uk

## MIDDLESBROUGH COUNCIL

**EXECUTIVE  
8 JANUARY 2025**

### **FINAL REPORT OF THE ENVIRONMENT SCRUTINY PANEL**

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## **AIM OF THE INVESTIGATION**

1. The aim of the investigation was to examine 'Waste Management' in Middlesbrough, focussing particularly on increasing recycling rates in Middlesbrough - ensuring targets are met whilst minimising costs.

## **COUNCIL PLAN – VISION AND PRIORITIES**

2. The scrutiny of this topic fits within the following vision and priorities of the Council Plan:-
  - A Healthy Place – Protect and improve our environment
  - Safe and Resilient Communities – Promote new ideas and initiatives
  - Delivering Best Value – Set a balanced revenue budget and MTFP restoring financial resilience and sustainability.

## **TERMS OF REFERENCE**

3. The terms of reference for the Scrutiny Panel's investigation were as follows:-
  - A) To examine the current position regarding waste and recycling collection and disposal in Middlesbrough, including performance data and targets and how these compare locally and nationally.
  - B) To explore how Middlesbrough can increase its recycling rates, and reduce residual waste, to achieve national targets whilst minimising costs.
  - C) To gain an understanding of the legal and policy framework in which the Council must operate, in terms of all types of waste collections and associated enforcement activity.
  - D) To examine the current position in Middlesbrough regarding the collection and disposal of bulky waste (junk jobs) and fly-tipped waste, including performance data and targets and how these compare locally and nationally, and, if appropriate, how this can be improved.
  - E) To consider how Middlesbrough can prepare for, and comply with, compulsory food waste collections once introduced.
  - F) To identify best practice and ideas from other local authorities that have good recycling rates.

## **BACKGROUND INFORMATION/SETTING THE SCENE**

### **Waste Management**

4. Waste Management is a general term for a range of services which includes the collection and disposal of refuse and recycling. The materials are varied and disposed of in different ways depending upon the type of waste.
5. Local authorities are required to comply with a wide range of waste and recycling legislation.
6. Waste is generated from a variety of sources across the UK, including: the public sector, commercial businesses, industry, agriculture, mining, forestry, fishing and households.
7. Local authorities have statutory duties to arrange for the collection and deposit of household waste in their area. In undertaking these duties, local authorities offer access to waste services to householders such as kerbside collections, bulky collections and household waste recycling centres (HWRC). Local authorities also have duties to arrange for collection of commercial waste from premises in their areas (if requested) and ensure highways and roads are kept clean from litter and refuse.

8. Local authorities are required to report information on the types and quantities of waste they collect through undertaking these duties and this information is reported in a web-based system called WasteDataFlow. This is the data source used to produce 'waste from households', 'household' and 'local authority collected municipal waste' (referred to as 'local authority collected waste in England') for National and UK waste statistics. All other waste generated in the UK is collected and managed by private sector companies and is, therefore, excluded from household and local authority collected municipal waste statistics. (This includes where a householder makes alternative arrangements for removing waste from their home such as private waste skips).

### **Consistency in Household and Business Recycling in England - Consultation**

9. In 2021, the Department for Environment, Food and Rural Affairs (DEFRA) opened a consultation on "Consistency in Household and Business Recycling in England", which ran for 8 weeks.
10. Increasing consistency in recycling will reduce confusion in the materials that can be collected for recycling at the kerbside. Following on from a previous consultation in 2019, this consultation detailed specific policy proposals for increasing consistency in recycling collected from households, businesses and other organisations. DEFRA asked what people thought about the materials included in each recyclable waste stream, exemptions, statutory guidance and transition timelines for local authorities and businesses and also sought views on other areas of the policy to enable recycling consistency to be implemented successfully.
11. The Government response to the consultation was published in November 2023. In summary, it outlines that it wants to make it easier to maximise use, minimise waste and to drive up recycling rates.
12. Household recycling rates in England have increased from an average of **11%** in 2000/01 to an average of **42%** in 2021/22, however, rates have plateaued in recent years at around **42% to 44%**. To address this, the Government stated it would repeal EU-derived waste collection requirements and introduce improved, simplified requirements through the Environment Act 2021.
13. The intention of the new regulations introduced by the Environment Act 2021 is to drive up recycling rates across England. The consultation took on board concerns expressed by Councils and householders regarding the risk of multiple bins cluttering the streets as it had proposed that recyclable materials should be collected individually and not co-mingled. Therefore, having assessed the highest performing Councils on recycling rates, it proposed to introduce exemptions to allow all Councils in England to offer just three waste containers (bins, boxes or bags) for: dry recycling; food waste; and residual (non-recyclable waste). This will allow Councils to provide a co-mingled recycling service – collecting all dry recycling materials together – as is the case in Middlesbrough.
14. Subject to consultation with relevant parties, the exemptions will be confirmed in regulations to ensure that no Council will be required to provide seven different bins. An optional garden waste collection will be offered to all households.
15. The new requirements will be as follows:-
- all local authorities in England must collect the same recyclable waste streams for recycling or composting from households. The recyclable waste streams include paper and card, plastic, glass, metal, food waste, and garden waste.
  - all non-household municipal premises in England (such as businesses, schools and hospitals), must make arrangements to have the same set of recyclable waste streams (with the exception of garden waste) collected for recycling or composting, and must present their waste in accordance with the arrangements.



## EVIDENCE GATHERED

### **Term of Reference A – To examine the current position regarding waste and recycling collection and disposal in Middlesbrough, including performance data and targets and how these compare locally and nationally**

#### **Local Authority Collected Waste Management – National Context**

16. On 31 January 2024, Defra<sup>1</sup> published the final annual results for local authority collected waste management for England. It covers annual final estimates for waste collected by local authorities in England and the regions based on data submitted by all local authorities in England to [WasteDataFlow](#) on the waste they collect and manage.
17. There are three main local authority waste recycling measures (and recycling rates) presented in the National and Official statistical publications and datasets which are calculated from waste collection and disposal tonnages:-
- “Waste from households” - Waste collected kerbside from Households and HWRC, bring banks, etc.
  - “Household waste” - As for Waste from Households plus waste collected via other local authority waste activities such as street cleaning, parks and grounds, street bins, etc.
  - “Local authority collected municipal waste” - As for Household plus non household waste and any commercial waste collected and managed by local authorities. (Essentially all waste collected by local authorities).
18. Waste management is a complicated matter as waste is collected from householders and businesses via different waste collection methods and is sent to facilities for storing, sorting and treatment throughout the UK prior to it being recycled or disposed of. The waste is sent to a variety of different waste facilities depending on the method of collection, type of waste and available infrastructure. Local authorities work with their contractors and the waste industry to track their waste as pragmatically as possible.

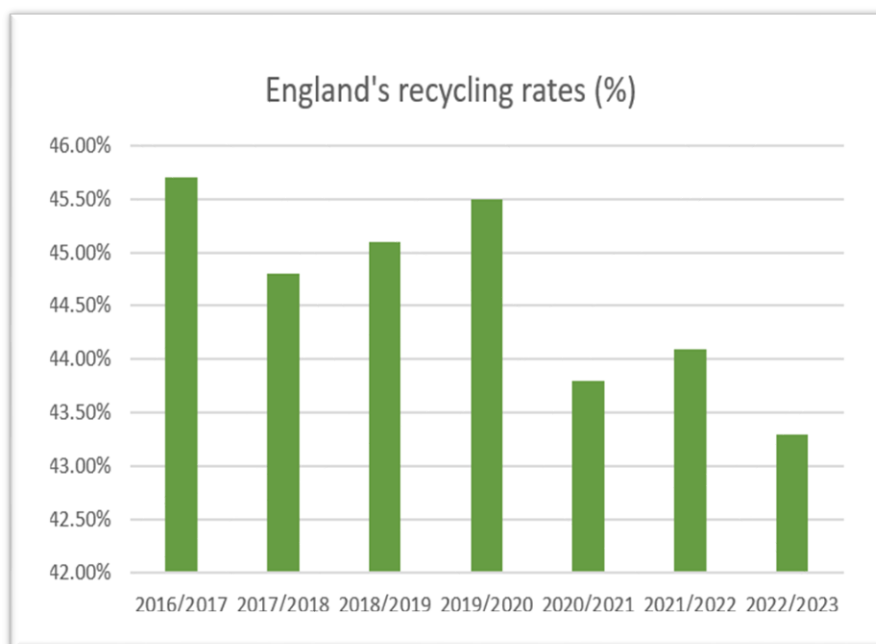
#### **Recycling – National Context**

19. In terms of recycling, the tonnage of waste ‘sent for (preparing for) reuse, recycling and composting (including anaerobic digestion)’ is that which is accepted by the re-processor. Local authorities report the tonnage of material by type (glass, paper etc) with the details of the re-processor it was sent to. At this point material will exclude any recycling rejects (for example due to contamination) that occur during collection, sorting or further treatment. Waste diverted for recycling from the residual (or ‘black bag’) waste stream by further processing is included in recycling tonnages.
20. Recycling targets set by Government were to achieve **50%** by 2020 and **65%** by 2035. In 2020, the national ‘waste from households’ (the official recycling measure used as the basis for reporting at a UK harmonized level) was **44%**, meaning that the 50% target was missed. The national 44% recycling rate had also reduced from the previous year (2019) when it was **45.5%**.

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<sup>1</sup> Defra – Local Authority Collected Waste Management – Annual Results 2022-23

21. The latest published statistics by Defra show that the recycling rate in England fell further by **0.7%** to **43.4%** in 2022/23, from **44.1%** the previous year (2021/22).



22. There was an overall decrease in 'waste from households' in England in 2022 to **21.5 million tonnes**, down **7.9%** from **23.1 million tonnes** in 2021 – with **12.1 million tonnes** of residual waste being treated in 2022, down from **12.9 million tonnes** in 2021, a decrease of **6.0%**.
23. This figure excludes local authority collected waste considered not to have come directly from households, such as street bins.
24. **5.5 million tonnes** of dry recycling was collected in England in 2022 - a decrease of **0.4 million tonnes**, or **7.1%**, from 2021. Organic waste sent for recycling also decreased by **12%** (to **3.7 million tonnes**) over the same period.
25. The table below shows the composition breakdown and recycling rate of 'Waste from Households' in England between 2018 and 2022, (thousand tonnes):-

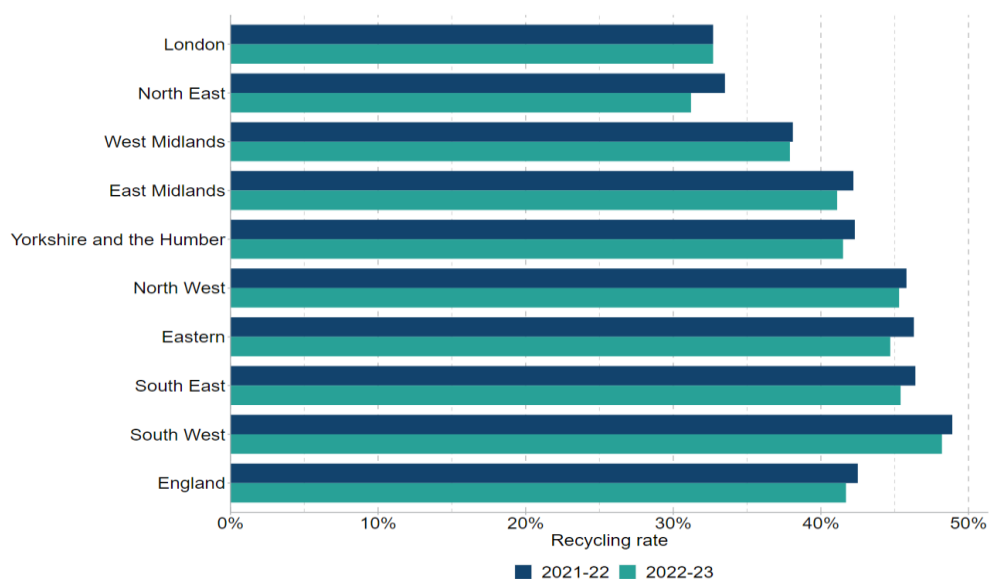
Waste type	2018	2019	2020	2021	2022	% change 2022 over 2021
<b>Total Recycling of which:</b>	<b>9,840</b>	<b>10,054</b>	<b>9,935</b>	<b>10,200</b>	<b>9,322</b>	<b>-8.6%</b>
• Dry recycling of which:	5,866	5,874	5,871	5,969	5,546	-7.1%
• IBA Metal	187	201	222	228	222	-2.6%
• Separately collected food waste	414	437	485	512	499	-2.6%

Waste type	2018	2019	2020	2021	2022	% change 2022 over 2021
• Other organics recycling	3,561	3,743	3,579	3,718	3,277	-11.9%
<b>Total Residual</b>	<b>12,160</b>	<b>11,993</b>	<b>12,616</b>	<b>12,901</b>	<b>12,125</b>	<b>-6.0%</b>
<b>Total waste from Households</b>	<b>22,033</b>	<b>22,074</b>	<b>22,586</b>	<b>23,120</b>	<b>21,466</b>	<b>-7.2%</b>
<b>Waste from households recycling rate (including IBA metal)*</b>	<b>44.7%</b>	<b>45.5%</b>	<b>44.0%</b>	<b>44.1%</b>	<b>43.4%</b>	<b>-0.7 percentage points</b>
<b>Waste from households recycling rate (excluding IBA metal)*</b>	<b>43.8%</b>	<b>44.6%</b>	<b>43.0%</b>	<b>43.1%</b>	<b>42.4%</b>	<b>-0.7 percentage points</b>

\*IBA – Incinerator bottom ash.

### Household Waste

26. Household waste is the same as waste from households *plus* waste collected via other local authority waste activities such as street cleaning, parks and grounds, street bins, gully emptying, soil and compost-like output, etc.
27. There is considerable variation across local authorities in England which is influenced by population, housing type, and the level of other organic or garden waste collected. For example, residents living in built-up areas with a higher proportion of flats and terraced properties, may find it difficult or be unwilling to store waste for recycling, and will not produce garden waste for collection. This will reduce recycling rates for these authorities. Similarly, authorities with higher recycling rates are likely to be advantaged by good householder response to recycling schemes and a higher tonnage of organic or garden waste being collected.
28. This table shows 'Household waste' recycling rates for England and regions, 2021/22 and 2022/23.



29. It can be seen that the South West region had the highest rate 'household waste' recycling rate in 2022/23 at **48.2%**. The North East had the lowest 'household waste' recycling rate in 2022/23 at **31.2%**.
30. All regions had decreases in their recycling rates, except for London which remained unchanged. The North East region had the largest decrease of **2.3%**.

#### Local Authority Collected Waste

31. Local authority collected waste consists of 'household waste', *plus* non-household waste and any commercial waste collected and managed by local authorities. It is, essentially, all waste collected by local authorities.
32. Total local authority managed waste in 2022/23 was **24.5 million tonnes**, down by **1.6 million tonnes** (6.0%) from 2021/22.
33. In 2022/23, **1.8 million tonnes**, or **7.2%**, of all local authority collected waste was disposed of via landfill. This was a decrease of **16% (0.3 tonnes)** from the previous year.
34. In 2022/23, **49.1%** of all local authority waste was incinerated. This was a total of **12.1 million tonnes**, and a decrease of **0.3 million tonnes (2.8 %)** from 2021/22.
35. The amount of local authority collected waste sent for recycling in 2022/23 was **10 million tonnes**, down **0.8 million tonnes** from 2021/22. Waste sent for recycling comprised **40.7%** of all local authority waste, a decrease of **0.8%** from 2021/22.

#### Waste Collection and Disposal in Middlesbrough

##### Residual Waste – Current Arrangements

36. Middlesbrough's household residual waste is collected on a weekly basis, with the majority of households using a smaller 140 litre wheeled bin. Initially, the provision of smaller residual waste bins, combined with the provision of a full-sized (240 litre) wheeled bin for recycling, had seen a jump in recycling rates from around 25% to 33%. This had reduced and plateaued at around 30%.
37. Middlesbrough is one of a few local authorities in England that currently carries out weekly collections, with the majority now being fortnightly. In Wales, 11 of its 22 local authorities now carry out residual waste collections on a three-weekly cycle, with one authority carrying out collections on a monthly basis.
38. A proportion of Middlesbrough's households did not have wheeled bins due to being terraced properties. An alternative system was in place whereby residents either shared communal waste bins or used black refuse sacks or clear plastic bags for recycling collection systems. There are approximately 15,000 homes on back alley collections.
39. Middlesbrough's household residual waste is currently disposed of at the Haverton Hill Incinerator, or Energy from Waste Plant (EfW) operated by Suez. Three other Tees Valley local authorities- Stockton, Redcar and Cleveland and Hartlepool – also use this facility. Consequently, Middlesbrough sends very little waste to landfill.
40. Residual waste disposal costs are considerably higher than those for recycling waste disposal and this is set to rise, placing significant budgetary pressures on the Council's finances.

41. The Government has set ambitious national waste targets and by 2035 appropriate measures must be in place to ensure:-
- The preparation for reuse and recycling of municipal waste is increased to a minimum of 65% (by weight).
  - The amount of municipal waste sent to landfill is reduced to 10%, or less, by weight, of the total amount generated. (Middlesbrough already meets this target easily).
42. The following table shows the tonnage of household waste collected in Middlesbrough and other North East Councils from 2018/19 up to 2022/23. Middlesbrough collected an average of **63,771.58 tonnes** of household waste for the period 2018-2023. This is below the regional average of **75,820.50 tonnes**.

Authority	Tonnage HH Waste Collected (Waste Data Flow)						Average 2018-2023
	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24 (Qtr 1)	
Darlington Borough Council	43,193.57	43,666.53	48,231.99	46,203.07	44,718.98	No Data at Present	45,202.83
Gateshead MBC	86,960.32	86,910.60	90,663.26	90,004.95	85,593.94	24,416.70	88,026.61
Hartlepool Borough Council	39,765.64	38,817.67	38,575.71	39,552.21	36,989.25	9,920.19	38,740.10
Middlesbrough Borough Council	61,863.53	63,061.73	64,608.10	64,433.14	64,891.42	17,712.77	63,771.58
Newcastle-upon-Tyne City Council MBC	108,592.67	110,612.35	114,226.91	110,679.85	106,007.02	No Data at Present	110,023.76
North Tyneside Council	85,860.90	85,256.56	93,088.82	89,955.44	82,974.95	23,269.68	87,427.33
Redcar and Cleveland Borough Council	56,747.46	55,919.77	60,591.83	57,865.98	53,790.38	15,925.82	56,983.08
South Tyneside MBC	65,702.55	66,790.92	73,581.04	66,859.03	62,336.35	17,094.17	67,053.98
Stockton-on-Tees Borough Council	82,501.73	84,035.77	91,751.49	88,049.51	83,058.92	23,694.09	85,879.48
Sunderland City Council	113,003.97	113,613.11	120,116.67	117,816.04	110,931.34	32,089.41	115,096.23
<b>Average</b>	<b>74,419.23</b>	<b>74,868.50</b>	<b>79,543.58</b>	<b>77,141.92</b>	<b>73,129.26</b>	<b>20,515.35</b>	<b>75,820.50</b>

#### Recyclable Waste (Dry recycling) – Current Arrangements

43. Recyclable waste is collected at the kerbside on a fortnightly basis in Middlesbrough. Residents are provided with a 240 litre wheeled bin and, as collection of materials is co-mingled, there is no requirement for residents to pre-sort materials prior to collection.
44. There are some exceptions to the wheeled bin kerbside recycling collection scheme, such as terraced properties with back alleys, however, recycling can be placed in clear plastic sacks for collection on the allocated days.
45. The materials collected, known as 'dry recycling' comprise of: paper, cardboard, plastic, metal and glass.
46. Recyclable waste is disposed of at various sites, depending upon the material. For example, Middlesbrough's dry recycling is disposed of via Cumbria Waste's recycling plant in South Bank. Items such as furniture, mattresses and electrical goods must all be disposed of separately at different sites in accordance with relevant legislation, where applicable.
47. Three Members of the Scrutiny Panel undertook a site visit to Cumbria Waste on 19 December 2023 and reported back in relation to the processes undertaken at the plant and how useful and powerful it had been to witness what happens to our recycling first-hand.
48. Middlesbrough collects around **10,000 tonnes** via kerbside recycling collection per annum. This equates to a recycling rate of **30 to 33%** (following the removal of contaminated recycate). Recycling rates from areas with communal bins in alleyways is generally poor.

49. In terms of Middlesbrough's North East neighbours, Redcar and Cleveland Council currently has the best recycling rates of the Tees Valley Councils at approximately **38.7%**, however, this has fallen from more than **40%**. Stockton Council has the lowest recycling rate of approximately **24-25%** and also operates weekly residual waste collections. This tends to support the theory that in general, and on a national basis, there appears to be a correlation between weekly residual waste bin collections and poorer recycling rates.
50. Middlesbrough also has high contamination rates of **40% and above**. Contaminated recycling waste is redirected to the incinerator for which the Council must effectively pay disposal costs twice, plus transport costs.
51. The tables below show the amounts of Household Collected Waste sent for re-use, recycling or composting for Middlesbrough and other North East Councils from 2018/19 up to 2022/23 in tonnages, with the second table showing the amounts as percentages.

Authority	Tonnage HH waste sent for Reuse, Recycling or Composting (Waste Data Flow)						Average 2018-2023
	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24 (Qtr 1)	
Darlington Borough Council	17,195.98	17,812.02	16,949.27	14,968.05	14,182.80	No Data at Present	16,221.62
Gateshead MBC	27,485.85	27,795.04	29,239.80	28,561.12	27,137.75	9,287.61	28,043.91
Hartlepool Borough Council	12,921.85	13,217.08	11,625.35	12,892.90	11,115.72	2,982.14	12,354.58
Middlesbrough Borough Council	20,718.27	19,964.92	18,447.74	19,169.47	14,989.51	5,572.15	18,657.98
Newcastle-upon-Tyne City Council MBC	41,129.40	44,513.07	46,346.71	40,605.25	27,152.81	No Data at Present	39,949.45
North Tyneside Council	29,497.88	31,468.59	33,712.77	31,621.15	26,574.92	8,921.63	30,575.06
Redcar and Cleveland Borough Council	21,836.90	22,520.73	22,594.01	22,076.91	16,265.53	5,646.91	21,058.81
South Tyneside MBC	20,199.17	21,378.52	22,649.14	21,641.04	19,333.41	6,302.95	21,040.25
Stockton-on-Tees Borough Council	21,797.57	22,265.03	22,297.35	22,591.68	20,890.15	6,837.45	21,968.36
Sunderland City Council	30,671.97	31,040.94	33,746.19	35,146.24	33,453.40	10,549.32	32,811.75
<b>Average</b>	<b>24,345.48</b>	<b>25,197.59</b>	<b>25,760.83</b>	<b>24,927.38</b>	<b>21,109.60</b>	<b>7,012.52</b>	<b>24,268.18</b>

Authority	Percentage HH waste sent for Reuse, Recycling or Composting (Waste Data Flow)						Average 2018-2023
	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24 (Qtr 1)	
Darlington Borough Council	39.8%	40.8%	35.1%	32.4%	31.7%	No Data at Present	36.0%
Gateshead MBC	31.6%	32.0%	32.3%	31.7%	31.7%	38.0%	31.9%
Hartlepool Borough Council	32.5%	34.0%	30.1%	32.6%	30.1%	30.1%	31.9%
Middlesbrough Borough Council	33.5%	31.7%	28.6%	29.8%	23.1%	31.5%	29.3%
Newcastle-upon-Tyne City Council MBC	37.9%	40.2%	40.6%	36.7%	25.6%	No Data at Present	36.2%
North Tyneside Council	34.4%	36.9%	36.2%	35.2%	32.0%	38.3%	34.9%
Redcar and Cleveland Borough Council	38.5%	40.3%	37.3%	38.2%	30.2%	35.5%	36.9%
South Tyneside MBC	30.7%	32.0%	30.8%	32.4%	31.0%	36.9%	31.4%
Stockton-on-Tees Borough Council	26.4%	26.5%	24.3%	25.7%	25.2%	28.9%	25.6%
Sunderland City Council	27.1%	27.3%	28.1%	29.8%	30.2%	32.9%	28.5%
<b>Average</b>	<b>33.2%</b>	<b>34.2%</b>	<b>32.3%</b>	<b>32.4%</b>	<b>29.1%</b>	<b>34.0%</b>	<b>32.3%</b>

National Recycling Targets were 50% by 2020 and currently is 65% by 2035

In 2020, the 'waste from households' recycling rate was 44.0%, meaning that the 50% target has not been met and also down from 45.5% in 2019

52. Household waste sent for reuse, recycling or composting (from WasteDataFlow), shows that **Middlesbrough** sent an **average of 18,657.98 tonnes** between 2018 and 2023. This equates to **29.3%**. The **regional average** for the same period is **24,268.18 tonnes**, equating to **32.3%**.
53. Middlesbrough's recycling figure had declined from **19,169.47 tonnes** in 2021/22 to **14,989.51 tonnes** in 2022/23 and the Panel heard that part of the reason for this was due to moving to a new recycling contractor but that the previous issues experienced had been resolved. Similarly, Redcar

and Cleveland Council's recycling figures had reduced from 22,076.91 tonnes in 2021/22 to 16,265.53 in 2022/23 and used the same contractor.

54. It can be seen from the figures for the first quarter of 2023/24 that Middlesbrough's recycling rate is **5,572.15 tonnes** and Redcar's figure is **5,646.91 tonnes** for the same period – equating to **31.5%** and **35.5%** respectively.
55. It can also be seen that most local authorities' recycling rates had reduced post-Covid. Middlesbrough's recycling rates are around the regional average, however, none of the North East local authorities are meeting the current government target of 50%.
56. The data below shows a breakdown of recycling materials collected in the kerbside recycling collections from 2018-19 to 2022-23 in Middlesbrough (in tonnes). Materials collected in the scheme are: glass, paper, mixed paper and card, mixed plastic bottles, steel cans and aluminium cans. The category of 'non-target recycle' refers to materials not included in the recycling contract, in other words not on the specified list of recyclable materials for residents to recycle at the kerbside, but materials that residents have put into their recycling bins, for example electrical items, which the Council must then try to have recycled by the contractor. This accounts for around 1 or 2% of Middlesbrough's kerbside recycling tonnages each year.

Material	Target Material	Kerbside Dry Recycling Tonnages									
		2018-2019		2019-2020		2020-2021		2021-2022		2022-2023	
Glass	Target	2,638.070	27%	2,632.550	26%	3,337.000	27%	2,936.500	25%	2,099.605	21%
Paper	Target	2,612.380	26%	2,196.220	22%	2,363.470	19%	3,350.550	28%	1,277.241	13%
Mixed Paper & Card	Target	868.560	9%	1,289.520	13%	1,427.870	12%	616.410	5%	1,384.150	14%
Mixed Plastic Bottles	Target	1,242.740	13%	1,308.570	13%	1,085.130	9%	1,388.690	12%	898.750	9%
Steel Cans	Target	160.180	2%	327.800	3%	309.720	3%	458.000	4%	280.124	3%
Aluminium Cans	Target	175.610	2%	236.720	2%	200.520	2%	177.330	2%	232.963	2%
Non Target Recyclate	Non Target	101.590	1%	152.750	2%	196.180	2%	32.020	0%	253.494	2%
Contamination	Contamination	2,107.880	21%	2,011.430	20%	3,441.322	28%	2,822.310	24%	3,726.503	37%
<b>Total</b>		<b>9,907.010</b>	<b>100%</b>	<b>10,155.560</b>	<b>100%</b>	<b>12,361.212</b>	<b>100%</b>	<b>11,781.810</b>	<b>100%</b>	<b>10,152.830</b>	<b>100%</b>

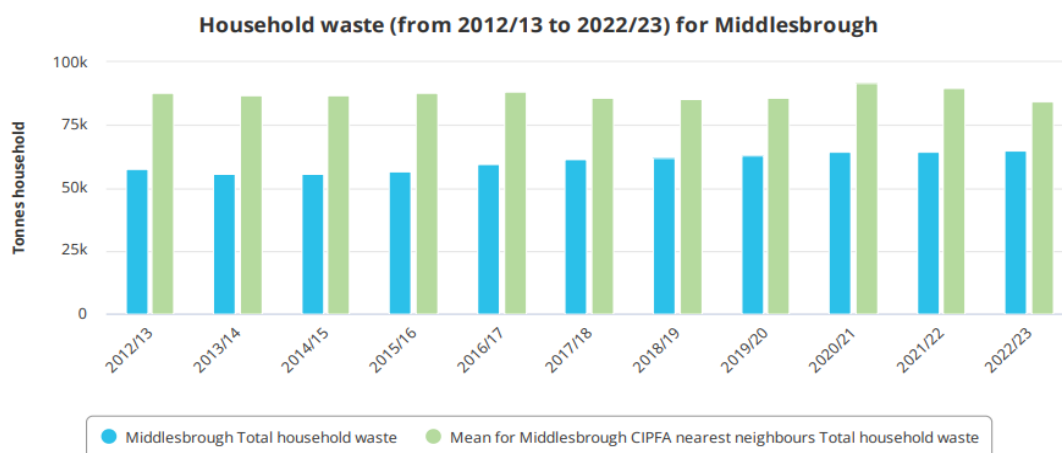
57. In 2022-23 contaminated recycling was at a five-year high in Middlesbrough, with **3,726.503 tonnes (37%)** being contaminated, compared with **2,011.430 tonnes (20%)** in 2019-20 – the lowest contamination figure during the five-year period 2018-19 to 2022-23. Frequent contaminants include: food, textiles/clothing, nappies, WEEE (eg electrical equipment, vapes) and bagged household waste.
58. Once collected from the kerbside, the materials are transported to the recycling facility and passed through a Materials Recycling Facility (MRF). The MRF comprises a manual sorting/picking of the materials where any contaminants are removed. The materials are then passed through several automated sorting machines which separate the co-mingled materials into the major recyclates - such as paper, card, steel cans, aluminium cans and plastics.
59. Once separated, the recycling contractor - Cumbrian Waste Management – returns the materials back into the manufacturing stream via the commodities market.
60. In terms of tackling contaminated recycling, Environment Services has a targeted approach to address areas where high levels of contamination exist. Where a recycling bin is found to contain

a contaminant, it is usual practice for the bin not to be emptied and reported by the Refuse Team Leader to the Environmental Enforcement Team. A sticker is placed on the bin stating that it will not be emptied due to being contaminated. Residents can request a contact from the Environment Sustainability Manager for further explanation/clarification and the surrounding vicinity is usually letter-dropped to educate residents in relation to recycling where several bins are found to be contaminated.

61. Barriers preventing people from recycling ranged from residents choosing not to recycle; general uncertainty around what could and could not be recycled; possible lack of information in languages other than English; current weekly collection of residual waste and side waste; possible limited enforcement in some areas.

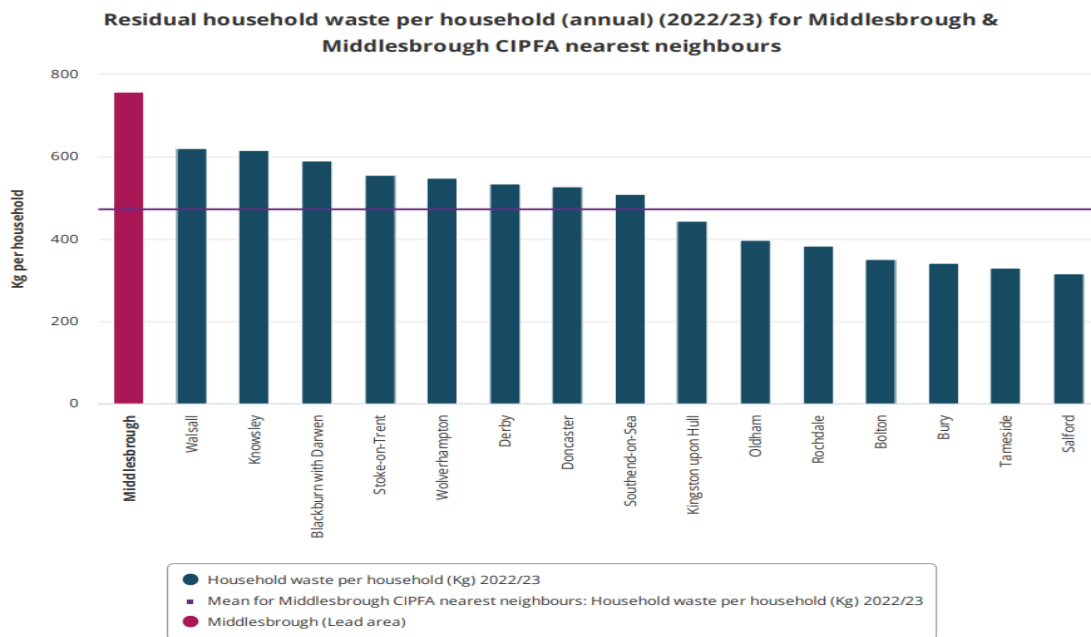
#### Comparison of Middlesbrough's Key Performance Data with nearest Cipfa Neighbours

62. Members were keen to see how Middlesbrough's key performance data compared to its nearest Cipfa neighbours. For the purpose of Waste Management and Recycling, Middlesbrough's nearest Cipfa neighbours are: Blackburn with Darwen, Bolton, Bury, Derby, Doncaster, Kingston-upon-Hull, Knowsley, Oldham, Rochdale, Salford, Southend-on-Sea, Stoke-on-Trent, Tameside, Walsall and Wolverhampton.
63. In 2022/23, Middlesbrough collected **64,891 tonnes** of Household waste – this includes waste collected from households plus street bins, sweepings etc. This was a 0.7% increase on the previous year and compared with a 6.4% decrease for England.

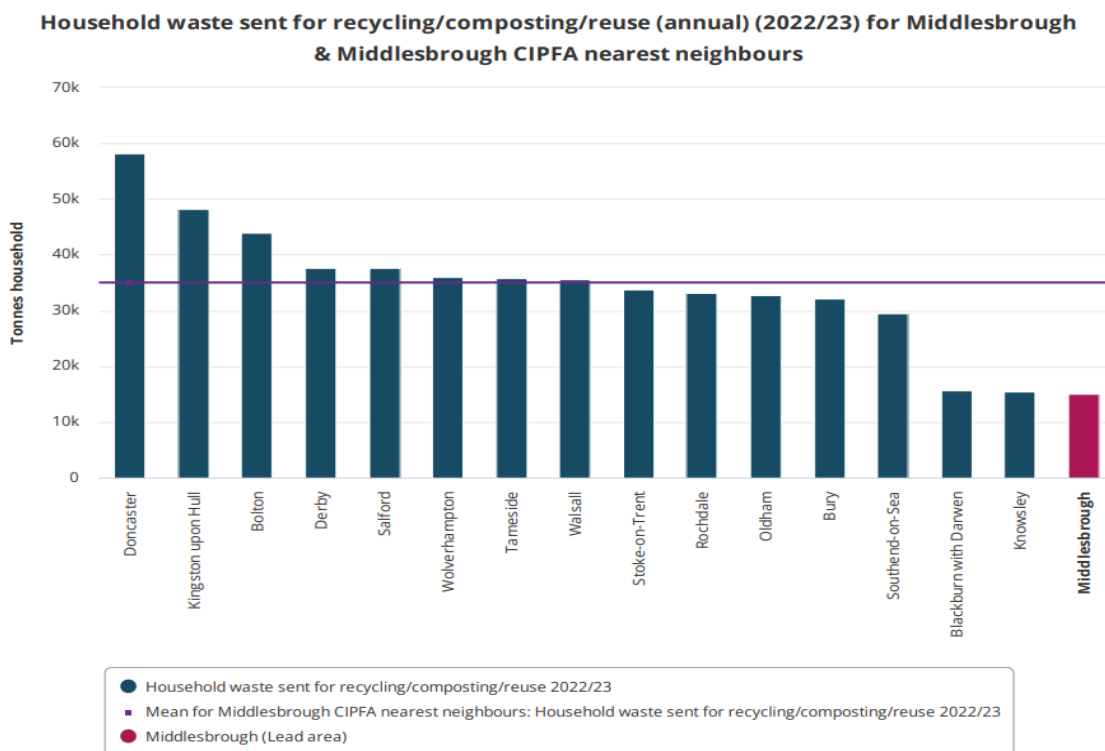


64. In 2022/23<sup>2</sup>, Middlesbrough collected the equivalent of **759.10kg** of residual waste per household in 2022/23, this had increased from **702kg** per household in 2021/22. This compared to an average of 471.47kg for Middlesbrough's nearest Cipfa neighbours and 508.80kg England average.

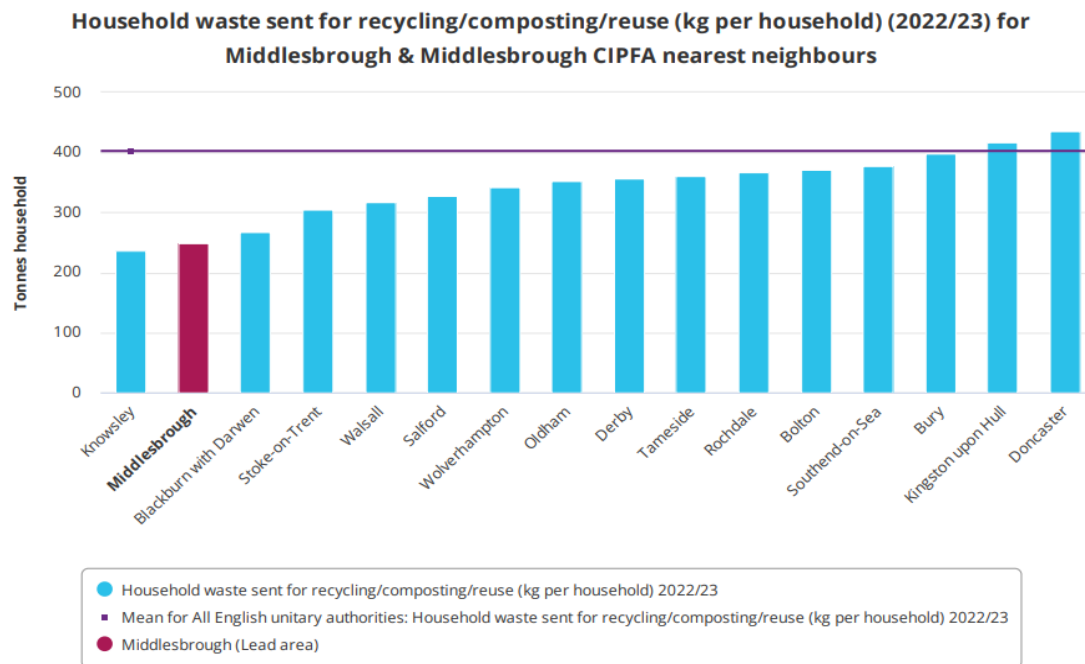
<sup>2</sup> LG Inform/DEFRA March 2024



65. In Middlesbrough, **14,990 tonnes**, or **23.10%** of all household waste, was sent for reuse, recycling or composting down from **29.80%** in 2021/22. This compares to an average of **41.47%** for Middlesbrough CIPFA nearest neighbours and **41.70%** for England.



66. Per household, an average of **270kg** of household waste was sent for recycling, composting or reuse across Middlesbrough. This is below the CIPFA nearest neighbours' average of 368kg per household. Within the group of Middlesbrough's CIPFA nearest neighbours, Knowsley had the lowest figure of 235kg per household and Doncaster had the highest with 436kg per household.



67. **21.18%** (4,028 tonnes) of all household waste sent for reuse, recycling or composting in Middlesbrough was rejected/contaminated in 2022/23. This was up by **274 tonnes** from the previous year and compares to an average of **6.69%** for Middlesbrough's CIPFA nearest neighbours and **6.55%** for England.
68. **8.80%** of Middlesbrough's household waste (**49,902 tonnes**) was sent to landfill in 2022/23. This was up by **3.30%** from 2021/22. In comparison, **9.54%** of household waste was sent to landfill for Middlesbrough's CIPFA nearest neighbours and **7.30%** for England.

#### Disposal Costs

69. Waste disposal costs for residual waste sent to the incinerator are significantly higher than costs for reuse, recycling or composting. The table below shows the costs for the various waste disposal streams in Middlesbrough between 2018 and 2023 and the associated gate fees. The gate fee is a charge levied upon a given quantity of waste received at a waste processing facility. It can be seen that residual waste disposal costs have steadily increased over the last five years and this is set to almost double for 2024/25.

Processor / Disposal Facility	Gates Fees					
	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24
<b>SUEZ - Main Waste Disposal</b>						
Energy from Waste	£54.09	£55.92	£57.63	£58.71	£66.36	£72.56
Landfill Rate	£114.81	£117.85	£121.30	£124.22	£128.37	£135.99
<b>Green Waste</b>						
Scott Bros	£20.00	£20.00	£20.00	£20.00	£28.00	£28.00
Compost UK (formerly A&E Thompson)	£18.75	£18.75	£17.50	£18.75	£18.75	£18.75
<b>Dry Recycling</b>	£29.00	£29.18	£48.77 Ave	£78.90	£14.07 Ave	£48.60 Ave
Recycling Contractor	Biffa	Wards	Wards	Regen	CWM	CWM
		Compound Gate Fee Rates				
Waste Stream	Yearly Costs					
	2018-19	2019-20	2020-21	2021-22	2022-23	
<b>SUEZ - Main Waste Disposal</b>	£2,373,938	£2,533,182	£2,916,351	£2,578,081	£3,020,990	
<b>Green Waste</b>	£127,562	£125,794	£126,329	£142,379	£164,546	
<b>Dry Recycling</b>	£282,051	£296,337	£662,285	£1,038,918	£131,446	
Recycling Contractor	Biffa	Biffa/Wards	Wards	Regen	CWM	

70. In Middlesbrough, the gate fees for waste disposal are charged by the tonne, as deposited. At the energy from waste plant, where all residual waste is disposed of, vehicles are weighed on the weighbridge upon entering the site. Where contaminated waste is recovered from the recycling facility, it is returned to the residual waste stream and then incurs a secondary charge as it must be disposed of with residual waste. In terms of costs for disposal of recyclable materials, the Council pays a net rate to the recycling contractor who sells the materials on for reuse in manufacturing.

#### Green Waste (Garden Waste) – Current Arrangements

71. Green waste, or garden waste, is also collected fortnightly from the kerbside from April to September, then once monthly in October and November. Residents are provided with a 240 litre wheeled bin, again with the exception of those properties without gardens.
72. Middlesbrough collects approximately **6,800 tonnes** of green waste per annum which is disposed of for composting. This has the lowest disposal cost of all the waste streams.

## UPDATE

73. Following the receipt of evidence in relation to the waste management scrutiny topic, the Council's budget proposals for the 2024/25 financial year in relation to the Environment Scrutiny Panel's remit, were presented to the Panel for discussion and comment.
74. Comments were subsequently fed into the budget consultation process. The proposals relevant to the Panel's review of Waste Management were agreed by Full Council on 8 March 2024 as part of the budget setting process. Details are provided below.

### Introduction of Fortnightly Residual Waste Collections

75. The proposal to introduce fortnightly residual waste collections in Middlesbrough, which was subsequently implemented at the start of August 2024, brings Middlesbrough Council in line with the vast majority of other councils and supports efforts to improve recycling rates.
76. The Waste Service has experienced significant budget pressures in 2023/24, (£1.0m Quarter 3 forecast Outturn), this is primarily due to a combination of household behaviour regarding recycling and the rising cost of residual waste disposal.
77. As mentioned at paragraphs 69 – 70 above, there is a significant cost to disposing of waste incorrectly. The cost of disposing of recycled waste (average disposal rate **£53.01 per tonne**) is much lower than the cost of residual waste (average disposal rate **£72.56 per tonne**). Residual waste placed 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**). This additional cost is avoidable if residents work together with the Council and comply with guidance on segregating household waste.
78. Fortnightly collections were implemented in conjunction with a communication and education plan to ensure residents are supported in their move to the new system. Based on the experiences of other authorities, it is not expected that this proposal will result in a significant increase in fly-tipping.
79. Following consultation, the proposed implementation plan was amended to include adjustments for those households requiring a larger waste bin: - families of three or more, rather than four or more, can request a 240 litre wheeled bin. Following a proposal from Councillors, families of two will be able to purchase an additional 140 litre wheeled bin, at a one-off cost of £40.
80. The Council continues to provide assisted bin collections for those who meet the necessary thresholds and areas with communal bins or residents who are only served by black sack collection as they are not accessible for wheeled bin collections, will continue on weekly collections.

### Introduction of Charging for Green Waste Collections

81. The collection of green waste is not a statutory requirement and is a discretionary service which many councils already charge for. The service is optional and new brown 240 litre bins were only supplied to those residents wishing to opt in to the service once the annual subscription was paid.
82. Free disposal continues to be available to those wishing to use the Household Waste and Recycling Centre.

83. The new service (now implemented) operates fortnightly collections from the first week in April until the end of November. The proposal is in line with green waste services compared to neighbouring authorities.
84. The cost of the service is £40 per year, with one bin supplied. Additional bins can be requested for and additional £20 per bin thereafter.

#### Charging for bulky waste collections

85. It was also proposed to introduce a fully chargeable bulky waste collection service. Information on the current service operated in Middlesbrough is contained in the report, starting at paragraph 151.
86. Whilst the proposal was approved as part of the budget setting process, the fully chargeable service is not yet operational due to required changes to IT systems which are ongoing.

#### **Update on the Implementation of the Chargeable Green Waste Collection Service**

87. Following the implementation of the new chargeable green waste collection service, the Scrutiny Panel called an additional meeting, on 20 May 2024, to receive an update in relation to the roll-out of the new green waste bins, following a number of complaints and concerns raised by residents in relation to the collection of old green waste bins; the delivery of new brown waste bins; provision of bin collection calendars and commencement of the collection service.
88. Information shared at the meeting is contained below:-
89. At the time of the additional meeting, it had been 40 working days since the commencement of the new green waste service new bin roll-out and the following had taken place:-
- Movement of 45,518 bins in Middlesbrough.
  - Total of 19,897 new brown garden waste bins delivered.
  - Total of 25,621 old green 'diamond' waste bins collected and dismantled for recycling.
  - 41% garden waste subscriptions reached – double the estimated figure.
  - Income target had reached £790,000. \*by August 2024, this had increased to £915,820, with a take up rate of almost 47%.
90. The roll-out of the new bins and implementation needed to be swift due to time constraints between the proposals being approved as part of the Council's budget-setting process on 8 March 2024, and being ready to commence green waste collections in April. As such the timeline was as follows:-

#### March 2024:

- Council approval for bin roll-out
- Briefing session for Members held
- Training for hub staff in order to assist residents
- Work with IT to launch system for ordering bins, stickers, etc.

#### April 2024

- Deliveries of new garden waste bins commenced first week in April.
- Communication advising residents of forthcoming arrangements disseminated. This included an example of the leaflet residents could expect to receive with a picture of the bin with the word 'Monday' on it. Unfortunately, many residents had assumed this meant that their old bin would

be collected the following Monday and led to a lot of confusion regarding collections. Lessons have been learnt from this going forward.

- Four briefing sessions held, both in person and on-line, to keep Members up to date.
- The new garden waste subscription service commenced.
- Collection of old garden waste bins (green, 'Diamond') commenced.
- On-line bin collection calendars launched. An issue was experienced whereby the software used did not pull through around 15% of addresses leading to incorrect or no calendars being displayed. This was a national issue with the software company which has now been resolved, however, the issues did not come to light until 14 May.

#### May 2024

- As mentioned, due to an IT glitch outside of the Council's control, around 1,300 orders for bins were not fulfilled on time, however, they were delivered by 12 May.
- Due to demand for the new garden waste service far exceeding initial expectations, an additional 12,000 garden waste bins were ordered.
- As a result of the excess demand and queries, the Council's Contact Centre became overwhelmed, therefore, a small, secondary contact centre was established at Resolution House to deal specifically with bin orders and queries.

91. In order to renew subscriptions next year, residents who previously signed up for the service would be sent an email informing them that subscription renewal is open. This would allow the opportunity for residents not to renew as well as new subscribers to sign up for the service.

92. At the start of May there were 14,000 bins in stock, based on the estimated take up rate of 20% (around 9,300 bins). This figure was based on take up at other Councils, including Hartlepool and Darlington, in their first year of offering this service. It also considered meeting additional requests for second bins/late take up. As of 20 May, the take up rate was **41%** (just over 20,000 bins, including second bins).

93. Some of the concerns and complaints in relation to the roll-out of the new service included:-

- Many people, particularly older people, did not have access to, or were able to use, the internet and could not find out when their old bins were due to be collected and had not received a leaflet informing them of the date of collection. It was acknowledged that there had been an over-reliance on digital communications. Whilst the paper leaflet delivered to residents contained all the required information, it did not pass the 'glance test'. At first glance, people had looked at the graphic - depicting a wheeled bin with the word 'Monday' - and assumed that their old bins were being collected the following Monday, without fully reading the information.
- Some residents, despite subscribing to the new service and being issued with a new bin, had not had their bins emptied. This was due to the backlog of new bins being distributed and old bins being collected. The service ran fortnightly from April to November, therefore, residents who had subscribed to the service this year would receive two additional collections in March 2025.
- Difficulties in accessing on-line bin calendars are currently being examined with the aim of providing access to calendars on the Council's website without needing to set up an account.

- In relation to the procurement processes for the purchase of the bins, a UK Company had challenged the Council stating that it could have supplied the bins at a lower cost, however, it did not meet the criteria specified. Local authorities commonly use procurement organisations to source bulk purchasing and shorten the procurement selection process. A procurement exercise was undertaken and the specification in relation to the type of bins the Council wished to purchase was included. The specification stated bins must be better-quality and robust, microchipped, etched with the Council's recycling information. Schaffer was the Company that was able to deliver on all the requirements and was selected on that basis and became the successful bidder. At the end of this process the Council must issue a Notice and this was overlooked in error but was subsequently rectified. Additionally, each bin is microchipped and chip-readers, usually costing £1,000 each, were supplied as part of the process free of charge. In summary the correct processes were followed.

#### Fortnightly Collections

94. At the same meeting, the Panel received information regarding the roll out of additional and/or larger waste bins in preparation for fortnightly collections due to commence in July.
95. A total of 30,000, 240 litre black bins had been purchased to be provided, upon request, to residents meeting the eligibility criteria for larger capacity residual waste bins once fortnightly collections commenced. The figure is based assumes half of Middlesbrough's households will request a larger bin. As of May 2024, 11,937 larger capacity bins had been requested but that figure is expected to rise following further communications. There were also 494 requests for additional 140 litre (small) black bins.
96. All bins being issued contain an embedded microchip assigned to each household and this information is stored centrally within the Service.
97. Delivery of the larger capacity bins would commence in June and those that had requested one would be sent a yellow bin transfer sticker, containing their address and a reference number. The sticker needed to be placed on the lid of the smaller bin and crews would empty the bin and take it away at the same time they delivered the new larger bin.
98. For residents who had purchased an additional small 140 litre bin, they would be issued with a red authorised additional bin sticker which should be placed on the second bin allowing staff to clearly identify those who had purchased an additional bin.
99. Communal bins will remain on weekly collections and a replacement and refurbishment programme for communal bins across the town. The Council will also commence reissuing of plastic sacks to residents in those areas. This will be rolled out after fortnightly collections has commenced.
100. The additional resources placed in the Contact Centre to create a dedicated 'bin line' will remain in place for at least the next six months to deal with queries specifically relating to bins.

#### Residual Waste Disposal – Future Arrangements

101. The current residual waste disposal contract is due to end in 2025/26. In 2020 it was announced that seven north east Councils (Middlesbrough, Stockton, Redcar and Cleveland, Hartlepool, Darlington, Durham and Newcastle) were to join forces to plan to build a new Energy from Waste (EfW) facility with a 450,000 tonne per annum capacity. A site has been earmarked for the new development and a joint procurement exercise is ongoing to secure a contractor to build and operate the facility.

102. **Update** – On 16 August 2024, the Evening Gazette published an article<sup>3</sup> stating that the new facility would not be operational until 2029. The project has fallen behind schedule following halting of the procurement process due to opposition by environmental campaigners.
103. The £300 million facility, overseen by the partnership of councils, faced uncertainty around what date it could be connected to the National Grid due to a current lack of transmission network capacity.
104. Following an evaluation of the tenders submitted by two short-listed operators, the procurement process has restarted after receipt of two viable connection offers earlier in the year.
105. It is now anticipated that final tenders will be received by the end of 2024, with a preferred tender appointed in 2025 and the facility becoming fully operational in 2029.

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<sup>3</sup> [https://www.gazettelive.co.uk/news/teesside-news/delay-means-planned-facility-burning-29749588?utm\\_source=linkCopy&utm\\_medium=social&utm\\_campaign=sharebar](https://www.gazettelive.co.uk/news/teesside-news/delay-means-planned-facility-burning-29749588?utm_source=linkCopy&utm_medium=social&utm_campaign=sharebar)

**TERM OF REFERENCE B - To explore how Middlesbrough can increase its recycling rates, and reduce residual waste, to achieve national targets whilst minimising costs**

106. At a strategic level, a Joint Waste Management Strategy for the Tees Valley, 2020-2035, sets out the joint approach to the sustainable management of waste within the Tees Valley and prioritises actions up to 2035. It provides the framework for how the Tees Valley councils will work towards reducing the amount of waste produced, to recycle as much material as possible and find the most sustainable solution to deal with any waste that remains.
107. It is acknowledged that whilst there will always be a small minority of people who will not recycle, many people who currently do not recycle are genuinely unsure of what they can and cannot recycle and require a little guidance. This could be as simple as turning the usual message around to tell people what can **not** be recycled.
108. Middlesbrough Council's Environmental Sustainability Manager works with a range of services, groups and individuals to encourage recycling and to target areas with low recycling rates and/or high levels of contaminated recycling, including:-
- Cumbria Waste Recycling Plant – weekly sampling of the recycling materials being deposited which assists in determining which areas or wards within Middlesbrough require targeted letter drops to provide advice on recycling.
  - Marketing and Communications Team - posting on social media to promote recycling and provide advice on the materials that should not be recycled.
  - Refuse Crews – checking bins, engaging with residents, and explaining why bins were being checked and providing advice on recycling.
  - Eco groups and Schools – attending assemblies to engage children in recycling and litter prevention.
  - 'Wash and squash' roadshows - delivered in community hubs, bus station, local shopping centres.
109. There are plans for the Environmental Sustainability Manager to travel to various locations to spread the message regarding the importance of recycling. It is hoped the project will help to maximise engagement with the public in multiple locations on a regular basis and will also target areas with low recycling rates. The overall aim is to make recycling the 'social norm'. Engaging with the public is recognised as being key to increasing recycling rates and minimising contamination.
110. Volunteers at Climate Action Middlesbrough currently provide an additional resource to assist with some of the more time-consuming tasks such as checking bins with the refuse crews, placing bin stickers on those that are contaminated, liaising with the driver to record the bin numbers, etc.
111. Current practice regarding contaminated waste is to place a sticker on the bin to notify the resident it would not be emptied due to contamination. The resident is then issued with a letter and leaflet explaining why their bin had not been emptied and what the next steps were. Residents can request a visit from the Environmental Sustainability Manager if they wished.
112. In conjunction with experts in the field, Environment Services is currently developing a plan aimed at implementing fresh ideas to prompt behavioural change to promote recycling and minimise waste. This plan will engage with residents and be rolled out throughout 2024.

113. As green waste is a significant contributor to the amount of recycling collected, it is acknowledged that certain Wards within Middlesbrough will struggle to achieve high recycling rates as many properties do not have gardens. However, some Wards with low recycling rates often have areas or particular streets within the Ward that have good recycling rates.
114. Examples of collaborative working between Environmental Enforcement, refuse crews, the Environmental Sustainability Manager and residents were provided to the Panel, illustrating how this has helped to turn around specific areas with high recycling contamination rates to reduce contamination rates and increase recycling.

#### BORO DOUGHNUT

115. As part of its review, the Panel received evidence from Community Interest Company, Boro Doughnut, which was launched in November 2023.
116. Boro Doughnut's aim is to build a thriving Middlesbrough through positive collaboration based on Doughnut Economics. The Doughnut Economics Action Lab (DEAL) Community is made up of like-minded people exploring the ideas of Doughnut Economics and pioneering ways to put ideas into practice. It includes educators, policy makers, community members, businesses, artists, academics, designers and economists. The DEAL community offers common sources of inspiration and tools to apply to each individual's context, some created by the DEAL team but mostly created by members of the DEAL community.
117. Its mission is to connect people to take urgent action to meet the needs of all people within the means of one planet living by protecting the environment. To date, it has connected with local communities to create an edible forest garden in Berwick Hills and an NHS allotment site, in addition to hosting various arts and community events to promote its message.
118. Research undertaken with Teesside University looked at how the people of Middlesbrough thrived across areas such as education, work, health, community, political voice and culture, in order to ascertain the current environmental state of Middlesbrough.
119. In the context of waste management, Boro Doughnut has undertaken litter picking within communities with Boro Champions who are doing excellent work. It has also undertaken research in the TS1 areas, speaking to residents, waste collectors, officers from thirteen housing and Council officers to find out what is happening on the ground. The aim is to ensure everyone works together to improve the area as responsibility falls to everyone.
120. Boro Doughnut uses continuous improvement methodology and root cause analysis to learn lessons from past initiatives in which the same problems kept reoccurring; to learn from other towns as to how to take out the root cause of the problem and start enabling sustainable initiatives and to ensure all people, and the environment, benefits from collecting actual outcome evidence.
121. It identified several root causes of littering and fly-tipping in the TS1 area, using root cause analysis, and provided the following possible solutions:-
- Lack of integration and inclusion efforts – increase spaces and opportunities for integration.
  - Language barrier/poor literacy level of residents not taken into consideration – improve communication that takes into account language barrier and literacy levels.

- Population density increase not considered in design – implement long term plan for provision that was fit for purpose.
  - Lack of monitoring actual outcomes and implications of rules – monitor progress of actual outcome (eg cleanliness of alleyway) and evaluate current rules and policies.
122. Boro Doughnut indicated a willingness to collaborate with Middlesbrough Council, as well as other key partners and residents, to promote improved waste management across the town, particularly through increasing recycling rates and minimising contamination and non-recyclable waste.
123. Boro Doughnut currently works alongside Teesside University, Thirteen Housing and community volunteers using creative ways, such as through art, to spread the message regarding recycling and protecting the environment. It links into the Middlesbrough Voluntary Development Agency (MVDA) which holds a database of volunteers and groups. There are currently around 880 community organisations in Middlesbrough with MVDA acting as a hub to contact groups with a view to working together.

**TERM OF REFERENCE C) - To gain an understanding of the legal and policy framework in which the Council must operate, in terms of all types of waste collections and associated enforcement activity**

**Legislative Framework**

124. In England and Wales, two tier local authorities (such as cities and districts) are obliged by law to provide a domestic waste collection service to households, while county councils must handle its disposal. Unitary authorities, such as Middlesbrough, must undertake **both**. These duties are laid out in the [Environmental Protection Act \(EPA\) 1990](#).<sup>4</sup>
125. Councils can require occupiers of premises to present their household waste for collection in a specified way under the EPA. However, councils' powers to enforce this were scaled back in England in March 2015 by the Deregulation Act which downgrades failure to comply with any notice from a criminal to a civil offence.
126. Like businesses, local authorities have a Duty of Care to handle waste responsibly and have a range of other responsibilities which specifically relate to municipal waste.

**'Simpler Recycling' Reforms**

127. In October 2023, the Government announced Simpler Recycling in England and announced responses to in May 2024<sup>5</sup> detailing decisions regarding the reforms.
128. In summary, Simpler Recycling in England requires that all non-household municipal premises, including businesses, hospitals, and schools, must start collecting the same materials by 31st March 2025. Households must comply by 31st March 2026, while micro-firms (with fewer than 10 full-time employees) have until 31st March 2027, to meet the requirements.
129. Simpler Recycling will be implemented as follows:
  - By **31<sup>st</sup> March 2025**, businesses, and non-domestic premises (except micro-firms), will be required to recycle all recyclable waste streams: metal, glass, plastic, paper, card, and food waste (excluding garden waste and plastic film).
  - By **31<sup>st</sup> March 2026**, local authorities will be required to collect all six recyclable waste streams (excluding plastic film), from all households. Local authorities must collect food waste weekly (except where a transitional arrangement applies, affected local authorities will have a later implementation date set in regulations).
  - By **31<sup>st</sup> March 2027**, micro-firms (businesses and non-domestic premises with less than 10 full-time equivalent employees) will be required to recycle all recyclable waste streams (excluding garden waste). Plastic film collections from all households, businesses and non-domestic premises will also begin.
130. Parliamentary approval is awaited after which final statutory guidance will be published. This legislation complements regulations for Extended Producer Responsibility for packaging and the Deposit Return Scheme for drink containers, forming a comprehensive set of collection and packaging reforms. With the implementation of these policies and their intended aims, the cost of recycling should decrease. This will be achieved through the introduction of better materials into the market, increased collection volumes, and higher collection rates of higher quality materials.

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<sup>4</sup> Gov.uk

<sup>5</sup> Gov.uk – Government consultations – consistency in household & business recycling in England – Outcome & responses

131. To support the rollout of weekly food waste collections across England, Defra is providing up to £295 million in capital funding for additional bins and vehicles. Additional resource funding will be available from 2024/25 to assist local authorities in transitioning to these weekly collections, with ongoing support from 1 April 2026.
132. Simpler Recycling is a crucial step toward achieving the 25-Year Environment Plan goal of eliminating avoidable waste by 2050. It will contribute to the target of recycling 65% of municipal waste by 2035, result in significant carbon savings, and support net zero objectives.

### Environmental Enforcement

133. As part of the Government's Anti-Social Behaviour Action Plan<sup>6</sup>, there have been recent changes in legislation to increase Fixed Penalty fines. This includes:-
- The maximum amount those who are caught fly-tipping can be fined will increase from £400 to £1,000.
  - The maximum amount those who are caught littering or graffitiing can be fined will increase from £150 to £500.
  - The maximum amount those who breach their household waste duty of care can be fined will increase from £400 to £600.
134. In Middlesbrough, approval by the Executive was given to a new structure of fees and charges which includes fly-tippers being fined up to **£1,000** (increased from £400) and fines for littering increased to up to **£500**, previously £80.
135. It is anticipated that an increase in the fixed penalty amounts will play a role in the decrease of prosecutions, however, fines must be proportionate to the offence.
136. The Council had invested in the creation of a 'flying squad', to help tackle environmental offences. This involved the co-location of environment services and community safety staff, under the management of the Operational Community Safety Manager.
137. The creation of a dedicated team for environmental enforcement ensures that matters, such as fly-tipping, can be investigated quickly and has brought about a significant increase in enforcement activity and consequences for offenders. The number of prosecutions for serious cases of fly-tipping has increased and resulted in major improvements in tackling fly-tipping.
138. Fly-tipping is a criminal offence, not a civil matter. In more serious or persistent cases it is not appropriate to issue a fixed penalty notice.
139. Between 2017 and 2020 there were three prosecutions in Middlesbrough for environmental offences.
140. In 2021-2022 this increased to **63** fixed penalties notices or Court proceedings in relation to environmental offences.
141. Between April to December 2023, there were **52** Fixed Penalty Notices/Court proceedings.

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<sup>6</sup> Gov.UK – Anti-social Behaviour Action Plan

142. Presentation of waste (for example, bins being left out for collection on the wrong day, leaving side waste, etc), has been decriminalised, however, it is the biggest issue reported to the environmental enforcement team. Between April and December 2023, **400** Section 46 warning notices, **160** second (follow up) letters and **five** fixed penalty notices were issued in respect of this matter. These actions relate purely to how the bin(s) was presented and not in relation to its contents. Prior to 2018, fines could be issued in respect of this, but it is no longer an option.
143. The current collection rate of FPNs in Middlesbrough is around 70%, meaning that the majority of fines are paid. Middlesbrough is the leading local authority in the Tees Valley for enforcement action taken in relation to environmental offences.
144. In terms of prosecutions, the cost to the Council, per matter, is approximately £225 plus officers' time. Even when the Council is successful in prosecuting, it does not always recoup the cost of taking the offender to Court and the sanctions taken are imposed by the Court and out of the Council's control.
145. Whilst all monies received via a fixed penalty notice are retained by the Council, the most appropriate and proportionate course of action must be taken in all cases and criminal proceedings remains the most appropriate action for serious offences (such as dumping of asbestos). Investigations for criminal proceedings are very time intensive and can take up to 18 months for cases to reach Court as the burden of proof must meet the criminal standard.
146. Recently, a vehicle used to commit one of the worst cases of fly-tipping ever seen in Middlesbrough, was seized through a Forfeiture Order and had been repurposed and was being used by the flying squad. The vehicle now displays a clear, highly visible message, warning would-be fly-tippers that fly-tipping is a crime and the Council is watching.



147. In this particular case, 60,000 tonnes of household and building rubbish was dumped by the perpetrator – who charged people between £120 and £150 to take away their waste, but then dumped it illegally. The rubbish included asbestos, fridges and 30 mattresses, and cost the Council more than £14,000 to clear.
148. Parts of Middlesbrough have terraced properties with alleyways which are cleansed on a five-day cycle with one regime for all alleys, however, the Council is exploring the implementation of a revised system as refuse collection and cleansing are currently fragmented. There are complexities around

alleyways in terms of ownership as some are owned by the Council and others are owned by the adjacent properties which can appear to lead to discrepancies in cleansing.

149. Fly-tipping is a frequent issue in many alleyways and in some identified 'hot spot' areas cameras were installed to capture perpetrators. Some individuals caught on camera do not live in the immediate vicinity and have been known to travel from outside the area for the purpose of fly-tipping.
150. One of the biggest problems in relation to fly-tipping is unlicensed waste carriers. These tend to be individuals with a van who charge people to take away their rubbish, but then dump it illegally. Where illegal dumping is identified and traced back to the resident, the resident - as well as the illegal waste carrier – can be prosecuted. Residents can be fined up to £600 for using illegal waste carriers.
151. **Update** - Since evidence was received by the Panel, there have been several articles featured in Teesside Live (Evening Gazette)<sup>7</sup>, highlighting the scourge of fly-tipping in Middlesbrough. To show the scale of the problem, several examples are included below:-
152. Fly-tipping is a particular problem across Newport and North Ormesby wards where there is a high proportion of alleyways. In April 2024, a staggering **25 tonnes** of fly-tipped rubbish was cleared from Middlesbrough's alleyways in just two days.
153. In May 2024, **eight tonnes** of household waste was dumped in an alleyway in central Middlesbrough, just seven days after it had been deep cleaned.
154. In July 2024, approximately **nine tonnes** of household and business waste was dumped in a central Middlesbrough alleyway just nine days after it had been deep cleaned. As a result, six operatives from the Environmental Services Team spent more than a full morning clearing up the alleyway.



155. Since the implementation of the new fees and charges structure, the Council's Environmental Enforcement Team has issued **46** high level fixed penalty notices – ranging from **£300** for littering offences to **£800** for fly-tipping. In addition, since the start of 2024, **25** individuals have been hit with fines of up to **£800** for fly-tipping, and three prosecutions resulting in convictions at court.
156. The Council also led the case against an individual who received a suspended prison sentence for dumping a staggering **61 tonnes** of rubbish in Brambles Farm. The Team has also seized **116**

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<sup>7</sup> Teesside Live – articles: April to July 2024

abandoned/illegal vehicles between January and June 2024, of which 68 were disposed of and one vehicle used for fly-tipping was crushed.

**TERM OF REFERENCE D - To examine the current position in Middlesbrough regarding the collection and disposal of bulky waste (junk jobs) and fly-tipped waste, including performance data and targets and how these compare locally and nationally, and, if appropriate, how this can be improved**

**Bulky Waste Collections**

157. Bulky waste collections are not a statutory requirement, and it is the responsibility of the individual to dispose of their bulky waste items correctly. Various options are available in Middlesbrough, such as taking the items to the HWRC at Haverton Hill or through a licensed waste carrier.
158. However, Middlesbrough Council operates a bulky waste collection service (sometimes referred to as 'junk jobs') for Middlesbrough residents for waste that does not fit inside a residential wheeled bin.
159. Examples of bulky waste items include: furniture, such as beds and sofas; electrical items and white goods, such as TVs, washing machines, microwaves, fridges, freezers.
160. There is currently a two-tier service in operation. One service is free of charge with a wait time of up to 12 weeks during peak times. The other service is known as the premium bulky waste collection service and is a paid for service ensuring a quicker collection time. Wait times for the premium service can vary but are, on average, up to three weeks. During periods of low take up this time is one week.
161. The charges for the premium services are as follows:-
- £22.50 for up to 5 items
  - £45.00 for up to 10 items
  - £67.50 for up to 15 items
- (With all prices being dependent on weight)
162. The current charges were set several years ago, approved by Full Council and following consultation. Fees and charges are generally based on comparisons with neighbouring authorities. In addition, the weight of the items to be disposed of and sorting to be sent to various disposal streams is taken into account, hence the increase in cost the more items there are to dispose of as it incurs greater waste disposal costs.
163. In terms of its cost-effectiveness, the service generated approximately £22,000 last year (2022/23), however, it costs around £128,000 per annum to provide the service.
164. The number of bookings and requests for Middlesbrough's bulky waste service is comparable with the other Tees Valley local authorities, however, Middlesbrough is the only authority in the Tees Valley currently operating a free of charge service.
165. For both bulky waste and premium bulky waste collections, residents are provided with a collection date and advice on how to present the items for collection. Items should be placed at the front of the property by 7.00am on collection day.
166. Separate collections are arranged for electrical and non-electrical items due to environmental legislation and the use of different vehicles to collect such items. There is currently a schedule for collections of electrical and non-electrical items on specific days in the South and West and North and East areas of the town.

167. Mattresses require a further separate collection, currently undertaken every fortnight on Mondays (except Bank Holidays) and must be collected alone with no other bulky waste items. A maximum of three mattresses per property is permitted. This is a popular service and up to 50 mattresses are collected each time.
168. Full details are requested regarding the items to be collected at the point the resident makes the booking and this determines the collection date(s) for the items depending on what they are. Most bookings are for furniture items, electrical goods and mattresses.
169. **Update** - Following the receipt of the above evidence, budget proposals – relevant to the Panel's remit – were shared with Members. An update in relation to the proposals is contained at paragraph 73 the report and in relation to charging for bulky waste collections in particular starting at paragraph **85**. The proposal is to introduce a charge of £24.50 for up to five items.
170. The Service Area did not anticipate the charges would have an adverse impact on the use of the bulky waste service or in relation to fly-tipping. The service had previously incurred a charge for collections prior to the free service being introduced which had always operated successfully. In addition, advice is provided to residents when they book bulky waste collections as to whether any of the items could be donated to charities, such as FRADE, where possible.

#### Collection of Fly-Tipped Waste

171. A report produced by 'Lovejunk'<sup>8</sup>, an online marketplace which connects householders and businesses to verified waste collectors who are licensed by the Environment Agency, highlighted that in 2023 there were **1,082,673** fly-tipping incidents in England. This was similar to the previous year's (2022) figure of **1,091,019** incidents. The national average rate of fly-tipping was 19 incidents for every 1,000 residents.
172. Councils with the highest rates of fly tipping are all located in London: City of London (276), Westminster (145), Camden (144), Hackney (105) and Brent (102). Councils with the lowest rates were Scilly Isles (0), Oadby and Wigston (0), Amber Valley (1), Ryedale (2) and Craven (2).
173. It reports that in 2022-23, 1,665 fly-tipping incidents were prosecuted, this equates to a 1 in 500 prosecution rate. 181 (59%) Councils did not make any prosecutions for fly-tipping, despite suffering a total of 502,708 fly-tips between them. Of the prosecutions undertaken, only 1% (21) of offenders received a custodial sentence.
174. A total of **73,316** FPNs were issued by local authorities in relation to fly-tipping – an issue rate of 7% of all fly-tipping incidents.
175. 14% of Councils did not issue any FPNs for fly-tipping, despite suffering 44,291 incidents between them. Of the FPNs that were issued, only 13% were paid, meaning less than 1% of all fly-tipping incidents resulted in a local authority fine being paid.
176. The cost to the public for fly-tipping was almost **£82,688,203** – or the equivalent of £76 per fly-tip incident. This means that local authorities in England spent around **£64 million** clearing fly-tipped waste (an average of £59 per incident). An additional **£19 million** was spent by local authorities on actions to catch and punish fly-tip perpetrators (an average of £17 per incident).

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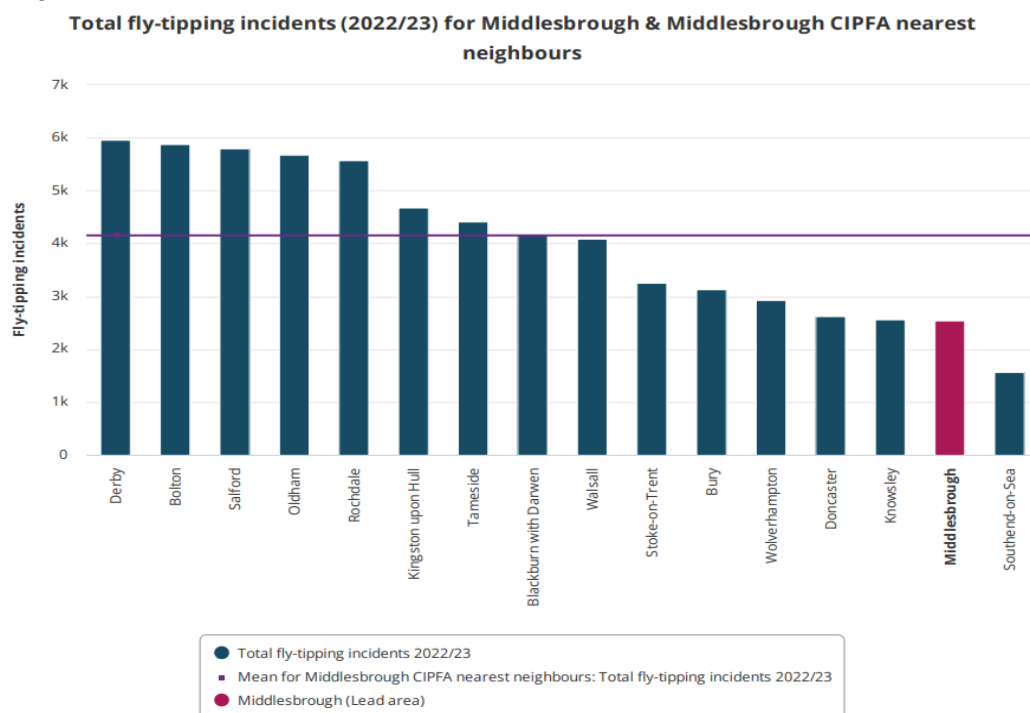
<sup>8</sup> Lovejunk Fly-tipping report 2024 ([www.lovejunk.com](http://www.lovejunk.com))

177. In the Tees Valley, fly-tipping statistics for England March 2022 to April 2023<sup>9</sup> are as follows:-

Local Authority	Total Fly-tipping incidents	FPNs issued
Middlesbrough	2,553	72
Hartlepool	1,995	36
Redcar and Cleveland	6,945	123
Stockton on Tees	1,741	3
Darlington	3,191	7

178. In 2022-23, Redcar and Cleveland Council dealt with the highest number of fly-tipping incidents in the Tees Valley with 6,945 incidents, however, this had fallen from 8,617 incidents (19%) for the previous year.

179. The chart below shows how Middlesbrough's fly-tipping incidents compares to its nearest CIPFA neighbours in 2022/23.



180. In Middlesbrough, the Environmental Enforcement Team, comprised a Senior Warden; seven Environmental Wardens and six Area Care Operatives, and is co-located within the Neighbourhood Safety and Street Warden Service. The Team is responsible for clearing and investigating fly-tipping using a 'sort it not report it' approach.

181. As well as focussing on fly-tipping, the Team's other duties included:-

- waste presentation (how bins/waste was presented for collection).
- checks on commercial businesses to ensure they had the correct waste disposal arrangements in place (the Council was able to prosecute if this was not the case).

<sup>9</sup> DEFRA – Fly-tipping statistics for England – March 2024

- Abandoned vehicles (untaxed vehicles could be seized).
- Stray dogs (not dangerous dogs)
- Littering
- Enforcement of Public Spaces Protection Orders (PSPOs) (currently in place for the TS1 area).
- Fly-posting (illegal advertising).

182. The Team has a range of tools and powers available to them, depending on the issue being investigated, including: provision of advice and/or guidance; issuing informal or formal warnings; issuing fixed penalty notices; prosecution. The Council's Enforcement Policy is in the process of being updated.
183. The Team works closely with the Council's Legal Service to ensure the most appropriate course of action for each situation is used, particularly when dealing with criminal matter to ensure the standard for evidence is met. Members were notified that the Council's Enforcement Policy was in the process of being updated.

**TERM OF REFERENCE E - To consider how Middlesbrough can prepare for, and comply with, compulsory food waste collections once introduced**

184. More than **10 million tonnes** of food is wasted in the UK every year with much of this being sent to landfill.
185. Food waste contributes to climate change in two ways – through releasing gases (such as methane) as it breaks down in landfill; and through waste of the energy and resources needed to produce wasted food.
186. In 2021 and 2022, it was estimated that the greenhouse gas emissions associated with wasted food and drink in the UK accounted for approximately 18 million tonnes of CO2 equivalent.
187. In England, there are currently no mandatory requirements for local authorities to collect food waste from households, however, the UK Government intends to introduce consistency in household and business recycling in England which will include a separate food waste stream. As part of its 'Simpler Recycling Plan', local authorities will be required to offer a weekly collection of food waste from households. This will apply from 31 March 2025 for non-household premises and from **31 March 2026 for households**.
188. Currently, around 50% of waste collection authorities offer a food waste collection service. This means that approximately 160 English local authorities will need to design and launch collection services by March 2026.



\*Example of food caddy waste container

189. In March 2024, the Department for Environment, Food and Rural Affairs (DEFRA) announced up to £295 million capital funding to support Local Authorities in England to introduce weekly food waste collections by 31 March 2026.
190. The funding will cover new food waste containers for homes and specialist collection vehicles and is targeted at local authorities that have yet to fully implement food waste collection services.
191. Middlesbrough Council does not currently operate a food waste collection service and has been allocated £930,834 of funding<sup>10</sup>, by the Government, for this purpose. Plans are being drawn up as to how this will look but have not yet been shared with Members.
192. In anticipation of the introduction of compulsory food waste collections in 2026, as part of ongoing education initiatives, the Environmental Sustainability Manager is able to offer practical advice on

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<sup>10</sup> DEFRA Food waste collection grant determination 2024 (published 25/04/24)

meal planning and budgeting so that buying only food that is needed can help to reduce food waste in the first instance.

## **TERM OF REFERENCE F - To identify best practice and ideas from other local authorities that have good recycling rates**

### **Global Recycling League Table**

193. In May 2024, the 'Global Recycling League Table: Phase One Report'<sup>11</sup> was published by Eunomia Research Consulting in conjunction with Reloop, the Welsh Government, the Can Manufacturers Institute, TOMRA Recycling, and the International Aluminium Institute, to coincide with World Environment Day.
194. The report examines the recycling performance of 48 countries, including the countries that report the highest recycling rates and many of the world's largest economies. The study also includes lower income countries in Latin America, Asia and Africa, to highlight global disparities.
195. The report compares countries' recycling rates on a like-for-like basis with focus on 'municipal waste' recycling rates in line with the definition used by the EU. (Municipal waste is household waste and waste from other sources that are similar in nature and composition to household waste).
196. Of the 48 countries that were studied, Wales was named the second-best country for recycling. England was 11<sup>th</sup> and Scotland 15<sup>th</sup>.



### **Recycling in Wales**

197. Wales has placed particular focus on improving recycling rates in recent decades, with initiatives including the setting of statutory targets for local councils and asking all households to separate out their food waste. High recycling rates have resulted in some councils moving to monthly residual waste collections.
198. The Welsh Government puts the average recycling rate at **66%**, with Pembrokeshire and Swansea recycling **72%** of collected waste.
199. The average 66% recycling rate across Wales equates to around **£102 million** saved by recycling waste as opposed to disposal and avoided **394,000 tonnes** of CO2 emissions<sup>12</sup>.
200. The Welsh Government is aiming for Wales to recycle, reuse or compost 70% of its waste by 2025 and to become a 'zero waste nation' by 2050.

<sup>11</sup> Global recycling league table Phase One Report – Eunomia Research & Consulting & Reloop

<sup>12</sup> [Welsh local authority recycling data | My Recycling Wales](#)



### Pembrokeshire County Council, Wales - Share, Repair, Reuse Network

201. As mentioned, Pembrokeshire County Council achieved a recycling rate of 70% in 2022/23. It operates a weekly collection of food waste and recyclable materials from the kerbside, but interestingly, there are five separate recycling receptacles that residents must use having pre-sorted their own recycling. There is a blue box for paper only, a green box for glass only, a blue bag for cardboard and brown paper, a red bag for tins, aluminium and plastics, and a separate food waste caddy. Residual waste is collected on a three-weekly basis and uses black sacks rather than wheeled bins.
202. Pembrokeshire County Council's launched its 'Share, Repair and Reuse Network' in 2021. The network includes repair cafes, with individual specialisms, a library of things in Haverfordwest, and re-manufacture workshops that take, repair, upcycle and sell unwanted objects to support local charities.
203. The repair network includes training and workshops, providing skills training and job opportunities for residents and people who face barriers to work. The council works in close partnership with employment charities. The scheme enables people to access lower-cost solutions and has raised awareness of the benefits of a circular economy.
204. Developing a digital platform as well as considering the location of facilities has been key to community uptake and inclusion. Working in partnerships and using a proven business model that combines income and non-income-generating elements have also contributed to making the network a success.

### Recycling in England

205. Having been named 11<sup>th</sup> in the Global League Table for Recycling, the average recycling rate in England is **43%** (2022/23, latest figures available), with the North East region having the lowest rate of recycling at **31.2%**.

### South Oxfordshire District Council

206. In 2022/23 South Oxfordshire District Council was the best local authority in England for recycling, with a rate of **61.6%**. It was second in 2021/22 with a rate of 62.7%.
207. South Oxfordshire operates fortnightly residual waste and recyclable waste collections (alternative weeks) and a weekly food waste collection service. It also provides an optional fortnightly green waste collection service which operates from mid-April to early November and is currently charged at £69 for the year for those wishing to subscribe.
208. Garden waste is recycled outside using a process called Open Windrow and the end product is sold to local farmers. Only garden waste collected from the Council's brown bins is accepted and no packaging (not even compostable packaging) is permitted as it would pose a potential litter issue due to the process taking place outdoors.
209. The council's website contains useful information regarding the materials that can and cannot be recycled, tips for reducing and reusing waste and what happens to collected recycling materials.

### Three Rivers District Council - Boosting Recycling Services

210. In 2019/20, Three Rivers District Council in Hertfordshire recycled 64.1% of its waste – the highest recycling rate in England at that time. The Council attributes the high rate to several factors: co-operation with neighbouring councils, effective communication and community engagement, and a wide range of recycling services.

211. The amount of waste disposed of in general waste bins has reduced, which is linked to logistical practices – weekly collections of recycling and food waste and a reduction to fortnightly collections of general waste. The council also offers services for specialist waste items, collecting textiles and offering a reusable nappy discount scheme. Assisted collection services enable older residents and people with disabilities to recycle more waste and engage with schemes, increasing the accessibility of services.
212. Three Rivers focuses on education ahead of punitive measures, from addressing contamination issues, to delivering talks in the community and at schools. The council's local plan also encourages waste minimisation through planning – developers are encouraged to build recycling infrastructure into applications.
213. Three Rivers was again best local authority in England for recycling in 2021/22, with a recycling rate of 63.7%, and second in 2022/23 with a rate of 61.5%.

#### New Technologies – Smart Bins

214. Smart bins are waste containers with an intelligent system that provides detailed insight into the amount and types of waste inside the bin. They can help maximise space for public rubbish and optimise waste collection services in busy locations like shopping centres, airports, schools, and hospitals.
215. Smart bins work by using various technology such as integrated fill-level sensors, image recognition, robotic technology and real-time monitoring and analytical software which respectively recognise when an item is deposited, identify and segregate different waste streams and allow waste management services to streamline their collection schedules to save time and fuel for collection vehicles.
216. Many smart bins also have an environmentally friendly compactor that allows them to house up to eight times more waste and avoid overflowing. The compactor is solar-power operated and compresses the waste, meaning fewer bins are needed to collect the same amount of rubbish.
217. The bins also have intelligent safety sensors to stop compaction if movement is detected, such as a hand for example, preventing accidental injuries. They can also identify fires, alert the monitoring station, and even extinguish flames to lighten the load on local fire brigades.

#### Advantages

218. Smart bins can be a real asset to busy town/city centres and other high-traffic areas by offering:-
- A compaction system to maximise the capacity of the container.
  - No overflowing bins, significantly improving public hygiene (no unpleasant smells, attracting pests, etc.).
  - Optimised routes for waste collection services. Waste is only collected when the bin is full, which means less emissions, fuel use, workforce time, and traffic congestion.
  - An intuitive dashboard helps operators track diversion rates, spot trends, and make strategic decisions.

#### Disadvantages

219. While smart bins offer some effective ways to improve the collection and disposal of waste, challenges still remain, such as:-
- Dependence on technology — Any components that fail (e.g., the connectivity or sensors) can disrupt the waste management process. Data security concerns can also arise if it's not managed correctly.

- The cost of smart bins is still off-putting for many businesses and organisations. This relates to the upfront cost of implementation and subsequent maintenance costs.
- Smart bins could reduce the need for manual waste management, increasing unemployment for unskilled workers.
- Lack of versatility — Smart containers are only practical for locations with high footfall and substantial waste production.

220. Smart bins were first used in the UK in 2011. A number of local authorities in England have trialled and/or installed smart bins, including:-

- Basildon
- Bath
- Bradford
- Bournemouth
- Cheshire West and Chester
- Colchester
- Essex
- Greenwich
- Harlow
- Harrogate
- Lambeth
- Lincoln
- Liverpool
- Manchester
- Sutton
- Wirral

221. Below are some examples of smart bin use by randomly selected Councils following some desktop research.

#### Liverpool City Council

222. In August 2024, Liverpool City Council announced that it will trial new solar-powered smart bins that aim to reduce the number of times they need to be emptied.



223. The bins work by using sensor technology which triggers a compactor to crush the litter down once the bins are close to being full – sending a signal to the waste depot when the bins are close to capacity. Liverpool Council said that this technology allows the bins to take up to 100% more litter than standard bins.

224. To start the trial, 20 bins will be installed at several key locations across the city.

- 225. The trial forms part of a new £2.5 million plan adopted by Liverpool City Council aiming to tackle litter and fly tipping and to improve satisfaction levels for cleansing from 39% closer to the national average of 61%.
- 226. The plan also includes a new environment and anti-social behaviour taskforce supported by a new external enforcement provider.
- 227. The council said that it will also seek to increase fixed penalty notices to the maximum level permitted under new legislation – for litter, fly tipping and other environmental offences i.e. graffiti and dog fouling. A new CCTV system will be used to identify and prosecute fly-tippers.

#### Sutton Council

- 228. Sutton has more than 1,000 public litter bins and ensuring they are not overflowing was a challenge as it was not possible to empty them daily due to cost and the impact of collection vehicles on the carbon footprint.
- 229. Smart bins were trialled in 2019 and 2020, falling into two main categories – solar-powered compactor bins and existing or new bins were fitted with fill level sensors which provided continuous monitoring to make bin emptying as efficient as possible.
- 230. In 2019 Sutton trialled smart bins in the High Street. 21 standard litter bins were replaced with 10 'compactor smart bins'. These squash the litter to fit more in and report remotely on fill levels. The results were impressive. During the first four weeks of the trial:-
  - A. 43,949 litres of waste was collected
  - B. there was a 90% reduction in collections
  - C. levels of street cleanliness were not affected
  - D. the street scene was improved and decluttered

## **CONCLUSIONS**

231. Based on the information provided throughout the investigation, the Panel's conclusions are as follows:-

- A) The Panel found that, in 2022/23, Middlesbrough had one of the highest rates of local authority collected waste; household waste; and household waste per person amongst its local, regional and nearest Cipfa neighbours. The amount of residual waste collected by Middlesbrough in 2022/23 has increased from the previous year and is above the regional and national average.
- B) The percentage of household waste sent for reuse, recycling and composting in Middlesbrough in 2022/23 has reduced from the previous year and is below the regional, nearest Cipfa neighbours and national average. A reduction in recycling rates in Middlesbrough is also due to the amount of waste sent for reuse, recycling and composting that is contaminated. This is significantly higher in Middlesbrough than the regional, nearest Cipfa neighbours and national average. Locally, Middlesbrough and Stockton have the highest rates of residual waste, per person, and poorest recycling rates. Both councils operated a weekly residual waste collection service which supports the theory that, in general, weekly residual waste collections result in poorer recycling rates, however, Middlesbrough moved to a fortnightly collection model in August 2024.
- C) The Panel recognises the significant financial pressures under which the Council is placed and notes the cost of residual waste disposal has increased year on year. With delays in the procurement of the new energy from waste facility, it is anticipated that gate fees are set to double by 2026, meaning that it is crucial to reduce the amount of residual waste being sent for disposal to reduce disposal costs. The cost of disposing of recyclable materials through the various streams is significantly lower than those disposal costs for residual waste which is a factor in the necessity to drive up recycling as well as improving the Council's contribution to reducing the impact of climate change.
- D) The Panel is supportive of the Council's implementation of a move to fortnightly collections for residual waste in line with most other councils in England. It is hoped this will make householders think twice about the amounts of residual waste they are generating and drive-up recycling rates. In turn, by doing so, this will ease some of the financial pressures on the service by reducing residual waste disposal costs.
- E) The Panel acknowledges, however, that Middlesbrough has a high proportion of terraced properties and accepts that it can be more difficult for those households to recycle with limited outdoor space/storage for various waste streams. Additionally, these properties lack gardens and outdoor green space so produce none or very little green waste which contributes to recycling rates. New and future housing developments tended to have gardens and green spaces so it is possible that, over time, there will be a gradual increase in green waste produced and also an improvement in the recycling rates of other materials as residents have more space for storage.
- F) The Panel recognises the issues around identifying what can and cannot be recycled and welcomes the good work already being undertaken by the Service Area in relation to educating and assisting households with this and also the work undertaken by volunteer groups across Middlesbrough.
- G) The Panel supports the implementation of the chargeable green waste collection service (implemented in May 2024). The subscription service has proved to be popular with residents and take up has far exceeded expectations (double projected take-up), in turn, generating additional income (standing at £915,820 as of August 2024).
- H) Compared to its nearest Cipfa neighbours, Middlesbrough has the second lowest number of fly-tipping incidents, but one of the highest locally and the Panel recognises the increase in enforcement action that has taken place making Middlesbrough the best performing local

authority in the Tees Valley in relation to enforcement action against fly-tippers (**72** FPNs issued in relation to 2,553 reported incidents during 2022/23).

- I) The Panel recognises that fly-tipping is costly to the Council in terms of clearing and pursuing enforcement action and welcomes the Council's efforts to increase environmental enforcement activity through the creation of a dedicated, co-located team.
- J) Middlesbrough operates a popular bulky waste collection service and is one of a few local authorities in England that offers a free service. The current system operates on two levels, with a chargeable option to speed up collection waiting times. This is a non-statutory service and the Panel found that in 2022/23 the cost to the Council of providing the service (£128,000) far exceeded the income it generated (£22,000). As part of the Council's budget setting process, approval was given to implement a fully chargeable service.
- K) In light of increasing waste disposal costs, the Panel supports the implementation of a fully chargeable bulky waste collection service, again bringing Middlesbrough in line with the majority of councils in England.
- L) The Panel acknowledges that food waste collections must be implemented by 31 March 2026 and notes that such collections will contribute to increasing recycling rates in Middlesbrough.
- M) Many Councils that perform well on recycling are situated in areas with ample green spaces and properties with gardens. In addition, some of the better performing councils already collect food waste - including Welsh local authorities who have collected food waste for some time.

## **RECOMMENDATIONS**

232. Based on the evidence gathered during the investigation, and the conclusions, the Scrutiny Panel makes the following recommendations for consideration by the Executive:-

- A) To maximise participation in recycling, the Panel recommends that the Service area continues to work with experts in the field to develop a comprehensive communication and community engagement plan informing households about the changes that have taken place and future changes regarding all waste collections and how they can make a difference by recycling. This should include:-
  - i) A video on the Council website and social media accounts showing what happens to our recycling, from collection to processing at the recycling plant, with clear information on each of the waste streams (recycling, residual, green waste and future food waste), which bin/receptacle materials should be placed in, together with details about how to access the green waste subscription service and bulky waste collections and associated charges.
  - ii) A clear, pictorial leaflet to be distributed to households (potentially with annual Council Tax bill), and made available in public buildings (community hubs, libraries, etc) illustrating which materials can be placed in each bin, and a list of items that cannot be recycled. This should be replicated on the Council's website, in a prominent location, and social media accounts, and also be made available in languages other than English.
- B) That the Service area develops a programme of education and outreach work with key partners, volunteers, and community groups, to tackle low recycling rates, contamination and fly-tipping in hot spot areas.
- C) That customer satisfaction, in relation to waste collection and recycling services (including green waste collection and bulky waste collections if applicable) be monitored through the Council's existing residents' survey. Feedback will assist the Service Area to monitor and evaluate outcomes such as identifying good practice and any recurrent issues.
- D) To review the Council's Green Strategy and relevant policies - particularly in relation to planning and new housing developments, to ensure that recycling and waste minimisation requirements are embedded, for example, ensuring all new housing developments are designed with the space and facilities (individual properties and communal) - to encourage sustainable waste management and promote recycling.
- E) That the environmental enforcement work being carried out be significantly increased and that a campaign be launched within the next 12 months to raise awareness around fly-tipping and the associated penalties, including information for householders around using only licensed waste carriers.
- F) That the Service Area provides the Scrutiny Panel with an update on progress in relation to all of the recommendations, within the next 12 months.

## **ACKNOWLEDGEMENTS**

The Scrutiny Panel would like to thank the following for their assistance with its work:-

Geoff Field	Director of Environment and Community Services
Andy Mace	Former Head of Environment Services
Katie Bargewell	Environment Services Manager
Craig Coverdale	Former Environment Services Manager
Gary Fisher	Waste Disposal Manager
Sam Garside	Environment Sustainability Manager
Peter Salt	Waste Collections Manager
Marion Walker	Head of Neighbourhoods
Dale Metcalfe	Operational Community Safety Manager
Emi Imai	Boro Doughnut
Cumbria Waste Disposal	

## **BACKGROUND PAPERS**

The following sources were used/referred to in the preparation of this report:-

Reports to, and minutes of, the Environment Scrutiny Panel meetings: 9 October, 13 November, 11 December 2023, 15 January, 5 February, 4 March and 20 May 2024.

(Reference to various sources of information throughout the report is detailed in footnotes).

### **COUNCILLOR J RYLES CHAIR, ENVIRONMENT SCRUTINY PANEL**

**Membership of the Panel: Councillors: D Branson (Vice Chair), J Banks, J Ewan, T Grainge, L Mason, I Morrish, M Nugent and S Platt.**

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**ENVIRONMENT SCRUTINY PANEL  
WASTE MANAGEMENT - ACTION PLAN**

(EXECUTIVE DATE : 5 March 2025)

SCRUTINY RECOMMENDATION	PROPOSED ACTION	POST TITLE	BUDGET COST	TIMESCALE
A) To maximise participation in recycling, the Panel recommends that the Service area continues to work with experts in the field to develop a comprehensive communication and community engagement plan informing households about the changes that have taken place and future changes regarding all waste collections and how they can make a difference by recycling. This should include:-	<b>The Waste management team continue to work with industry experts to advise the council on new and changing legislation and practices.</b>	<b>Environment Sustainability Manager</b>	<b>Will be determined by the requirement</b>  <b>Most of the time it will be £0</b>	<b>31<sup>st</sup> March 2026</b>
i) A video on the Council website and social media accounts showing what happens to our recycling, from collection to processing at the recycling plant, with clear information on each of the waste streams (recycling, residual, green waste and future food waste), which bin/receptacle materials should be placed in, together with details about how to access the green waste subscription service and bulky waste collections and associated charges.	<b>Videos have recently been created and shown on various social media outlets.</b>  <b>Videos are going to be uploaded to the council's website during 2025.</b>			<b>31<sup>st</sup> March 2025</b>

SCRUTINY RECOMMENDATION	PROPOSED ACTION	POST TITLE	BUDGET COST	TIMESCALE
ii) A clear, pictorial leaflet to be distributed to households (potentially with annual Council Tax bill), and made available in public buildings (community hubs, libraries, etc) illustrating which materials can be placed in each bin, and a list of items that cannot be recycled. This should be replicated on the Council's website, in a prominent location, and social media accounts, and also be made available in languages other than English.	<p>Leaflets are already designed; the information is replicated on the website.</p> <p>Leaflets will form part of the waste education programme and work in conjunction with the roll out of food waste and the second recycling collection stream associated with the governments "Simpler Recycling" policy.</p>	Environment Sustainability Manager and Comms teams.	No additional cost. This will be funded as part of the existing Waste education programme	April 2026
B) That the Service area develops a programme of education and outreach work with key partners, volunteers, and community groups, to tackle low recycling rates, contamination, and fly-tipping in hot spot areas.	To ensure that the council educates correctly with partners and residents it will expand the team to include an additional 3 environmental sustainability officers fixed term for 2 years. This will be funded from Transformation Programme funding from flexible use of capital receipts for a period of up to 2 years.	Environment Sustainability Manager	£149,481 per annum for up to 2 years	October 2025
C) That customer satisfaction, in relation to waste collection and recycling services (including green waste collection and bulky waste collections if applicable) be monitored through the Council's existing residents' survey. Feedback will assist the Service Area to monitor and evaluate outcomes such as identifying good practice and any recurrent issues.	To include recycling within the resident's satisfaction survey.	Environment Sustainability Manager	No additional cost	31 March 2026

SCRUTINY RECOMMENDATION	PROPOSED ACTION	POST TITLE	BUDGET COST	TIMESCALE
D) To review the Council's Green Strategy and relevant policies - particularly in relation to planning and new housing developments, to ensure that recycling and waste minimisation requirements are embedded, for example, ensuring all new housing developments are designed with the space and facilities (individual properties and communal) - to encourage sustainable waste management and promote recycling.	<p><b>To be included in the Waste policy in relation to the positioning and placement of the bins and what provision new developments need to arrange.</b></p> <p><b>To review the green strategy and relevant policies to include encouraging sustainable waste management and promoting recycling.</b></p>	<p><b>Waste Disposal Manager</b></p> <p><b>Environment Sustainability Manager</b></p>	£0	July 2025
E) That the environmental enforcement work being carried out be significantly increased and that a campaign be launched within the next 12 months to raise awareness around fly-tipping and the associated penalties, including information for householders around using only licensed waste carriers.	<b>A team of relevant officers to work together to plan workloads for increased enforcement action within the town to carry out more joint working with colleagues to encourage people to increase recycling and to carry out more investigations.</b>	<b>Waste &amp; Enforcement Manager</b>	£0	January 2026
F) That the Service Area provides the Scrutiny Panel with an update on progress in relation to all of the recommendations, within the next 12 months.	<b>To update scrutiny on progress of the action plan</b>	<b>Head of Neighbourhoods &amp; Environment and Operations Manager</b>	£0	January 2026

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<b>MIDDLESBROUGH COUNCIL</b>	
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<b>Report of:</b>	Director of Finance and Transformation (S151 Officer)
<b>Relevant Executive Member:</b>	Executive Member for Finance and Executive Member of Adult Social Care
<b>Submitted to:</b>	Executive
<b>Date:</b>	30 April 2025
<b>Title:</b>	Interim Funding Arrangement Policy
<b>Report for:</b>	Decision
<b>Status:</b>	Public
<b>Council priority:</b>	<b>Plan</b> Delivering Best Value
<b>Key decision:</b>	Yes
<b>Why:</b>	Decision(s) will have a significant impact in two or more wards
<b>Subject to call in?:</b>	Yes
<b>Why:</b>	Non urgent report

### Executive summary

The Council has a duty of care to residents who move into residential accommodation through Statutory Guidance issued under the Care Act 2014.

As part of this Act, Section 18 confirms that Council's must make arrangements for residents who require residential care, but do not have the mental capacity to make such arrangements for themselves and there is no other person currently authorised to do so under the Mental Capacity Act 2005.

This policy sets out both the legal and regulatory context of how Middlesbrough Council will support residents who cannot enter into a Deferred Payment Agreement (DPA) themselves and do not have a financial representative who can legally enter into such an agreement on their behalf.

The policy will support the resident with payment of any care home fees due whilst they are unable to manage the payments themselves. The policy provides assurances to the resident whilst an application is made to the Court of Protection for another person to become their financial Deputy and also secures repayment of any Care homes fees charged by the residential accommodation until a DPA can be put in place.

As financial deputyship is administered by the Court of Protection, the Council has no authority as to when such orders will be granted which, in some cases can run into a number of years and in some instances may not be granted.

The policy is reviewed periodically and subject to a full review every 3 years. This is necessary to ensure that the policy reflects any changes in legislation and also includes any required amendments or alterations.

Executive are being asked to approve the Interim Funding Arrangement Policy with effect from 7 May 2025.

## **1. Purpose**

- 1.1 To approve the Interim Funding Arrangement Policy which will enable the Council to secure repayment of the short-term loan provided in respect of residential care fees whilst providing assurances to the resident that their care home fees are being fully covered.

## **2. Recommendations**

- 2.1 That the Executive approves the Interim Funding Arrangement Policy to take effect from 7 May 2025.
- 2.2 Provides delegated authority to the Director of Adult Social Care and Director of Finance and Transformation in consultation with the Executive Member of Adult Social Care and Executive Member for Finance to make any future minor revisions / modifications to reflect the financial / economic climate and / or statutory guidance changes.

## **3. Rationale for the recommended decision(s)**

- 3.1 The policy is a key decision that will impact on two or more wards and as such requires Executive approval.
- 3.2 The policy upholds good practice within democratic processes and provides residents with a clear understanding of how short-term funding can be provided to support those in residential care who lack mental capacity to deal with their financial affairs.
- 3.3 The policy will result in no changes to the support provided, however will further strengthen current working arrangements should any queries arise in respect of any financial support available.
- 3.4 The policy provides clarification to residents, and those applying to become their financial Deputy, with simplified and clear details of their financial responsibilities and the support that may be available from Middlesbrough Council.
- 3.5 As the policy will be a working document, it is recommended that delegated authority to the Director of Adult Social Care and Director of Finance and Transformation in

consultation with the Executive Member of Adult Social Care and Executive Member for Finance be given to approve future minor modifications to the policy to maintain service operation levels. Failure to keep pace with new legislation or working practices leaves the Council at risk and can result in inconsistent practices.

- 3.6 Until this Policy has been formally implemented, special arrangements are being utilised to secure the repayment of debts for residential care. Once the Policy is in place, the special arrangements will end. Those with special arrangements in place will be contacted in respect of moving to Interim Funding Arrangements, as per the Policy. There is no consequential financial impact on residents following the change from special arrangements to Policy.

#### **4. Background and relevant information**

- 4.1 Central Government provide Local Authorities with statutory guidance issued under the Care Act 2014 in respect of a single legal framework for charging for care and support under sections 14 and 17. The Act is supported by the Care and Support Regulations (Statutory Instruments) and Care and Support Guidance and Annexes issued under the Care Act 2014 which Local Authorities must follow when charging individuals for their care and support needs.
- 4.2 In the majority of instances, residents who require residential care are able to manage their own affairs or alternatively, have someone who can legally act on their behalf. In these situations, if someone is unable to pay the required fees for their care, they routinely enter into a DPA which secures payment of their care home fees moving forward. However, there are some instances when residents lack the mental capacity to act for themselves and do not have someone legally appointed to act on their behalf.
- 4.3 In such circumstances, the Council is required to put alternative funding arrangements in place to support these individuals.
- 4.4 By implementing this Policy, this will provide short-term funding where a person's ability to pay for care is based upon their capital, such as a property, and where they are unable to enter into a DPA or access appropriate funds. This Policy will only apply if someone lacks mental capacity, and another person is applying to become their financial Deputy for them.
- 4.5 The Policy sets out the procedures for accessing interim funding from the Council i.e. what the Council will do and the obligations of the person applying to be a financial Deputy.
- 4.6 As well as providing support to vulnerable residents it also strengthens the Council's financial position by securing repayment of any care fees charged to a resident at the earliest opportunity until a DPA can be put in place.

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

- 5.1 The Council does have the option not to implement this Policy. However, by doing so this would have a negative impact on Council as the Council would not be in a position to recover care home fees, apply interest or charge the administrative costs associated with these arrangements.
- 5.2 Under the Care Act, the Council has a duty to provide support to residents who are required to go into a care home, including paying care home fees where a resident is unable to access funds. If this Policy was not implemented, the Council would not have the financial assurance of an Interim Funding Arrangement to secure payment of large debts.

## 6. Impact(s) of the recommended decision(s)

Topic	Impact
Financial (including procurement and Social Value)	<p>The introduction of the policy would formalise current arrangements and protect the Council's financial interests in securing repayment of care home fees paid at the earliest opportunity. There are no procurement or social value impacts from this report.</p> <p>For interim funding arrangements, payment rates and interest charges will be applied at the same levels as those set bi-annually by the government in January and July for deferred payments. Compound interest will be charged on a daily basis, and an initial one-off administration fee will be payable upon entering into the agreement, the current rate of which for 2025/26 is £434. This fee will increase annually in line with CPI. Details of charges will be published on the Council's website and will form part of the Interim Funding Agreement.</p>
Legal	<p>Under the Care Act 2014 the Council has a duty to support residents providing care including where there is a lack of access to funding. Middlesbrough Council has designed an Interim Funding Arrangement Policy to assist residents who need support but are unable to access funds to pay for this. There are no other legal implications around this policy.</p>
Risk	<p>A comprehensive policy ensures the Council is not left open to challenge. Through implementing this policy, it also ensures that there is adequate governance in place to comply with all relevant legislation and the Council does not breach governance requirements. In addition, as the policy will be reviewed every 3 years, this will ensure that the Council continues to effectively refresh and amend the scheme to comply with legislative changes.</p>

Human Rights, Public Sector Equality Duty and Community Cohesion	There are no disproportionate adverse impacts on any group or individuals with characteristics protected in UK equity law. An impact assessment has been carried out and is attached to this report.
Climate Change / Environmental	There are no disproportionate adverse impacts on the aspirations of the Council to achieve net zero, net carbon neutral or be the lead authority on environmental issues.
Children and Young People Cared for by the Authority and Care Leavers	The Interim Funding Arrangement Policy will have no negative impact on children and young people cared for by the authority and care leavers.
Data Protection	The collection and use of personal data will be managed in accordance with the council's data protection policy. <a href="#">Data protection   Middlesbrough Council</a>

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

Action	Responsible Officer	Deadline
The Interim Funding Arrangement Policy will be published on the Council's website	Janette Savage	16 May 2025

### Appendices

1	Interim Funding Arrangement Policy
2	Impact Assessment
3	

### Background papers

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

**Contact:** Janette Savage  
**Email:** Janette\_Savage@middlesbrough.gov.uk

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## **Interim Funding Arrangement Policy**

**Live from: 7 May 2025**

**Live until: 7 May 2028**

<b>Creator</b>	Author(s)	Kellie Appleyard		
	Approved by	Janette Savage		
	Department	Resident and Business Support Adult Social Care Finance		
	Service area	Resident and Business Support Adult Social Care Finance		
	Head of Service	Janette Savage		
	Director	Andrew Humble		
<b>Date</b>	Created	06.12.24		
	Submitted	20.02.25		
	Approved	30.04.25		
	Updating Frequency	Every 3 years		
<b>Status</b>	Version: 0.1			
<b>Contributor(s)</b>	Head of Resident and Business Support, Acting Head of Benefits Financial Assistance Advice and Support, Head of Strategy, Information and Governance (SIRO), Governance and Information Manager, Data Protection Officer, Head of Access and Safeguarding (Adult Services)			
<b>Subject</b>	Interim Funding Arrangement			
<b>Type</b>	Policy			
	Vital Record		EIR	
<b>Coverage</b>	Middlesbrough Council			
<b>Language</b>	English			
<b>Document Control</b>				
<b>Version</b>	<b>Date</b>	<b>Revision History</b>	<b>Reviser</b>	
0.1	06.12.24	Creation	KA	
0.2	24.01.25	Further revisions to policy	KA	
0.2	05.02.25	Amends to wording	MB	
<b>Distribution List</b>				
<b>Version</b>	<b>Date</b>	<b>Name/Service area</b>	<b>Action</b>	
<b>Contact</b>	Martin Barker – Acting Head of Benefits, Financial Assistance Advice and Support			

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## **1.0 Summary**

1.1 Middlesbrough Council has a duty of care to residents who move into residential accommodation through Statutory Guidance issued in 2014. Section 18 (4) of the Care Act 2014 confirms that a Local Authority must meet the adults needs for care and support if the adult lacks capacity to arrange this themselves, and there is no person authorised to do so under the Mental Capacity Act 2005 or otherwise in a position to do so on their behalf.

1.2 This policy sets out the legal and regulatory context, how the Interim Funding Arrangements will be administered until a Deferred Payment Agreement (DPA) can be considered or alternative funding arrangements put in place to pay for care. The Policy provides a fair and transparent framework consistent with the Council's wider fees and charges and debt management protocols.

1.3. Where there is conflict between Policy and legislation, the legislation will be applied.

## **2.0 Overview**

2.1 The Care Act 2014 provides a legal framework for charging for care and support under Sections 14 and 17. The framework is intended to make charging fairer and more clearly understood by everyone.

2.2 The Statutory Guidance is in place to ensure that all charges are fair and service users incomes are not reduced below defined limits which would mean service users were unable to pay for their care.

2.3 In some situations, residents may be unable to pay the required amount for their care fees straight away. Should this occur, residents would routinely enter into a DPA which would mean that any fees due, would be payable at a later date (for example upon sale of the house, or capital becoming available to meet the costs).

2.4 If someone was unable to pay for their care straight away, and could not enter into a DPA as they did not have the mental capacity to do so, the Council has an obligation to pay for the cost of the care home under the Act.

2.5 In such situations, an Interim Funding Arrangement can be put in place in the short term. By doing so, this allows time for a person to become a legally appointed financial representative for the resident who is in care. Once this is in place, a DPA could then be agreed, however if the property has since been sold and the debt is paid in full then the interim arrangement will end.

2.6 Any applicants who enter into an Interim Funding Arrangement will be assessed and determined on a case-by-case basis.

### 3.0 Purpose

3.1 This is a new policy for Middlesbrough Council which clarifies the options open to residents who require residential care and are unable to pay for this straight away and are unable to enter into a DPA at this time. Currently special arrangements are in place for residents, care home fees are met through these arrangements. Following approval of the Policy the special arrangements will end, and the Policy will form the basis of how funding will be provided. There is no consequential impact on residents following the change from special arrangements to Policy.

3.2 The policy promotes wellbeing, social inclusion and supports the Council's vision to allow choice when deciding where to reside for their care and support needs, having regard to the principles provided in the Statutory Guidance.

### 4.0 Scope

4.1 The policy provides clear guidance for all Council officers, partners and Middlesbrough residents on the Council's approach to Interim Funding Arrangements by ensuring consistency and transparency.

### 5.0 Legislative and Regulatory Framework

The key elements of the legislative and regulatory framework are set out below:

<b>The Care and Support (Charging and Assessment of Resources) Regulations 2014</b>	Provides the Local Authority with the legal authority to set local social care charges.
<b>Care and Support Statutory Guidance, Department of Health, 2014</b>	Provides Local Authorities with a framework to ensure that care charging policies are fair, reasonable, transparent and consistent.
<b>Care Act 2014</b>	Provides a single legal framework for charging for care. Where a local authority arranges care and support to meet a person's needs, it may charge the adult, except where the local authority is required to arrange care and support free of charge (for example Section 117 or CHC funded cases)  This framework is intended to make charging fairer and more clearly understood by everyone.
<b>Equality Act 2010.</b>	The 2010 Act is an amalgamation of previous anti-discrimination laws. It is a

	law which protects from discrimination of unfair treatment on the basis of certain personal characteristics such as age.
<b>General Data Protection Regulation 2016 (GDPR) and Data Protection Act 2018 (DPA2018)</b>	The GDPR / DPA2018 place a duty on Local Authorities to comply with the data protection principles relating to processing of personal data: (1)(a) Lawfulness, fairness, and transparency; (1)(b) Purpose limitation; (1)(c) Data minimisation; (1)(d) Accuracy; (1)(e) Storage limitation; (1)(f) Integrity and confidentiality (security); (2) Accountability (including the rights of data subjects).
<b>Freedom of Information Act (FOIA) 2000</b>	Under the FOIA, a Local Authority has a duty to make information available to the public upon request, unless specific exemptions apply. It is also obliged to proactively and routinely publish information that has been frequently requested in the past in its Publication Scheme.
<b>Local Government Acts 1972, 1985, 1988 and 1992, Lord Chancellor's Code of Practice on Records Management (S46 Freedom of Information Act)</b>	The Acts establish requirements for the management of records and information and gives implied authority to share certain kinds of information with partners.
<b>Care Act 2014 and Statutory Guidance Annex D</b>	The Act by which the Local Authority is authorised to charge for social care support; and the rules imposed on the local authority regarding recovery of such debt.
<b>Family Law Act 1996</b>	An Act of Parliament governing divorce and marriage.
<b>Tribunal Courts and Enforcement Act 2007</b>	An act which makes provision for tribunals and inquiries, particularly relating to the enforcement of judgments and debts.
<b>Regulation of Investigatory Powers Act 2000 (RIPA)</b>	RIPA governs the use of covert surveillance by public bodies.

This policy provides assurances to residents that the Council is complying with all elements of the Care Act 2014 and provide a formal document for reference should the need for residential care occur in the future.

This policy should be read in conjunction with other policies and is not intended to replace any.

Residential Charging Policy	This sets out the legal and regulatory context, the financial assessment process and the review and appeals process for residential charging.
Data Protection Policy	This summarises the Data Protection Policy position of Middlesbrough Council and how it will comply with legislation, and associated codes of practice and official guidance in relation to the processing of personal data.
Records Retention Schedule	This defines how long different records should be retained to comply with legal, regulatory or other requirements and the proper arrangements for archiving and destruction.
Records Management Policy and supporting procedures	This provides a framework for ensuring that the Council's records are well kept and that the systems used to hold them are fit-for-purpose.
Information Security and Infrastructure Security Technical Policies	These set out policies and standards for the management and maintenance of the security of Council infrastructure and applications.
Vital Records Standards	This sets out how vital records will be identified and the steps to be taken to ensure their protection and preservation.

## 6.0 What is an Interim Funding Arrangement

6.1 An Interim Funding Arrangement is an agreement between either:

- Someone who is applying to become a residents legally appointed representative as the resident lacks the mental capacity to deal with their own financial affairs; OR
- A resident, who temporarily cannot enter into a DPA (for example if a property is jointly owned but the other owner is unable to agree to a legal charge because, for example, they have lost mental capacity and someone is applying to become a court appointed representative for this person or a property is unregistered, but steps are being taken to arrange the registration);

AND

- Middlesbrough Council.

6.2 Middlesbrough Council will pay a residents care home fees – see paragraph 6.5 until someone has been appointed by the Court of Protection who has the legal authority to:

- Access a resident's funds to repay the Council; and
- Make financial decisions about how to fund the residents on-going care home costs.

6.3 In order to be considered for an Interim Funding Arrangement, a nominated person must enter into a written agreement to:

- apply to the Court of Protection to become a legally appointed representative for the resident lacking mental capacity to manage their financial affairs; AND
- apply to the Department for Work and Pensions to become their appointee for benefits; AND
- repay Middlesbrough Council in full for the care home fees due including any interest and administration charges from when a deputy was appointed or the DPA entered into.

6.4 All care home fees will be paid by the Council directly to the care home provider under an Agreement.

6.5 Once an Interim Funding Arrangement is in place, an invoice for the weekly contribution will be sent to the representative every 4 weeks for the care home fees due. The amount payable will be determined by the outcome of a financial assessment, based on financial information available at that time.

6.6 An invoice will also be sent for the difference between the weekly contribution from income and the weekly care home costs, but the Council will allow that cost to build up as an accrued debt under the Interim Funding Arrangement where payment cannot be made.

6.7 If a resident does have care home charges which are deferred and not paid straight away, interest will be charged on all debts owed on a daily basis. The rate charged will be reviewed in January and July each year by the Department for Health and Social Care. The current rate charged is 4.25%, this can be subject to change.

6.8 In addition to the daily interest, an initial one-off administration fee is due upon entering into the agreement, this fee is published on the Councils website – see paragraph 11.2. These charges cover the ongoing costs associated with the management and monitoring of the Interim Funding Arrangement. These charges will be added to the debts owed by the resident. <https://www.middlesbrough.gov.uk/adult-social-care/getting-social-care-support/paying-for-social-care-support/the-deferred-payment-scheme/things-to-know-before-signing-the-agreement/>

6.9 Following approval by the Court of Protection for a person to become a residents financial deputy, which means they have management the financial affairs and decisions on behalf of the resident, the representative must either:

- pay off the accrued debt in full and make arrangements to pay the on-going weekly fees directly to the care home provider; or
- within 6 weeks of being appointed as a representative, contact the Council to apply for a Deferred Payment Agreement on behalf of the resident.

## **7.0 Who is Eligible for an Interim Funding Arrangement**

7.1 An Interim Funding Arrangement will be considered for a representative if all of the details below in relation to the resident being represented apply:

- Their social care assessment evidences care needs and the person requires support over a 24 hour period which would be best met by residing in a care home on a permanent basis;
- Their financial circumstances indicate that they are liable to pay the full cost of their care home fees under the Council's Residential Charging Policy. Information can be obtained through family members or by accessing information available to the Council by the Department for Work and Pensions;
- They lack the mental capacity to understand their finances and how they should be managed;
- They do not have a legally appointed financial representative to manage their financial affairs;
- No agreement is in place with their care home to defer their care fees until a financial deputy has been appointed;
- There are no alternative funding arrangements which can be accessed until the Court of Protection appoints a financial deputy;
- The representative has completed an Interim Funding Arrangement Application Form and signed the declaration. In some instances, this may be the Adult Social Care States Team. The declaration confirms that:
  - They have applied / will immediately (within 6 weeks) apply to the Court of Protection to become the resident's financial deputy for property and financial affairs and will keep the Council informed of the progress of the application; and
  - They will pay off the accrued debt in full or enter into a Deferred Payment Agreement with the Council (where eligible) once the Court of Protection appoints them as a financial deputy.

7.2 The Council may consider Interim Funding for a resident where a DPA is temporarily not available, for example:

- The property is in the process of being registered.
- The joint owner of the property can't consent to a legal charge being placed

7.3 Applications will be considered on a case by case basis.

7.4 The Council will provide information around the Interim Funding Arrangement and care home costs. It is strongly advised that independent financial and legal advice is sought to allow an informed decision to be made.

## **8.0 The Application Process**

8.1 The Council will provide the following information to the representative:

- Details of care home charges via the social worker;
- The financial assessment process;
- Deferred Payment Agreements (DPAs) (if there is property);
- Details of Interim Funding Arrangements, including interest charged on accrued care home costs and how to obtain Interim Funding;

- How to access independent financial and legal advice.

8.2 The Council will conduct a Land Registry search where relevant.

8.3 In order to prevent any potential arrears accruing, applications for an Interim Funding Arrangement should be made as soon as possible or within 6 weeks.

8.4 The Council will require evidence to confirm steps are being taken for someone to become legally appointed to deal with the finances of the resident who is in care. Evidence could be confirmation of an application to the Court of Protection (COP3, COP1 and COP1A forms) or confirmation that a conveyancing Solicitor has been instructed to undertake first registration of the property.

8.5 In cases where property is owned relevant to a financial assessment, the Council will need to know what the intended plans are for the property and it's long term funding arrangements (i.e. is the property to be sold / rented out or remain unoccupied).

8.6 The representative must keep the Council informed of the process to either settle outstanding charges (for example, through sale of property) or agree to a Deferred Payment Agreement, or a combination of these if appropriate, once they are appointed as financial deputy.

## **9.0 Considering the Request and Making a Decision**

9.1 Once all information has been received, the Council will carry out an assessment of the proposed arrangements and decide whether they are acceptable, sustainable, and provide sufficient guarantee to protect the Council's financial position.

9.2 The Council will consider the following:

- How long the Interim Funding Arrangement will be required;
- Any other relevant funding arrangements;
- Any contributions which could be made from the resident's state benefits;
- The plans to fund the residents long-term care once the financial deputy is appointed;
- Evidence that independent financial and legal advice about long-term care funding options for the resident has been undertaken.

9.3 The Council will decide whether the legally appointed financial deputy or a resident's request for Interim Funding meets the criteria set out in this policy, making sure the Council is not put at undue financial risk, while taking account of the Council's responsibility to safeguard the individual in need of care.

9.4 A decision will be made within 10 working days of all information being received and will be confirmed in writing.

9.5 If the Council agree to enter into an Interim Funding Arrangement the letter will confirm:

- The start date of the Arrangement

- The financial contribution the person applying / resident will need to pay from the resident's income during the Arrangement
- When invoices will be issued and details of how to pay
- Any weekly care costs agreed to accrue as debt during the Arrangement
- The current interest rate that will be applied to the accruing debt
- The current annual administration fees for Interim Funding Arrangements
- Any state benefits which may need to be claimed by or on behalf of the resident

9.6 If the application is refused the Council will write to the resident or person applying to confirm the decision, explaining:

- The reason(s) for refusing the application
- The date from which the arrangements will need to be made with the care home to make payments directly to them
- How to appeal against the Council's decision
- The Council will advise the care provider of the date which the Council will stop funding care costs

## **10.0 During the Interim Funding Arrangement**

10.1 The Council must be updated with the progress of the application to become the resident's legally appointed financial deputy and confirm as soon as this is known.

10.2 The Council will undertake periodic checks. If there is no update after 3 months, contact will be made to ask for an update.

10.3 Evidence will need to be provided to confirm the legal authority to act on behalf of the resident.

10.4 The Interim Funding Arrangement will commence on the date notified. Invoices will be issued every 4 weeks asking for payment of the contributions required to pay towards the resident's care home fees.

10.5 Invoices must be paid promptly. If this does not happen, the Interim Funding Arrangement may be terminated.

10.6 An invoice will also be sent every four weeks for the amount of deferred care charges which will accrue under the Interim Funding Arrangement for information.

## **11.0 Interest charges and Fees**

11.1 The Council charge interest on all accrued debt in the same way as for Deferred Payment Agreements. Interest is:

- Calculated on and added to the person's care fees from the start date of the Interim Funding Arrangement
- Calculated on and added to any annual administration costs that are deferred under the Interim Funding Arrangement from the date the costs are charged
- Charged at the maximum rate of interest set in the Care and Support (Deferred Payment) Regulations 2014

- Compounded daily – this means that interest is calculated on the accrued debt each day and added to the total debt each day (including previous interest charges)
- Calculated on and added to the accrued care home fees until the total outstanding debt is settled

11.2 The Council charge an annual administration fee to cover the costs of setting up, managing and monitoring the Interim Funding Arrangement. Current fee rates can be found on the Middlesbrough Council website [Paying for social care support | Middlesbrough Council](#).

11.3 A statement will be issued confirming the accrued debt balance every 6 months from the start date of the Arrangement. The statements will show:

- The start date of the Interim Funding Arrangement
- The statement date
- Total care charges to the statement date
- Total interest on care charges to statement date
- Total administration fees to statement date
- Total interest on deferred administration fees to statement date
- Total accrued debt to statement date
- The equity in the residents property which could be used to pay towards care home fees (the equity limit) both at the start of the Arrangement and after deducting the amount of deferred debt
- Current weekly care cost amounts
- Any administration costs added to the debt since the last statement
- Interest charges accrued since the last statement
- Any payments received towards the cost of care since the last statement.
- Details of historical statement periods

11.4 If the details included in the statement appear to be incorrect, contact should be made with the Council within 4 weeks of receiving the statement.

11.5 If the equity in the property is no longer sufficient to meet the residents full care costs the Council will stop accruing their on-going care home costs and reconsider the weekly contribution due in line with the Council's Residential Charging Policy.

11.6 Interest and annual administration charges will continue to be added to the accrued debt until the debt is settled in full.

11.7 If a person who is seeking to become the resident's legally appointed representative disagrees with the amount due, they can appeal. Should they wish to do so, full rights of appeal and how to do so can be found on the Council's website. [Paying for residential and nursing care | Middlesbrough Council](#)

## **12.0 Once Legal Authority to Act is Received**

12.1 Confirmation must be given to the Council straight away once legal authority to manage the financial affairs on behalf of the resident is obtained.

12.2 As soon as this is granted the following actions need to be taken:

- Settle the accrued debt (deferred care home fees, administrative costs and interest) in full; OR
- Convert the Interim Funding Arrangement into a Deferred Payment Agreement

12.3 If the resident has sufficient funds available to settle the outstanding debt the Council will confirm:

- The date from which fees must be paid directly to the care home
- The total outstanding amount of debt accrued under the Interim Funding Arrangement to that date (including interest) which must be paid straight away
- How to pay the outstanding amount to the Council
- That interest will continue to be charged until the debt is settled in full

12.4 If the majority of a resident's capital is linked to their property, the Council will provide information to assist in applying for a Deferred Payment Agreement.

### **13.0 Applying to the Court for an urgent interim order**

13.1 There may be instances when the Court of Protection can issue an urgent interim order to access someone's finances. In such circumstances, the following will apply:

13.2 An urgent interim order can be made if someone is applying to become financial deputy but the application has not been approved yet.

- If the application is approved, this person can make a financial decision on the other person's behalf.
- The order must be for a specific one-off decision that needs to be made without delay, for example to get money from the person's bank account to pay outstanding nursing home fees.
- There's no fee for an urgent interim order application.

13.3 If the person applying to become a legally appointed representative requires funds urgently, an application to the Court of Protection must be completed together with an explanation of why the decision is urgent and cannot wait until the relevant person has been legally appointed. The original and one copy of the form must be sent to the court together with copies of any evidence, for example accounts or an invoice from a nursing home, together with the application. Applications must be sent to:

Court of Protection  
PO Box 70185  
First Avenue House  
42-49 High Holburn  
London  
WC1A 9JA

## 14.0 Appeals

14.1 If a person who is seeking to become the resident's legally appointed representative disagrees with the amount due, they can appeal. Should they wish to do so, full rights of appeal and how to do so can be found on the Council's website.

[Paying for residential and nursing care | Middlesbrough Council](#)

## 15.0 Fraud and misrepresentation

15.1 Middlesbrough Council reserves the right to verify any application or associated evidence. Where fraud is alleged, or the authority suspects that such a fraud may have been committed, the matter will be investigated in accordance with the Fraud Act 2006.

15.2 If fraud is found to have occurred, action will be taken including the recovery of overpaid monies and, if appropriate, criminal proceedings.

## 16.0 Roles and Responsibilities

Head of Service – Resident and Business Support.	Overall responsibility for the delivery of Adult Social Care Finance and the Policy Owner.
Records Manager	Responsible for the development and implementation of the corporate Records Management Policy and Retention Schedule, and for this email policy, which underpins them. Will liaise with the Data Protection Officer.
Service Delivery Manager/All Managers	Responsible for overseeing day-to-day compliance with this policy and the standards set out within it by their staff and other personnel they manage or commission.
All staff, contractors, consultants, interns and any other interim or third parties	Responsible for compliance with this policy.

## 17.0 Communications

17.1 Information regarding this policy will be available on the Council's website. Further communication will be provided from Adult Social Care Finance together with front line social work staff through appropriate channels.

## **18.0 Monitoring and Review**

18.1 Any alterations to the policy will be subject to approval by Executive. This policy will be reviewed every three years unless there is a significant development that would require a more urgent review, such as a change in legislation.

18.2 For the first 12 months the policy will be subject to quarterly review, followed by a full review every 3 years to ensure processes remain fair and in line with legislation and best practice.

## **19.0 Information Sharing**

19.1 The Welfare Reform Act 2012 and the Social Security Regulations 2012 (information sharing in relation to welfare services etc) enable the Council to access Department for Work and Pensions data directly.

19.2 The purpose of this access is to support the financial assessment process and to assist in identifying unclaimed benefits to which the service user may be entitled.

## **20.0 Data Protection**

20.1 The collation and use of personal data will be managed in accordance with the Council's Data Protection policy and the Adult Social Care Privacy Notice [Privacy notice - Adult Social Care | Middlesbrough Council](#)

## **21.0 Delivering the Policy**

21.1 This policy will be incorporated into Middlesbrough Council's working practices to ensure every client is treated fairly, with transparency and consistency throughout.

## **22.0 Evaluation**

22.1 The policy will be evaluated annually by officers within Resident & Business Support. Should findings indicate that revisions to the policy are required a detailed analysis will be provided to the Head of Resident and Business Support. Any proposed changes will be fully documented and passed through to Executive for consideration.

22.2 The policy provides clear guidance for all Council officers, partners and Middlesbrough residents on the Council's approach to ensure consistency, fairness and transparency.

22.3 It also promotes wellbeing, social inclusion, and supports the Council's vision for social care of personalisation, independence, choice and control having regard to the principles provided in the statutory guidance.

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## Impact Assessment Level 1: Initial screening assessment

Subject of assessment:	Interim Funding Arrangement Policy			
Coverage:	Crosscutting			
This is a decision relating to:	<input checked="" type="checkbox"/> Strategy	<input checked="" type="checkbox"/> Policy	<input checked="" type="checkbox"/> Service	<input type="checkbox"/> Function
	<input checked="" type="checkbox"/> Process/procedure	<input type="checkbox"/> Programme	<input type="checkbox"/> Project	<input type="checkbox"/> Review
	<input type="checkbox"/> Organisational change	<input type="checkbox"/> Other (please state)		
It is a:	New approach:	<input checked="" type="checkbox"/>	Revision of an existing approach:	<input type="checkbox"/>
It is driven by:	Legislation:	<input type="checkbox"/>	Local or corporate requirements:	<input checked="" type="checkbox"/> 3 year review
Description:	<p><b>Key aims, objectives and activities</b> To assess the impact of implementing an Interim Funding Arrangement Policy.</p> <p><b>Statutory drivers</b> The Council does not have a statutory legal obligation to hold an Interim Funding Arrangement Policy however it is good practice as there is a duty of care under the Care Act 2014, Section 18.</p> <p><b>Differences from any previous approach</b> The policy will undergo a 3 year review</p> <p><b>Key stakeholders and intended beneficiaries (internal and external as appropriate)</b> Key stakeholders: the Council; Council tax payers; Local Care Homes</p> <p><b>Intended outcomes.</b> To seek the adoption of an Interim Funding Arrangement Policy</p>			
Live date:	07.05.25			
Lifespan:	Until Further Notice (review every 3 years)			
Date of next review:	May 2028			

Screening questions	Response			Evidence
	No	Yes	Uncertain	
<b>Human Rights</b> Could the decision impact negatively on individual Human Rights as enshrined in UK legislation?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No evidence to suggest that the policy will have an adverse impact on individuals in terms of human rights.
<b>Equality</b> 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 evidence to suggest that the policy will have an adverse impact on individuals in terms of equality.
<b>Community cohesion</b> Could the decision impact negatively on relationships between different groups, communities of interest or neighbourhoods within the town?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	No evidence to suggest that the policy will have an adverse impact on relationships between different groups, communities of interest or neighbourhoods within the town.
<b>Next steps:</b> ➡ 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.				

<b>Assessment completed by:</b>	Kellie Appleyard	<b>Head of Service:</b>	Janette Savage
<b>Date:</b>	15.01.25	<b>Date:</b>	22.01.25

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