

## OVERVIEW AND SCRUTINY BOARD

<b>Date:</b> Wednesday 9th April, 2025 <b>Time:</b> 4.30 pm <b>Venue:</b> Mandela Room (Municipal Buildings)
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## AGENDA

1. Apologies for Absence
2. Declarations of Interest
3. Minutes - Overview and Scrutiny Board - 19 March 2025 3 - 10
4. Executive Member Update - Adult Social Care and Public Health 11 - 28
5. Transformation Programme - Update 29 - 46  

The Mayor, Chief Executive and Section 151 Officer will be in attendance to discuss progress made on the Council's Transformation journey.
6. Final Report of the Place Scrutiny Panel - Home to School Transport 47 - 70
7. Executive Forward Work Programme 71 - 84
- 7.1 Forward Plan Actions Progress 85 - 114
  - i) Transfer of Land and Assets at Gresham to Middlesbrough Development Corporation
8. Scrutiny Chairs Update
9. 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 1 April 2025

### MEMBERSHIP

Councillors I Blades (Chair), J Kabuye (Vice-Chair), J Banks, D Branson, E Clynych, D Coupe, J Ewan, B Hubbard, L Lewis, M McClintock, I Morrish, M Saunders, Z Uddin and G Wilson

### **Assistance in accessing information**

**Should you have any queries on accessing the Agenda and associated information please contact Scott Bonner/ Joanne Dixon, 01642 729708/ 01642 729713, [scott\\_bonner@middlesbrough.gov.uk](mailto:scott_bonner@middlesbrough.gov.uk)/ [joanne\\_dixon@middlesbrough.gov.uk](mailto:joanne_dixon@middlesbrough.gov.uk)**

## OVERVIEW AND SCRUTINY BOARD

A meeting of the Overview and Scrutiny Board was held on Wednesday 19 March 2025.

**PRESENT:** Councillors I Blades (Chair), J Kabuye (Vice-Chair), E Clynch, D Coupe, J Ewan, L Lewis, I Morrish, Z Uddin, G Wilson, T Livingstone (Substitute for D Branson) and J Platt (Substitute for M Saunders)

**PRESENT BY INVITATION:** Mayor C Cooke and Councillor J Thompson

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

**OFFICERS:** C Benjamin, S Bonner, J Dixon, G Field, L Grabham, S Lightwing, E Scollay and A Wilson

**APOLOGIES FOR ABSENCE:** Councillors J Banks, D Branson, B Hubbard, M McClintock and M Saunders

### 24/71 WELCOME AND FIRE EVACUATION

The Chair welcomed all those present and outlined the fire evacuation procedure.

### 24/72 DECLARATIONS OF INTEREST

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

### 24/73 MINUTES - OVERVIEW AND SCRUTINY BOARD - 12 FEBRUARY 2025

The minutes of the Overview and Scrutiny Board meeting held on 12 February 2025 were submitted and approved as a correct record.

### SUSPENSION OF COUNCIL PROCEDURE RULE NO. 4.13.2 – ORDER OF BUSINESS

In accordance with Council Procedure Rule No. 4.57, the Board agreed to vary the order of business to deal with the items in the following order: 8, 8a, 9, 10, 5, 6, 7 and 11.

### 24/74 EXECUTIVE FORWARD WORK PROGRAMME

The Chair introduced the item for the Board's consideration. A copy of the Work Programme was attached at Appendix A and Members were asked to raise any issues they had in relation to any of the items listed.

A Member commented that, in relation to the Forward Plan entry *Neighbourhoods Model*, there was no description attached to the Forward Plan. It was agreed this would be provided to Members.

In terms of the *Disposal of Land and Assets at Gresham to the TVCA* it was queried if any valuations had been carried out. It was confirmed that valuations had been carried out and that information would be made available at the appropriate time.

It was agreed the report due to be considered by the Executive Sub Committee for Property on 2 April would be brought back to OSB at its 9 April meeting.

### ORDERED that

1. That a description of the Neighbourhood Model be included on the Executive Forward Plan.
2. The *Disposal of Land and Assets at Gresham to the Tees Valley Combined Authority* report considered at the Executive Sub-Committee for Property be brought back to

the 9 April meeting of OSB.

3. That the information presented be noted.

## 24/75 **FORWARD PLAN ACTIONS PROGRESS**

The Chair advised that this update had been provided to the Board.

### **NOTED**

## 24/76 **TVCA SCRUTINY UPDATE**

The Chair provided an update on scrutiny activity at the Tees Valley Combined Authority (TVCA).

In terms of background, the TVCA update was a new agenda item for OSB and would be provided to the Board when available.

TVCA Scrutiny Committee met six times a year and comprised of three Councillors from each constituent authority. The representatives from Middlesbrough were Councillors Blades, Branson and McCabe. While Councillor Steve Nelson from Stockton Council was elected to be Chair of the TVCA Scrutiny committee, he had not been able to attend due to illness since the summer and so Councillor Blades had been acting as Chair during this time.

The Scrutiny Committee and TVCA had a busy programme of work over the previous 12 months including the Tees Valley Independent Review. This work had seen the Scrutiny Committee become more prominent than it had been previously.

The Chair commented that during his tenure as Chair of TVCA Scrutiny he had improved its profile and secured an agreement whereby the Tees Valley Mayor would attend a minimum of two scrutiny meetings per year as well as engaging in a question-and-answer session.

The committee was working on two in depth reviews undertaken by a Public Transport Sub-Committee, Chaired by Councillor Branson of Middlesbrough and an Education, Employment and Skills Sub-Committee Chaired by Councillor Creevy of Hartlepool. The results of the work carried out by both Sub-Committees would be brought to OSB in due course.

### **NOTED.**

## 24/77 **SCRUTINY CHAIRS UPDATE**

The Chair invited the Chair of the People Scrutiny Panel to provide his update.

Since the last meeting of the People Scrutiny Panel the Children Missing Education review was now at the report writing stage with the Panel's second review into Homelessness at the evidence gathering stage.

The Chair invited the Vice Chair of the Place Scrutiny Panel to provide his update.

The Vice Chair of the Panel advised the Board the Panel had last met on Tuesday 11 March and considered its final report on Home to School Transport where Members suggested final recommendations. The Panel's report into Empty Properties was still in preparation. The Director of Regeneration presented information relating to barriers to regeneration and further examination of this would be undertaken to understand how to progress the topic. The Chair was scheduled to meet with the Director of Regeneration on 27 March in pursuance of this. The Chair of the Panel also provided an update on the work being carried out in relation to crustacean deaths.

The Community Cohesion Task and Finish Group had completed its report and would be presenting it to the next meeting of OSB.

### **NOTED.**

## 24/78 **EXECUTIVE MEMBER UPDATE - NEIGHBOURHOODS**

The Chair welcomed the Executive Member for Neighbourhoods and the Director of Environment and Community Services to the meeting. The Executive Member advised that her portfolio had been circulated to the Board and proceeded to deliver her presentation.

Since her last appearance at OSB the Executive Member's title had changed to Neighbourhoods and Public Protection had been added to the portfolio remit. In terms of libraries and hubs, one of the main developments was the refurbishment of Central Library. The refurbishment included the addition of a lift, making the building more accessible for people with disabilities and improved ICT facilities.

Four other libraries had recently been refurbished thanks to libraries improvement funding. The venues also included hublets, which were easy to use and required very few IT skills.

Neighbourhood Action Partnerships (NAPs) had recently received funding from the Ministry of Housing, Communities and Local Government (MHCLG) totalling £1.9 million. The funding had been used to tackle crime and anti-social behaviour across the town with initiatives including publicity for road safety and a mobile boxing gym to deter young people from participating in anti-social behaviour. The East Middlesbrough NAP was in the process of developing a newsletter which would be delivered to each household in that area. An online newsletter had been rolled out by the South NAP and there were plans for this to happen in the North and West NAP areas.

Silver Recovery Group had been established following the riots which took place in August 2024. The group met monthly and included different partnership organisations. The Executive Member attended those meetings. Funding had been received from government in the wake of the riots amounting to £600,000 for recovery and £50,000 for community cohesion purposes.

Silver Recovery Group had established several subgroups including Communications, Young People and Community Conversations. In terms of Communications, this subgroup had received approximately £20,000 for projects that included photography, community radio and the promotion of We Are Middlesbrough. In terms of Young People, this subgroup received £195,000 which was in turn divided between other youth organisations. The Community Conversations group was awarded £20,000 which enabled difficult conversations to take place with young people and adults aimed at addressing misinformation.

The Executive Member invited questions from the Board.

A Member commented the slides stated £5,274 had been paid to 15 claimants following the riots but the Council had claimed significantly more than this. The Member queried what the situation was with the remaining funding. It was clarified £600,000 had been given to the Council in response to the riots. The claims totalling £5,274 as stated on the slides were claims made by individuals and were managed by the Office of the Police and Crime Commissioner.

The Chair queried library attendance figures as this was linked to value for money. It was agreed this would be provided to the Board.

A Member queried if mobile libraries would continue. It was confirmed they would.

The Vice Chair of OSB queried, in terms of recovery funds, if a report into this would be produced. It was clarified an evaluation report would be produced based on the feedback provided to Silver Recovery Group and in turn reported to Government.

It was queried if support to the Junction youth organisation was still being provided. Money was being provided to such groups via the Silver Recovery Group. While it was likely that additional support would also be provided, it would be from different departments. It was agreed the figures for this support would be provided to the Board.

A conversation took place about Central Library's closure and what impact this had on other community spaces in the town. It was commented that, depending on visitor figures, it may be beneficial to continue some Central Library activities in other hubs.

The Chair commented that, during the Executive Member's previous attendance at OSB, it

was highlighted there was a programme of recruiting new Neighbourhood Wardens and queried if there was an update on this. It was clarified there was 22 wardens in place due to extra funding the Council had received. The Chair also asked if the new wardens were deployed equally across the four neighbourhood areas. It was commented that wardens were deployed where there was greatest need, and that flexibility was important for this. Further deployment information would be provided to Members, and it was also clarified there was no additional funding available to increase the number of wardens.

Thanks were expressed for the warden's work.

In terms of Central Library's redevelopment, a Member queried if the library facilities at Newport hub would be lost when Central Library re-opened. It was clarified that the redevelopment of Central Library was to develop a Children's literature centre of excellence. As such there were no plans to change library provisions in other parts of town.

In terms of warden provision, it was clarified there were 12 were permanent staff and that 10 positions were grant funded. The grant funding has been extended for 2025-2026 and the Council would have further discussions about this as part of the MTFP programme.

It was agreed that a preview of works at Central Library could be made available to Councillors.

The Chair thanked the Executive Member for Neighbourhoods and the Director for Environment and Community Services for their presentation.

#### **ORDERED that**

1. The slides presented be circulated to OSB.
2. Library attendance figures be provided to the Board.
3. Figures for how much support was provided to the Junction was above that provided by Silver Recovery Group be provided to the Board.
4. Deployment information for wardens to be circulated to the Board.
5. A preview of the Central Library refurbishment works be made available to Councillors.
6. The information presented and discussed be noted.

24/79

#### **SCRUTINY STRUCTURES 2024/2025 - EVALUATION**

By means of context, the Chair stated that OSB had previously agreed to reduce the number of scrutiny panels from five to two and that Democratic Services Officers had worked hard around this change. The report before Members included consultation with both Members and officers about how successful the change had been. The Chair invited the Head of Legal (People) to speak to the report before inviting discussion.

The Head of Legal (People) commented it was for OSB to decide on how it wanted to proceed based on the recommendations in the report. Whichever recommendation was agreed it was not a standalone solution to the problem of effective scrutiny. Addressing the issues and barriers to effective scrutiny included examining work programming, pre-decision scrutiny and effective policy development all of which required a wider piece of work.

The report provided the successes and challenges over the previous 12 months and included comments made by Members as part of the Scrutiny workshops carried out several weeks before.

The recommendations in the report were outlined for Members and questions were invited. The Chair emphasised the decision made by OSB was for the next 12 months and was not permanent, if necessary.

A Member commented that health scrutiny needed to be separated from the People Panel and expressed a preference for recommendation three in the report, as Adult Social Care and Health scrutiny complimented each other.

The Chair commented that having two scrutiny panels meant each of their remits was too large to be effective. As the constitution referred to health scrutiny in several places the Chair

felt it was preferable to have a dedicated health scrutiny panel.

A Member commented that a return to the previous scrutiny structure was preferable, namely having separate panels that reflected council services. The Chair stated comparisons with other Councils showed the average number of scrutiny panels was three. A discussion took place about the resource implications of supporting an increased number of scrutiny panels. The Head of Legal commented that, while a consideration for the changes implemented in 2024, resources was not the only one and that improving the scrutiny function, focussing on outcomes and objectives, was a primary driver.

The Interim Democratic Services Manager pointed out that a result of the scrutiny changes was a more collaborative approach with both Members and officers and that irrespective of OSB's decision this approach was to continue going forward.

A Member commented it was difficult to see how scrutiny could be effective with fewer panels with larger remits and that a return to how to scrutiny used to work was preferable. The Chief Executive commented the way scrutiny worked previously was not necessarily what was required currently. The exercise carried out, resulting in the report before Members, covered the necessary bases. It was also important to realise that a recent LGA Peer Challenge had identified that scrutiny was a fundamental element of the Council's work, and that further work needed to be done to ensure it was effective.

A Member stated a preference for recommendation three in the report and stated the People panel had done a good job over the last 12 months and that panel members had worked well together. He expressed thanks to both members of the panel and Democratic Services staff. Despite this there was a need to make the remit of the People Panel more streamlined.

A discussion took place regarding potential scrutiny structures which included a proposal including moving back to five scrutiny panels and a corporate affairs and audit element. Proponents of this option recognised this would require additional resource but given the nature of the issues facing the Council argued this would be the most logical choice for scrutiny structure.

A Member queried the time commitments of Democratic Services Officers spent on Scrutiny. It was clarified that prior to 2016 there had been a dedicated scrutiny team supporting the scrutiny function.

The Mayor, in attendance at the meeting, stated that whichever structure was agreed scrutiny needed to align more closely with the priorities of the Council Plan.

A Member commented the proposed seating amounts of the panels was too large and should be reduced. Doing so may have been more conducive to an increased number of panels. A conversation took place about the timings of panels. Some Members commented the current meeting time of 4.30pm was not entirely helpful to Members that worked or did not, while others stated having daytime meetings would disenfranchise those Members that worked. The Chair stated that, depending on the agreed structure, each panel should be held on a separate day with one held during the working day.

The Interim Democratic Services Manager stated that, in terms of the number of seats on each panel, the intention was to maximise participation from all groups. In terms of meeting dates and times, it was suggested that more work be undertaken to understand this more.

A discussion took place about what alternative scrutiny structures were available after which the Chair put the options in the report to the vote.

#### **ORDERED that**

1. Recommendation three in the report be APPROVED namely a scrutiny configuration consisting of:
  - Overview and Scrutiny Board.
  - Place Scrutiny Panel (covering Environment and Regeneration).
  - Adult Social Care and Health Scrutiny Panel.
  - Children's Services Scrutiny Panel..
2. Scrutiny Panels meet on different days of the week.

**LGA PEER REVIEW AND CQC INSPECTION UPDATE**

The Chair welcomed the Mayor, the Chief Executive and the Interim Director of Adult Social Care and Health Integration to the meeting.

The Chief Executive provided Members with an overview of the Local Government Association (LGA) Peer Challenge that had been undertaken. As part of the overview the Chief Executive made the following points:

- The Peer Challenge process was well established and happened every five years or so.
- External reviewers assessed the Council against several established areas.
- The report had been received and circulated to OSB and was available on the LGA website.
- The report would also be discussed at the next Council meeting on 26 March.
- The Peer Challenge had been conducted in parallel with the work of the Middlesbrough Independent Improvement Advisory Board (MIIAB).
- The Peer Challenge team would visit the Council again in 12 months' time.
- There was nothing in the Peer Challenge report that was surprising.
- While the Council still had work to do, the Peer Challenge recognised the Council was emerging from a difficult financial and cultural position.
- The recommendations of the review included developing a long-term vision for the town in co-production with residents and partners.
- While the Council Plan was recognised as a plan for the Council it was also recognised there needed to be a plan for the town.
- One of the benefits of having clear objectives for the town was it made Middlesbrough more attractive for business and investors.
- The Peer Challenge also asked for a redefinition of strategic partnership as there had been a lessening of engagement with some strategic partners.
- There was a need to improve and strengthen the relationships between the Council and Tees Valley Combined Authority.
- A strengthening of equality and diversity was required, including around the Council's workforce and community engagement. Middlesbrough had a complex set of communities, and the Council needed to be better at engaging with those communities.
- In terms of improving financial resilience and ensure savings targets were met, the MIIAB were impressed with the work the Council had carried out. There was more work to do in this area, and there was a need for scrutiny and audit to play a role in this.
- There was a need to re-shape the Council's approach to transformation given the Council's improved financial position.
- There was a need to continue the work of the MIIAB after it was disbanded.
- internal audit procedures, scrutiny processes and support to the Executive function.
- A need to strengthen internal audit procedures, scrutiny processes and support to the Executive function were all identified as part of the Peer Challenge report.

The Chief Executive commented there was nothing surprising as part of the report, and the creation of an action plan to monitor the recommendations would provide a valuable mandate to carry out improvement work.

The Chair commented that, while the outcome of the report was not surprising to officers, he queried if politicians were surprised at the outcome of the report. The Mayor responded that the improvement journey had allowed the Council to assess its position correctly. Importantly, the Council's focus needed to shift to outside considerations and not just internal considerations. The Mayor also commented there was an opportunity for the Council to be more involved in, and return to, strategic housing.

A Member queried if the Mayor's intention was to bring more housing stock back within Council control. The Mayor responded this was an aspiration, provided relevant assessments were carried out. One of the factors to consider was potential changes to the Local Government Housing Revenue Account which would allow the Council to possess more Council houses. There was also a fund available to trial a forced purchase route with an



example of a property in east Middlesbrough being cited.

A discussion took place about how the Council would engage with communities around Equality, Diversity and Inclusion matters. It was commented the Council needed to take communities with it on decisions. A recent example of this was the Communities Fund and how allocations from that fund were decided by a panel made up of different communities. When the neighbourhood model of working became active it would mean Council services were placed within communities. There was a need for proportionality in Middlesbrough Communities to understand this.

It was also commented that discussions of the neighbourhood model included the realisation those participating in the riots in August 2024 were not necessarily driven by far-right motives but instead were disaffected individuals. There was a degree of disconnectedness on the part of the Council and the neighbourhood model would help to rebuild relationships with communities.

It was stated the reports of the Peer Challenge and the MIAB would be available for the full Council meeting on the 26 March.

The Chief Executive recognised and expressed his thanks to junior staff members for their work during the Council's improvement journey.

The Interim Director of Adult Social Care advised the Board she was attending the next meeting of the People Scrutiny panel and would be providing a detailed overview of the Council's CQC inspection and resulting action plan. As the Council was close to a "good" rating, future inspections would be light touch which likely included a quarterly update to the department of health and social care. Some of the issues identified in the CQC inspection were brought out in the Peer Challenge.

A discussion took place about CQC inspections nationally. It was commented that at the point Middlesbrough's CQC inspection was made public approximately half of Councils had been rated as "needs improvement" and half were rated as "good". It was also commented that the CQC was working to new inspection processes.

The Chair thanked the Mayor, Chief Executive and Interim Director of Adult Social Care for their attendance.

#### **NOTED**

24/81

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

None.

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# Executive Member for Adult Social Care & Health Integration Jan Ryles

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Agenda Item 4

# Key Areas

## Adult Social Care:

- Public Health

Interim Director Adult Social care –  
Louise Grabham  
(permanent recruitment in progress)

Director of Public Health – Mark Adams

Portfolio covers South Tees  
(Middlesbrough & Redcar & Cleveland)

# Adult Social Care



# Head of Access & Safeguarding

- *Single point of contact for incoming referrals in terms of requests for assessments and reporting safeguarding concerns.*
- *Access team undertake short term care management – completing new assessments.*
- *Safeguarding – triages incoming safeguarding concerns, undertakes statutory section 42 enquiries and co-ordinates multi-agency meetings.*
- *East & West Locality teams provide care management for adults ( non specialist) over 18.*
- *Hospital Team – Supports individuals in hospital and assists in planning appropriate discharge*
- *Dols Team – undertakes best interest assessments and offers advice and guidance regarding Mental Capacity Act and DOLS statutory framework.*
- *Homeless function – supporting individuals assessed as homeless*
- *Domestic Abuse Support – advice and guidance, co-ordination of DHR.*

## *Teams*

- *Access & Safeguarding Team*
- *East Locality team*
- *West Locality team*
- *Hospital team*
- *DOLS (Deprivation of Liberty safeguards) Team*
- *Homeless*
- *Domestic Abuse Support*

# Head of Prevention, Provider & Support Services

Middlesbrough Independent Living services include a range of services to help people stay at home, safely and independently , for longer.

- **Staying Put Agency** – *Handy Person Services / Disabled facilities Grants / Winter warmth / Hoarding Intervention / Hospital to Home*
- **Connect & Assistive Technology Service** - *24hr monitoring & response service. Telecare provides safety equipment i.e falls detectors*
- **Contact centre** – *24 hour monitoring, and out of hours service for Council*
- **Staying Included** – *befriending services*
- **Rekindle Digital Inclusion project** – *supports people to get online*
- **Independence Hub & Blue Badge** – *demonstration room for equipment, help regarding blue badge*
- **Sensory Loss** – *supports people with hearing loss / sight loss*
- **Community Reablement** – *personalised home based service to assist people to maximise their independence.*
- **Occupational Therapy** – *assessments for equipment & adaptations, support with moving & handling*

## Head of Prevention, Provider & Support Services

- **Community Inclusion Services** – *Specialist service provision offering support to people with Learning Disabilities and also Autism, this includes days services and community outreach.*
- **North Ormesby Resource centre** – *day services support for older persons*
- **Orchard Resource Centre** – *Partnership with Middlesbrough Council and TEWV – days service for individuals with profound learning and physical disabilities.*
- **Levick Court** – *residential & respite Service for 18-65yes with learning disabilities.*
- **Tees Community & Equipment Services** – *equipment loans store to assist people with daily living and promoting independence. Delivered on behalf of all local authorities in Tees and the ICB*
- **Living Life Services** – *free service for people in South Tees, who are struggling with their mental health and emotional well being. It includes recovery college, outreach services and one to one support.*

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# Head of Specialist and Lifelong Services

**Older Persons Mental Health Team** – *works with adults with organic mental health team or with functional mental health issues – offers specialist advice and support i.e Dementia*

**Forensics Social care Team** – *assessments, rehabilitation and ongoing preventative services to individuals with a learning disability who have offended or display behaviours which could result in contact with the Police and Criminal justice System.*

**Primary Mental Health** – *provides a needs-led service for individuals involved in secondary mental health services. This team includes Approved Mental Health Practitioners – who carry out statutory responsibilities under the Mental Health Act 1973.*

**Learning Disability & Transitions Team** – *works with people 18yrs + with a diagnosis of learning disability, with care Act eligibility.*

# Other

The commissioning team delivers Social care services such as brokerage for homecare, Trusted Assessment to facilitate Hospital Discharge – but this is managed within corporate finance function  
The financial assessment team undertake mean test assessments to determine an individual's contribution to their package of care – this sits within corporate finance function.

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## Page 19

## Cllr Jan Ryles

# South Tees challenges

## Higher levels of...

- Smoking
- Obesity
- Alcohol consumption and drug misuse
- Poverty
- Suicide
- CVD / Stroke / Diabetes / Cancer / Resp
- Dementia and age related illnesses
- Teenage and unwanted pregnancies
- Communicable diseases including STIs
- Mental ill health
- Complex needs and vulnerabilities

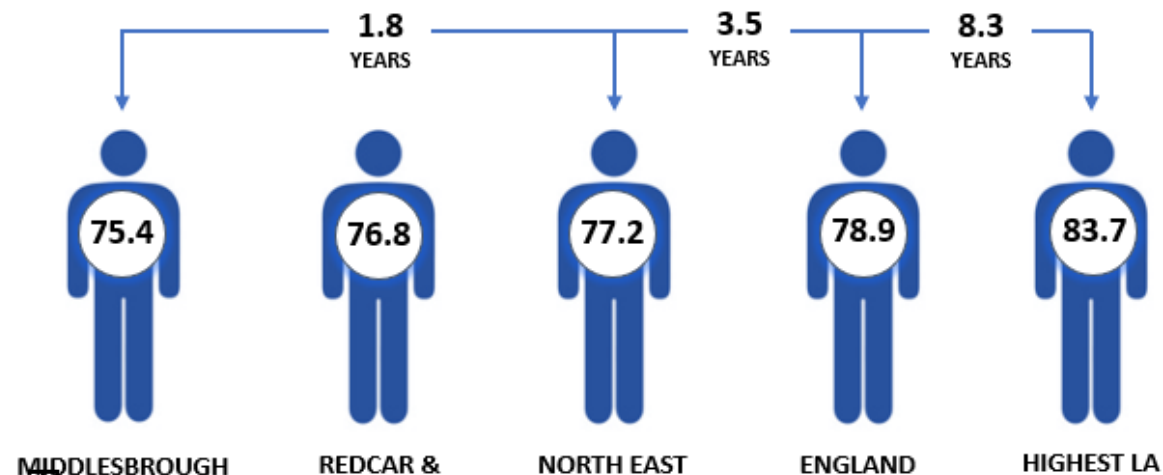
## Lower levels of...

- Life expectancy
- Healthy Life expectancy
- Physical activity
- Engagement with screening and immunisations
- Ability to self care
- Housing standards
- Educational attainment & training
- Stigma for health inclusion groups

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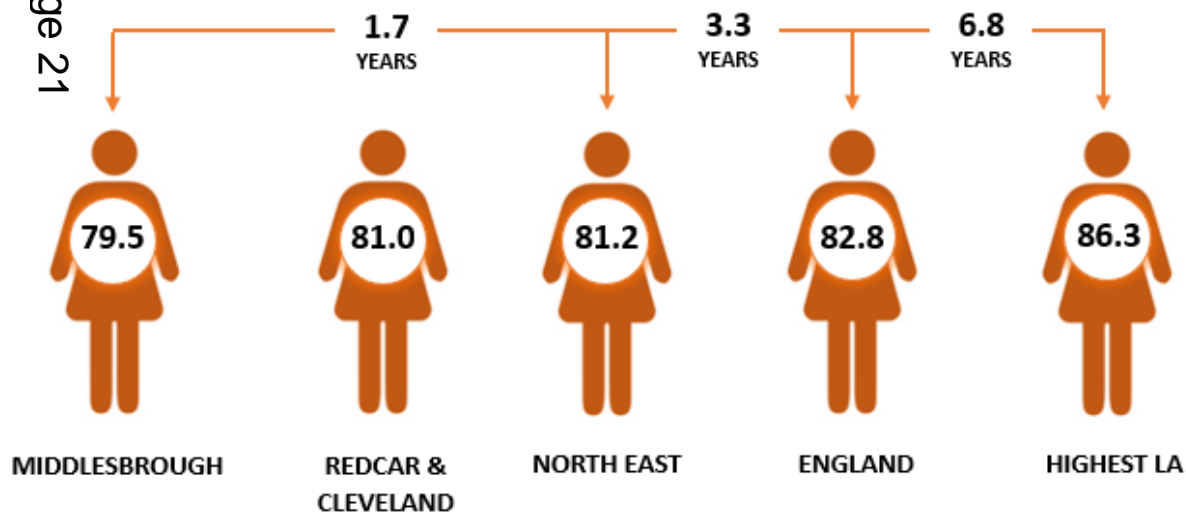
# Life Expectancy at Birth (2020-22)



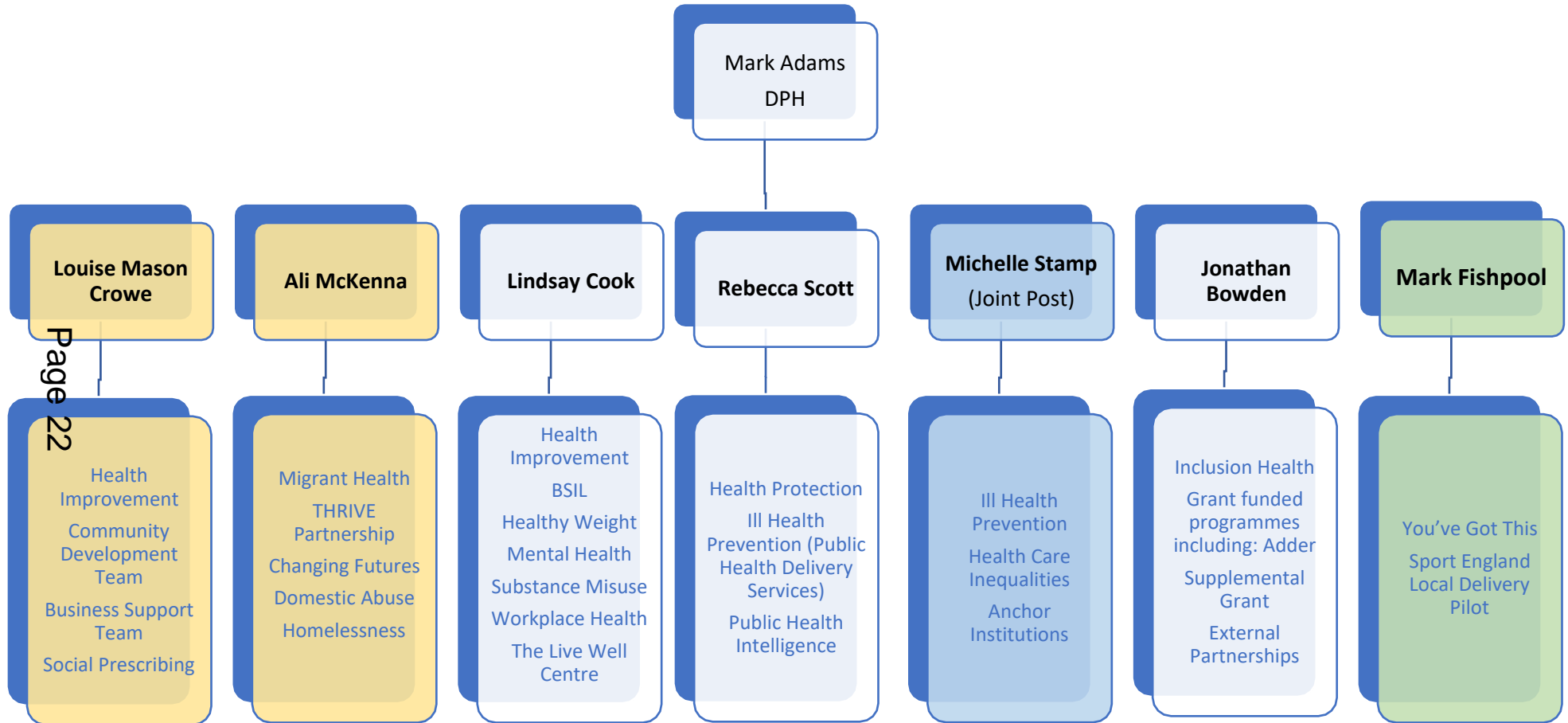
## Gap vs England

### Middlesbrough

	Male	Female
2010-12	2.9 years	2.7 years
2018-20	4.0 years	3.3 years
2020-22	3.5 years	3.3 years



# Roles and Responsibilities



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# Programme Approach

## 5 Programmes

- Creating environments for healthy food choices and physical activity
- Protecting health
- Preventing ill-health
- Reducing vulnerability at a population level
- Promoting positive mental health and emotional resilience

## 4 Core Approaches

- Address health inequalities with a determined focus on the best start in life
- Better use of intelligence to inform decision-making
- Building purposeful relationships with key partners
- Improved financial efficiencies

## 3 Levels of Intervention across the life-course:

- **Civic-level** – healthy public policy
- **Service-level** – evidence-based, effective, efficient and accessible services
- **Community-level** – family of community centred approaches

# Healthy Environments

**Aim** To develop and implement a system led approach to creating places that promote healthy eating and moving more

## **Priorities**

- **Create environments for healthy food:** Supporting the Middlesbrough Food Partnership Gold Award bid; embedding School Food Standards; implementing the Eat Well South Tees and Eat Well Schools Award; delivering HAF and using it as a healthy eating education tool.
- **Creating environments for physical activity:** Working with YGT to embed physical activity into: clinical pathways such as Prepwell, Type 2 Diabetes, tackling chronic pain and Waiting Well; social prescribing; and schools through the Creating Active Schools framework.
- **Embedding system change through development and implementation of the healthy weight declaration:** Working with planning to embed physical activity and health in the planning process; reimagining active open spaces; and building community capacity through an LMS training offer.

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# Protecting Health

**Aim** Protect the population of South Tees from the spread of communicable disease, prevent and manage outbreaks and protect from environmental hazards

## **Priorities**

- Strengthen the local health protection response across South Tees, by facilitating a multi-agency South Tees Health Protection Assurance Partnership
- Protect local people from environmental hazards and incidents, focusing on the South Tees Clean Air Strategy and the severe weather plan
- Use local intelligence and relationships with key partners to improve the prevention, detection and management of communicable diseases and outbreaks. With a focus on current syphilis and gonorrhoea outbreaks
- Build community resilience and capacity to prevent and manage health protection issues through making every contact count and community champions approach
- Utilise community insights/behavioural science approaches in partnership with primary care, secondary care, SAIS and education, to increase immunisations uptake rates

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# Preventing Ill Health

**Aim** To reduce inequalities in population health through the prevention and early detection of disease and support the people to manage their long term conditions

## **Priorities**

- Lead the development of the South Tees Ill Health Prevention Board
- Develop Anchor Network across South Tees
- Improve co-ordination of local, regional and national primary prevention campaigns and maximise opportunities for preventative programmes across the system
- Increase uptake of screening programmes and recognition of signs and symptoms of ill health to ensure early presentation, diagnosis and timely access to treatment
- Consider inequalities in access, service use, outcomes and experience across all commissioned and in house service provision.
- Support South Tees Hospital Trust to implement an approach to tackling health inequalities in secondary care
- Further develop the Health on the High Street offer, improving the accessibility of health services

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# Reducing vulnerabilities at a population level



**Aim** To develop a person-centred approach across the full local Vulnerabilities system. Leading a co-ordinated and collaborative approach with key partners is the only way to achieve consistent, high quality delivery and remove duplication.

## Priorities

- Developing a cross-programme partnership approach that addresses vulnerability in its broadest sense, making best use of both public health and the wider system resources to support the needs of the whole person;
- Further developing collaborative working to strengthen the interface between organisations ensuring that operationally people experience seamless systems and services, and ensure sustainability;
- Testing out more commissioning approaches, including inter-organisational/joint, to deliver better, people-centred services;
- Applying a lived experience model to support people with sustainable, positive behaviour change;
- Investing in more prevention programmes at individual, community and place level;
- Maximising system-wide leadership to create the conditions for change, communicating the vision throughout their individual organisations and our collective agendas

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# Promoting Positive Health and Emotional Resilience

**Aim** To work with key partners to ensure the population of South Tees are supported to be more resilient to achieve positive mental health and good emotional wellbeing.

## Priorities

- Take a whole system approach to mental health and wellbeing that recognises the breadth of organisations supporting mental health and acknowledges and addresses the wider determinants of mental health, including poverty.
- To undertake review and maintain development of HeadStart Resilience Programme to ensure needs of pupils, schools and families are met.
- Maintain a Wellbeing Network across South Tees to connect wellbeing across communities and promote the use of the whole system approach.
- Strengthen protective factors for mental health – for example by supporting programmes that support wellbeing, social connections and asset-based community development
- Monitor commissioned programmes/services that address immediate needs for low level mental health support and mental health literacy e.g. bereavement support, training hub.
- Contribute to the reduction of local suicides and support the development and key areas of action in the Tees Suicide Prevention Strategic Plan
- Continue to develop Dementia Friendly Communities across South Tees



# OSB

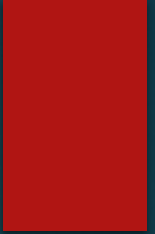


# Intervention

- ▶ Children's Services intervention ended
- ▶ Best Value Notice intervention ended
- ▶ Middlesbrough Voluntary Independent Improvement board to issue final report (Well over 120 hours collectively spent on this since Jan – Feb)
- ▶ Corporate peer challenge to issue findings but feedback was positive

# Finance

- ▶ Budget was overspending by around 10-15 Million per year
- ▶ Cuts to front line taken year on year 220 Environment staff reduced to 70 in last 14 years
- ▶ No events team or budget
- ▶ All viable hard decisions taken year 1
- ▶ Before settlement and including NI increase 2.5 Million surplus to reinvest in front line
- ▶ Funding directed to prevention such as shift
- ▶ 2 years balanced budget
- ▶ Additional 4 Million post settlement

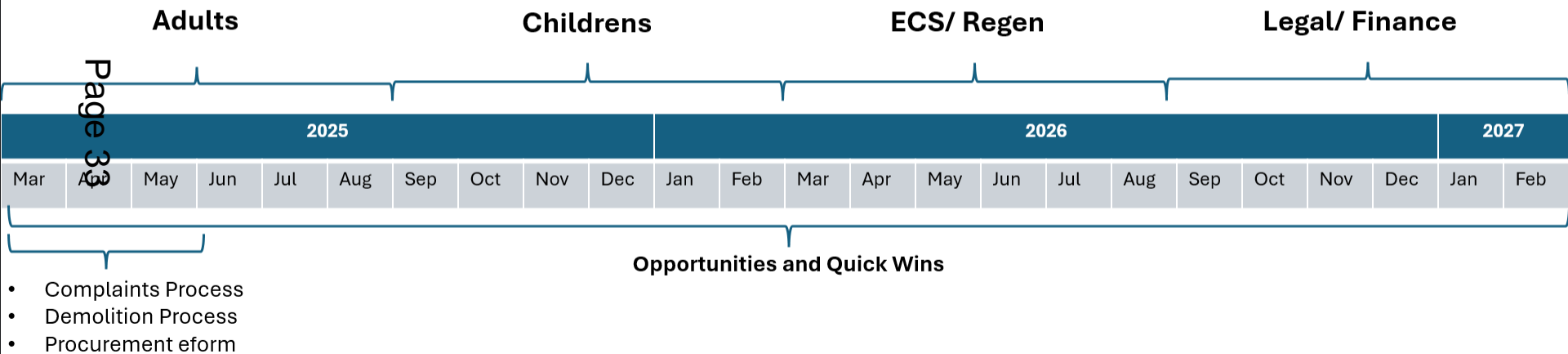


# Review



# Customer

## Customer Programme: Phasing timeline



# Customer



## Customer Programme: High level milestones

### Customer Transformation Programme

Access		Experience		Business Process	
Update previous review of organisation wide entry points/official websites & develop action plan	Apr - May 25	Staff consultation group established	Complete	ASC (Phasing 1)	May 25
ASC (Phase 1)		Review point of progress of Single View of Customer (inc data cleansing/CRM progress)	30/6/25	Review ACT Business Processes	May 25
Review of ACT web info	Apr - May 25	Development of Customer Charter & Promise	Mar - Apr 25	Process and data mapping	May 25
Review of ACT entry points	Apr - May 25			Review existing eforms and identify opportunity for online processing of enquiries/data	May - June 25
Identify opportunities self-serve/online channels	Apr - May 25	ASC (Phasing 1)		Identify opportunity for staffing structure redesign	
Cisco Telephony		ACT Customer Journey	Apr - May 25	Bringing together business processes to create a centralised processing solution (including structure)	Jun - Dec 25
Corporate DPIA implemented to cover existing Telephony Usage	Mar 25	Review of ACT processes/procedures	Apr - May 25		
ACT Telephony messaging	Mar 25	Identify opportunities for AI /automation	Apr - May 25		
Roll out to Planning	Feb 25				

# Demolition notice


Notice to Local Authority under Section 80/81 of The Building Act 1984 and Building Regulations Act 2000 to undertake demolition works.

## Section 80/81 Demolition Notice

Any person or company, who proposes to demolish a building or structure, and that building or structure is 64.8 cubic metres in size or above, is required by law (under *The Building Act 1984* and *Building Regulations Act 2000*) to notify the council using a Section 80 form. You must then obtain a Section 81 Notice from the council prior to any demolition work taking place.

Buildings of a smaller size do not require local authority permission.

## Application

You will need to submit a Section 80 notice to the council. Download the [Section 80 form](#)  (PDF, 95 kB).

There are no fees charged for this notification.

After completing and signing the notice form, you must send or deliver it to the following address: Highways, First Floor, Resolution House, Cargo Fleet Lane, Middlesbrough, TS3 8AL.

You must also, by law, give a copy of the completed Section 80 Notice to the following:

1. The occupier of any building adjacent to the building being demolished
2. Northern Gas Networks Ltd, Asset Planning Dept., 1100 Century Way, Thorp Park, Leeds LS15 8TU
3. C E Electric UK, Penshaw Depot, Station Road, New Penshaw, DH4 7LA

## Proceeding

The council will process your notification and issue you with a Section 81 Notice, giving permission for the demolition to take place. The Section 81 Notice will inform you of any requirements you must undertake prior to, and during, the demolition process.

You may also proceed if you've had no response at six weeks after the council receives your notice.

## Important note

If you fail to give notice to the council, or if you commence the demolition before you are entitled to do so, you will be liable on summary of conviction to a fine not exceeding level 4 on the standard scale (currently £2,500).

If you need further advice please contact Transport and Design Services by calling [01642 728156](tel:01642 728156).

# Customer – Demolition

Go to council website

Download PDF

Print PDF

Complete Form

Deliver to – Northern Gas

Deliver to – C E Electric

Deliver to – Resolution House

Staff then have to review the form and input the information

6 Weeks for response or proceed if no response

If stuck only phone number no email



# Customer – Demolition

Go to council website – Fill in e-form

~~Download PDF~~

~~Print PDF~~

~~Complete Form~~

~~Deliver to – Northern Gas~~

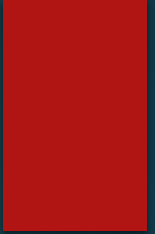
~~Deliver to – C E Electric~~

~~Deliver to – Resolution House~~

Staff then have to review the form ~~and input the information~~

6 Weeks for response or proceed if no response

If stuck only phone number no email



# Celebrate

# Shift

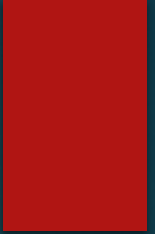
- ▶ £800,000 50% funded between MBC and GOV
- ▶ 26 Children cohort, £30,000 per child
- ▶ Intensive support and outcomes focused



# Shift

- ▶ Average child without support is highly likely to enter a placement that will cost around £25,000 per week potential £1.3M per year until 18
- ▶ Difference per child £1.27Million





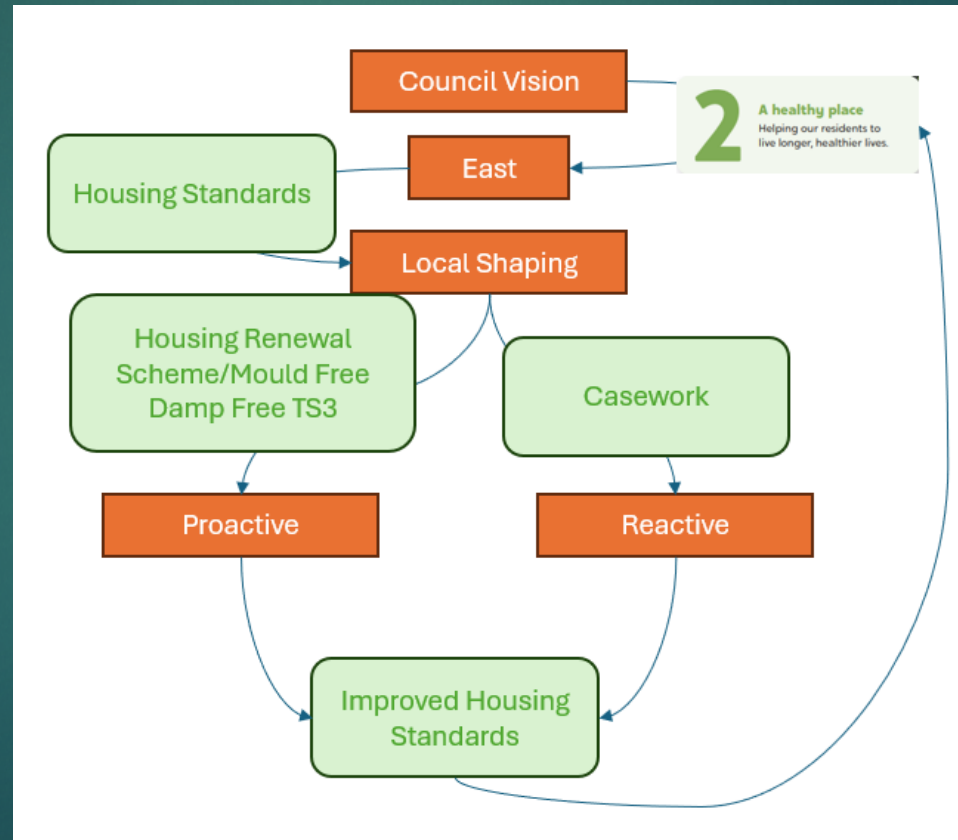
# Preview

# Neighbourhoods

- ▶ Due to come to Exec 30<sup>th</sup> April
- ▶ Introduce the 4 Hubs
- ▶ Additional staff to resolve complex cases
- ▶ Additional staff to link with public sector and partners
- ▶ Funds to be allocated for building renovations, engagement and tools needed
- ▶ Plan to be created for each area

# Neighbourhoods

Learning to drive policy change





# Middlesbrough Priorities Fund

- ▶ Childhood enrichment team
- ▶ Ward Funding
- ▶ Youth Mutual Seed funding
- ▶ Grass verges
- ▶ Shop fronts scheme

# Other Projects

- ▶ Public sector capital
- ▶ AI Improvements
- ▶ Teesvalley Social Care renegotiations

# Questions?

**OVERVIEW AND SCRUTINY BOARD  
9 APRIL 2025**

**Final Report of the Place Scrutiny Panel**

**HOME TO SCHOOL TRANSPORT**

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**THE AIM OF THE SCRUTINY REVIEW**

1. The aim of the review is to ensure that the Council is meeting its obligations to provide Home to School Transport whilst effectively controlling costs.



2. The review also aims to assist the Local Authority (LA) in achieving the following priority from the Council Plan 2024-2027:

**Delivering best value** - Changing how we operate, to deliver affordable and cost-effective outcomes for residents and businesses.

### **TERMS OF REFERENCE**

3. The terms of reference for the scrutiny panel's review, are as follows:
  - A) To establish the nature of the Home to School Transport Service currently provided by Middlesbrough Council's Integrated Transport Unit.
  - B) To examine the nature of the Home to School Transport policy in light of the relevant statutory guidance.
  - C) To establish whether the present system is providing adequate support for students travelling on school transport.
  - D) To identify the reasons for the increase in costs over time and the implications for the overall funding on the service.
  - E) To investigate how other similar local authorities provide this service and to identify ways in which the service could be improved and any costs minimized.

### **BACKGROUND INFORMATION**

4. The legal requirement for ensuring that a child attends education is that of the parent or carer. However, it is the LA's responsibility to provide travel assistance for all eligible children.
5. The ever-increasing need for the provision of home to school transport and travel assistance is a national issue. According to data obtained by the BBC and released in March 2024, costs of Special Educational Needs and Disability (SEND) school transport have increased nationally from £727m in 2019 to £1.4bn in 2024 and are predicted to rise further by 2027/28 to £2.2bn.
6. The County Councils Network (CCN) reported in November 2023 that growing costs were largely driven by an increase in pupils eligible for Education, Health and Care Plans (EHCPs), which has doubled from 240,000 in 2015 to 517,000 in 2023.<sup>1</sup> Other contributory factors to rises in demand and costs include: increasing complexity of children's needs, lack of sufficient special school places, availability of drivers with D1 entitlement, availability of suppliers with vehicles in the private sector, economic climate, and supply and maintenance of the Council's internal fleet.
7. National guidance issued by the Department for Education (DFE) sets out the expectations of Local Authorities regarding home to school travel and transport arrangements. In particular, the guidance sets out the circumstances in which the Local Authority has a duty to

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<sup>1</sup> <https://www.countycouncilsnetwork.org.uk/councils-call-for-reform-of-send-school-transport-services>.



provide or arrange free school transport or travel support for children of compulsory school age.

8. Middlesbrough Council's Home to School Travel Assistance Policy is informed by the Education Act 1996 and additional duties required by the Education and Inspections Act 2006.
9. A Home to School Transport Task and Finish Group has been established by the Place Scrutiny Panel to assist with the scrutiny review and comprises the following membership:  
  
Councillor D Branson  
Councillor J Cooke  
Councillor D Jackson  
Councillor J Kabuye
10. The Task and Finish Group has met four times throughout the period of the review to gather further information in relation to this scrutiny investigation.
11. At the meeting held on 14 October 2024, the Task and Finish Group agreed the terms of reference for the scrutiny review for approval by the Place Scrutiny Panel. The Group noted that the review should consider how the Council can reduce costs and also ensure that a suitable Home to School Transport Service is provided. Sources of evidence were also discussed.

#### **SUMMARY OF EVIDENCE:**

##### **Term of Reference A - To establish the nature of the Home to School Transport Service currently provided by Middlesbrough Council's Integrated Transport Unit (ITU).**

12. During 2023-2024 Middlesbrough Council provided over 600,000 elements of travel assistance including journeys, payments to parents and provision of bus fares to eligible students. This is delivered through a combination of in-house and external suppliers and vehicles, including minibuses, wheelchair accessible vehicles, taxis and coaches.
13. The 2024/2025 budget is set at £6.7 million and the Council receives grant funding from the Department for Education (DfE) for Extended Free Right Transport. The grant for 2024/2025 is £57,700 for transporting children from low-income households and travel over the statutory walking distance of 2 miles from their eligible school. The DfE are recharged for all costs related to any non-statutory transport that Middlesbrough Council provide on their behalf for Outwood Academy Riverside whilst their students are educated at off-site at Normanby and Middlesbrough College. There are evolving pressures in the 2024/2025 budget and weekly management of expenditure to ensure that there are sufficient resources to meet the statutory duty of care.
14. The ITU workforce currently comprises approximately 29 Drivers, 85 Passenger Assistants, 13 Office Staff, 4 Medical Carers (Private Sector) and 137 Contractors.
15. Routine maintenance on all vehicles whether owned, leased or hired has to be carried out every ten weeks. All in-house vehicles operate on a Section 19 permit. All drivers and passenger assistants engaged on education transport contracts are subject to an enhanced DBS (Disclosure and Barring Service) check as part of their contract.

16. Middlesbrough Council has 31 buses covering 43 routes. This equates to 20% of students being transport by Local Authority provided vehicles. Contractors provide for the other 80%, including 70 taxis. The Council has minibuses adapted for wheelchair access which limits their use. In total the Council costs are £1.5m for its own buses and £3.6m is paid to contractors.
17. In 2023/2024 there were 1069 young people on record with SEND and 1067 young people receiving transport assistance. There were 388 mainstream pupils, 150 of whom attend Outwood Academy Riverside, and 238 low income, distance needs. 189 routes operated daily across 61 education settings. All these figures are approximate and change on a daily basis. The key issue to highlight is that the number of pupils with SEND who receive travel assistance from the LA is almost three times higher than pupils who are eligible due to low income, distance needs or who attend Outwood Academy Riverside.
18. Whilst there is no statutory duty to provide Adult Social Care Transport, the ITU also provides a service in line with requirements under the Care Act 2014.
19. Eligibility
- For pupils in primary, secondary and special schools, funded home to school travel assistance is provided for the following eligible pupils who are of compulsory school age during the relevant academic year<sup>2</sup>:
- a) A primary school age pupil attends the nearest suitable school, and that school is over 2 miles from the home address where the distance is determined by the Council and uses the shortest walking distance along which a child, accompanied as necessary, may walk with reasonable safety;
  - b) A secondary school age pupil attends the nearest suitable school, and that school is over 3 miles from the home address, where the distance is determined by the Council and uses the shortest walking distance along which a child, accompanied as necessary, may walk with reasonable safety;
  - c) A secondary school age pupil from a low-income family and attends: any one of their three nearest suitable schools and the school is between 2 and 6 miles away from their home address; or the nearest school preferred by their parents on the grounds of religion or belief and the school is between 2 and 15 miles away from their home address.
20. Parents have a right to express a preference for a school that is not their catchment area school/nearest school. Where the pupil attends a school that is not the catchment/nearest school and places are available at a nearer school which could meet their needs, the parents will not be assisted with travel assistance, whether the actual catchment area school is over the statutory distance, unless they meet the low-income criteria.
21. Travel assistance is not normally provided during the normal school day.
22. For school age pupils with SEND, transport requirements are considered as part of a full assessment. If a student is assessed as unable to walk the statutory distance to their nearest appropriate school because of their special educational needs or disability, even if

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<sup>2</sup> Middlesbrough Council – Home to School Travel Assistance Policy Academic Year 2024/2025

accompanied by a responsible adult; the Council will provide travel assistance which is subject to a statutory assessment or subsequent annual review.

23. Pupils who meet the legal threshold for an EHCP will be issued one by the SEND Team on the advice of the local authority's multi-agency panel. Once a pupil has an EHCP, they may then be eligible for travel support. Staff from the ITU have access to the necessary assessment information and copies of the EHCPs to help inform decision making regarding eligibility and ensure that individual needs are planned for.
24. Eligibility is assessed at the earliest opportunity and in all instances, assessments are carried out to ensure that the eligibility criteria is followed. SEND student applications are initially raised during a SEND resource panel which links with a student's EHCP, with a more detailed assessment carried out once a referral has been received by the ITU.
25. A number of children with an EHCP attend their local mainstream school and therefore do not require any additional travel assistance. However, when a child does need a placement in a school that is further away from their home but is more suitable to meet their needs, these decisions are taken to the local authority's multi-agency panel for review. Staff from the transport team attend these panels, and consideration is given to the provision of transport before any placement is agreed. This means that transport needs, requirements and costs can be identified as early as possible to inform decision-making.
26. Eligibility criteria, application forms, FAQs and parent/carer information is provided on Middlesbrough Council's Home to School web page.
27. When considering a placement for a pupil, the assessor is mindful of the principle that it is the family's responsibility to take their own child to school. However, there are exceptional circumstances as to why a pupil who is not eligible may need travel support and these pupils are assessed on an individual basis. Examples can include: a pupil with a mobility issue caused by a temporary medical condition, no safe walking route or for parents/carers with disabilities who would need to accompany their child along a walking route for it to be considered safe.
28. When a student is assessed as being eligible for support - a hierarchy of travel assistance is made and the parent/carer may be asked "How do you intend to get your child to school?" Types of travel assistance that might be offered include:
  - Travel training, walking bus, use of existing resources where available.
  - 45p per mile as Parental Travel Allowance (PTA).
  - Transport for a limited period to give parents time to arrange their own transport with a refund of fuel or other costs to be made.
  - Full time transport up to Year 8 Assessment when the offer may be amended to meet the relevant needs of the student (if available).
  - Refund of bus fares or seat on a designated bus.
  - Multiple modes of transport, for example, use of a bicycle in Spring/Summer terms and refund of bus fares to use on public bus services in the Winter months.

29. Independent Travel Training

Independent Travel Training (ITT) is provided for both walking and the use of public transport services. Payments are made to parents and carers and assistance is provided with journey planning and other support in the form of assistance and direct delivery in partnership with schools.

30. ITT enables students to gain the confidence to use public transport, demonstrate road safety awareness and be able to travel by themselves without confusion or anxiety. ITT involves young people being taken on practical journeys by a travel trainer, who highlights important aspects of travel, the rules of road safety, personal safety, and what to do if they became lost or anxious. Travel training is a gradual process which culminates in a young person being able to complete unaccompanied journeys. ITT is a bespoke service that builds on a young person's existing skills, as well as teaching them new ones, with the goal of being confident and safe to travel on their own.
31. ITT also aims to demonstrate to parents that their child is capable of travelling independently. Students are empowered to feel more confident and independent and this helps with preparation for adulthood, as well as being able to go out with friends and have more freedom. Once trained, students no longer need to rely on specialist transport or parents or carers. In turn, this provides parents or carers with some respite and confidence that their child can be more independent. By gaining new skills, including who to ask for help and what to do if things go wrong, students can feel safer in the community and have a better chance of finding and maintaining employment.
32. In June 2024, there were 34 students on Middlesbrough Council's waiting list for travel training. Two have since moved out of area, 4 students' parents had declined the offer, 6 had been deemed not ready yet but would be reviewed annually, 9 were reassessed after more information was provided and 13 had been successfully travel Trained.
33. Outside of school term time, when the Council's Passenger Assistants are not needed to accompany students on the regular school runs, they sometimes provide additional support as "Bus Buddies". "Bus Buddies" accompany students who are training to travel to school independently. Increased use of "Bus Buddies" could enable a greater number of students to be trained more quickly as it frees up more of the Travel Trainers' time to work with other students.
34. Whilst Travel Training does achieve some monetary savings, in terms of students no longer needing Council provided transport, the main purpose is to prepare students for adulthood and support those with SEND to become independent. Travel Trainers work with students aged from 11 up to 25 years old who have a Middlesbrough address and attend an education establishment within Middlesbrough's boundaries as per Council policy.
35. Permanently Excluded Pupils (PEX)
- Should a student be permanently excluded from a school or other education provider, the Council is required to secure alternative provision for them. This may entitle the student to free transport or travel assistance to an approved alternative provider. Applications for travel assistance are assessed in accordance with the Home to School Travel and Transport Policy for mainstream and special schools if the student has an EHCP. It is expected that assistance will be on a temporary basis until such time as the student is re-integrated into mainstream or special school and will be subject to review. Until a full transport assessment can be carried out the student is also supported temporarily with travel assistance in the form of a bus ticket - usually a two-week pass.
36. Demand Planning
- The number of children with complex educational and medical needs with an EHCP aged between 5-25 in both Middlesbrough and out of area continues to increase, with approximately 45 additional children becoming eligible for transport assistance each year. The ITU works closely with colleagues in Education and the SEND team to ensure sufficiency of localised placements and help to plan for the future and ensure that:

- Demand data from SEND/Education/Children's Services undergoes a comprehensive Quality Assurance (QA) process.
  - Transformation across the service is co-ordinated.
  - Policies and working practices are streamlined and robustly followed.
  - Eligibility is assessed at the earliest opportunity to aid continuity of all relevant services including Education and Adult Social Care.
  - Capital and Revenue Investments are made in a timely manner.
  - Medium Term Financial Plan (MTFP) projections are based on validated information to ensure robust financial planning.
37. Since 2019, there has been significant investment in the growth of special school places and Middlesbrough is above regional and national averages for the number of children placed in a special school. A local area sufficiency plan is in place to analyse the data and demand for specialist provision to ensure to help inform any plans for investment. As part of this plan, there is another new neurodiversity free school which is scheduled to open in 2026-27 in Middlesbrough, and this should add another 100 school places into the system locally. The focus for the renewed sufficiency plan which will take the local authority beyond 2026, aligns with the national agenda to support mainstream schools to build capacity for inclusion; allowing more children have their special educational needs met in their local mainstream school wherever possible.
38. Service Level Agreements (SLAs) are in place with education establishments and providers, including a Multi-Academy Trust, mainstream and SEND schools in order to help with resourcing delivery of the Home to School Transport Service. Those establishments that provide transport on the Council's behalf are funded via the SLA. Wider benefits include children arriving at school ready to learn and utilising the school's specialist training and their detailed knowledge of the children and familiarisation.
39. The ITU also offers transport support over the winter months (when walking or cycling routes might not be deemed safe or suitable) and use of a personal budget for the Spring/ Summer months, Parental Travel Assistance, Top Ups or Personal Budgets. Wider benefits of this support are improved health, greater independence, and opening-up opportunities to meet with peers outside of school times.
40. In terms of Health and Safety, travel routes are monitored and improvements made as necessary. This helps to minimise risks, improve relationships with staff, operators, parents/carers, schools and most of all, passengers.

**Term of Reference B – To examine the nature of the Home to School Transport policy in light of the relevant statutory guidance.**

41. Statutory guidance was issued by the Department for Education (DfE) in June 2024 under the duties placed on the Secretary of State by sections 508A (7) and 508D (1) of the Education Act 1996. The main points are highlighted below:
- *Parents are responsible for ensuring their child attends school. This means they must take all the action necessary to enable their child to attend school.*
  - *For most parents, this includes making arrangements for their child to travel to and from school. Local authorities must make arrangements, free-of-charge, for eligible children to travel to school.*
  - *Local authority school travel and special educational needs teams should work together to ensure travel arrangements are considered when deciding what school to name in a child's EHCP.*

- *Local authorities have a discretionary power to arrange travel to school for other children.*
- *Local authorities are responsible for deciding what travel arrangements to make, provided they are suitable for the needs of the children for which they are made.*
- *Schools should support local authorities to deliver their home-to-school travel functions, for example, by promoting good behaviour on transport, and sharing information to ensure children's needs are met, and taking travel arrangements into account when making changes to their school day.*
- *Local authorities' school travel policies should be easy for parents to find and understand.*
- *Local authorities should have a fair and transparent process so that parents can appeal a decision about travel to school for their child.*
- *Local authorities have a duty to promote sustainable and active travel to school.<sup>3</sup>*

42. Local authorities are under a duty to have regard to the DfE guidance when:

- carrying out their duties in relation to arrangements for travel to school for eligible children of compulsory school age;
- exercising their discretionary power to arrange travel for other children;
- carrying out their duties in relation to the promotion of sustainable travel to school (this duty applies in relation to young people of sixth form age as well as children of compulsory school age). There is separate guidance on travel for post-16 education and training.

43. The Council's updated Home to School Travel Assistance Policy<sup>4</sup> was last published prior to the start of the new academic year 2024/25. The policy aims to ensure the Council meets its statutory obligations to provide travel assistance for eligible pupils, whilst ensuring that school/sixth form travel assistance arrangements support social mobility and independence. The Post-16 Transport Statement for the Academic Year 2024/25 was also reviewed.<sup>5</sup>

44. An Academy is an eligible school for free travel support where the pupil attending meets the eligibility criteria and this is funded by the Local Authority.

45. In line with the Council's policy and the national guidance, assessments are carried out and/or validated by the Independent Needs Assessor using the eligibility criteria set out in Middlesbrough Council's Home to School Travel Assistance Policy Academic Year 2024/2025. The assessment also takes into consideration information from SEND, school or previous setting, parents/carers and other professionals such as Epilepsy, Asthma, Diabetic Teams at JCUH and CAMHS for areas including mobility, medical, behavioural, vulnerability, practicality and training.

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<sup>3</sup> Department for Education - Travel to school for children of compulsory school age - Statutory guidance for local authorities

<sup>4</sup> Middlesbrough Council – Home to School Travel Assistance Policy Academic Year 2024/25

<sup>5</sup> Middlesbrough Council – Post-16 Education Transport Statement Academic Year 2024/25

46. Those SEND students who do not have an EHCP but attend their nearest qualifying setting, also have a needs assessment using a scoring matrix which covers the areas listed above.
47. Risk assessments are undertaken in line with the Council's Risk Management Strategy and there are 4 levels of risk which range from Level 1: passenger has no additional needs other than transport and does not require an individual risk assessment or protocol, up to Level 4: passenger may be too high risk for ITU to transport or further measures and mitigation needs to be a major factor in any transport provision: alternative transport provisions should be considered.
48. Children who meet the legal threshold for an EHCP will be issued one by the SEND Team on the advice of a multi-agency panel. Once a child has an EHCP, they may then be eligible for travel support. Staff from the ITU have access to the necessary assessment information and copies of the EHCPs to help inform decision making regarding eligibility and ensure that individual children's needs are planned for.
49. A number of children with an EHCP attend their local mainstream school and therefore do not require any additional travel assistance. However, when a child does need a placement in a school that is further away from their home but is more suitable to meet their needs, these decisions are taken to a local authority panel for review. Staff from the transport team attend these panels, and consideration is given to the provision of transport before any placement is agreed. This means that transport needs, requirements and costs can be identified as early as possible to inform decision making.
50. The legislation regarding travel assistance for Post-16 students is covered under Section 509 of the Education Act 1996, amended by Schedule 19 of the Education Act 2002. Middlesbrough Council assesses and provides travel assistance for students aged 16 to 18 (over compulsory school age) and for those continuing learners who commenced their learning programme before the age of 19. Particular consideration is given to Post-16 students with disabilities and/or learning difficulties.<sup>6</sup> Eligible students aged between 5-25 may be offered travel support which can be travel training or journey planning as opposed to transport or other types of travel assistance.
51. Appeals against a decision not to provide transport can be submitted in accordance with the Home to School and Post 16 Transport Appeals Policy. The Council is responsible for home to school transport if the student is eligible. However, if the Council identifies a suitable school and the parent wants their child to attend a different school, the pupil would be deemed not eligible for travel support. For the academic year 2023/2024, 115 mainstream students were declined for travel support over the whole year and 505 appeals (50%) were not upheld. In the current academic year, 59 students have been declined and 7 parents have appealed. Five appeals have been won by the Council. It should be noted that the cost and resources required defending decisions, in line with the Home to School Travel Assistance Appeals Policy, is significant to the Council.
53. The ITU's working practices in relation to policy implementation have recently been reviewed with a view to improving communications, earlier assessment for future years' offer with parents, carers and other stakeholders. The ITU works closely with SEND, school specific and health colleagues to gain a better understanding of the needs of students based on their diagnosis or EHCP needs.

**Term of Reference C – To establish whether the present system is providing adequate support for students travelling on school transport.**

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<sup>6</sup> Middlesbrough Council Post-16 Education Transport Statement – Academic Year 2024/2025

54. During their investigations, the Task and Finish Group Members visited several Middlesbrough Schools whose pupils use the Council's Home to School Transport service. Panel Members Headteachers and staff responsible for SEND. Some of the issues raised by the schools visited included:
- Number of students eligible for home to school transport has increased sharply due greater awareness of mental issues and possibly the effect of COVID.
  - Lack of Passenger Assistants on school buses.
  - Reliability of school buses.
  - Not all seats are taken on some buses.
  - Insufficient provision of vehicles with wheelchair accessibility.
  - Driver recruitment.
  - Schools running their own transport service do not always have clarity on which students are entitled to free transport and unable to recoup costs from parents/carers.
  - Evidence that some parents were receiving financial help with travel but not using it for that purpose
55. At the meeting held on 21 November 2024, discussion took place as to whether the Council provide transport to students whose parents have their own transport. The Group also discussed whether the Council could recoup the cost of home to school transport from academies.
56. At the meeting held on 13 December 2024, Members reported back on visits to two schools that provided some of their own transport. The Group considered whether schools should be given more responsibility for arranging home to school transport for their students.
57. On 14 January 2025, the Task and Finish Group met with the Integrated Transport Unit Manager, and gathered further information in relation to passenger data, funding, commissioning costs, academies' responsibilities in relation to home to school transport and decision-making.

**Term of Reference D – To identify the reasons for the increase in costs over time and the implications for the overall funding on the service.**

58. Home to School Transport Budget

Over the last six years, the Home to School Transport Budget has increased from £2,474,000 to £6,644,770. The projected outturn @ 24.9.24 is £5.9 m. A table showing the annual budget increases is attached at Appendix A to this report.

59. The 2024/2025 budget includes approximately £147,600 transport costs for Adult Social Care, mainly for procured taxis and minibuses. The remainder of the transport is provided by the Council's internal fleet and the costs are included within the management code as an overall budget figure for home to school, adult social care fleet and salaries.
60. Since 2021, costs have been impacted by the following:
- Higher levels of price index increases: was 2.3% then rose to 9.9% for contracted routes over and above any inflation costs – alters each year.



- New Schools opening: Discovery, Discovery at Brambles, more recently Beverley Park, and Discovery Phase 2 with increases in demand. Beverley Park was an increase of 44 students.
- Increase in out of area placements.
- Increase of EHCP provision - extending the age range to from 5 to 25.
- Implementation of statutory guidance which permits greater accessibility to travel support.
- COVID, Economic Supplier Relief and price inflation across the whole service and for both internal and external provision.
- Increased supplier costs and decrease in suppliers – demand and supply.
- Salary increases due to pay awards, increasing demand for drivers and passenger assistants, increase in training costs.
- Increased complexity of passengers, distance travelled, for example, if they live out of the area or are educated out of the area.
- Cost to the Council of lost appeals.

61. Details of the numbers of students in receipt of travel assistance from Middlesbrough Council on 19 September 2024 are shown at Appendix B to this report. It should be noted that the numbers are subject to change on a daily basis.

62. The number of SEND students requiring transport has increased sharply in recent years from 658 in 2013/14 to 1092 in 2024/2025 and there was a marked increase from 855 in 2020/21 to 1079 in 2021/22. A table showing the annual increases is attached at Appendix C to this report

63. The number of mainstream students who receive transport for distance or low income is 299 and this includes 30 students who are permanently excluded from school (PEX) and who travel over the statutory walking distance to the education establishment they now attend.

64. The year end forecast for externally procured statutory transport during financial year 2024-2025 is £3.6m - this does not include any demand increase between December 2024 and 31st March 2025 or other costs such as internally operated routes or staffing costs.

65. Breakdown of costs incurred and income received from Government:

	<b>COST</b>	<b>INCOME</b>
Transport for SEND students with EHCP	£4.5m	
Transport for other special needs or students entitled on grounds of income or distance	£1.6m	£57,700
Total costs	£6.1m	£57,700

66. Whilst the £57,700 income from DfE for eligible pupils from low-income households offsets the expenditure, it does not cover the whole cost.
67. Some schools provide some transport themselves and the Council funds the cost of the driver and assistants. The current cost is £165,000 per annum.
68. Due to the many factors involved in providing school transport in terms of pupil numbers, providers, different modes of transport, requirement for passenger assistants, routes - it is not possible to provide cost comparisons with other local authorities.

**Term of Reference E – To investigate how other similar local authorities provide this service and to identify ways in which the service could be improved and any costs minimised.**

69. A review of the Home to School Transport Policies (including Post-16) published by the other Tees Valley Local Authorities : Darlington, Hartlepool, Stockton and Redcar and Cleveland, identified that they operate in a broadly similar manner to Middlesbrough and in accordance with government legislation and guidance.
70. Hartlepool Borough Council, along with several other LAs, including West Northants, a statistical neighbour of Middlesbrough, offer discretionary transport assistance through spare seat schemes on existing transport for students not eligible for free school transport. Their vehicles are compliant with Public Service Vehicle Accessibility Regulations 2000 (PSVAR).  
  
Spare seats are usually offered after the start of the academic year, once those students who are eligible for free school transport have been accommodated. West Northants Council currently offer this scheme and the annual cost for the academic year 2024-2025 is £1,000<sup>7</sup>. There is an opportunity to pay in full or in instalments.
71. Newcastle City Council have recently undertaken a strategic review of its home-to-school transport policy for post-16 learners who have SEND. The Council had determined that maintaining current arrangements was no longer affordable. The outcome of the review is a proposal that from September 2025 there will be no home-to-school transport commissioned by the Council for any new post-16 students with SEND. The provision of commissioned SEND transport support to those Post-16 students currently in receipt will continue until their educational studies end. However, at the time of writing this report no decision on the policy change has been approved.
72. In relation to discretionary travel, other authorities, including Darlington Borough Council, do charge parents/carers for all or part of their children's travel arrangements. Included in Middlesbrough Council's 2025/26 Revenue Budget recommendations, is a proposal that where the Council provides discretionary, as opposed to statutory home to school transport services, these costs will be recharged to the relevant schools and/ or health services.

**ADDITIONAL INFORMATION**

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<sup>7</sup> - West Northamptonshire Council – Home to School Transport Spare Seat Scheme Academic Year 2024-2025

73. The following 2025/2026 budget savings proposals were approved by Council on 19 February 2025:

<b>Budget Savings Proposal</b>	<b>25/26 (£m)</b>	<b>26/27 (£m)</b>	<b>27/28 (£m)</b>	<b>28/29 (£m)</b>	<b>Total (£m)</b>
<b>Deliver passenger assistance training internally</b> ( <i>Efficiency</i> ) Passenger assistants who support children on home to school transport would be trained by Council staff.	(0.037)	0.000	0.000	0.000	(0.037)
<b>Increase transport capacity</b> ( <i>Efficiency</i> ) Increasing the number of vehicles the Council can lease or buy, along with extra staff, would reduce the amount spent on external businesses for home to school transport.	(0.084)	0.000	0.000	0.000	(0.084)
<b>Management review</b> ( <i>Efficiency</i> ) Up to one management post would be removed from Education and Partnerships following a review of the operational practices.	(0.044)	0.000	0.000	0.000	(0.044)
<b>Increase management fee income</b> ( <i>Income</i> ) The Council will receive more income for services provided on behalf of the Department for Education in relation to home to school transport.	(0.015)	0.000	0.000	0.000	(0.015)
<b>Travel training</b> ( <i>Efficiency</i> ) Providing training and support to enable more students to travel to school independently, reducing the reliance upon Council provision of home to school transport.	(0.102)	0.000	0.000	0.000	(0.102)
	(0.281)	0.000	0.000	0.000	(0.281)

#### 74. **CONCLUSIONS**

Based on the evidence provided throughout the investigation, the Place Scrutiny Panel concluded that:

- Recent years have seen a sharp increase in the cost of Home to School Transport provided by LAs by up to 50% in some cases. Middlesbrough Council's 2024-2025 budget for providing the Home to School Transport Service is £6.7m.
- Free school transport is provided for students of compulsory school age based on distance from a suitable school, ability to get there safely, or on low family income. However, the largest amount is spent on transporting students who have SEND or who have an EHCP.

- Last year Middlesbrough Council provided free transport for 1069 SEND students and 238 other students. The key issue is SEND students under the age of 11 since they are provided with free transport in almost all cases. Middlesbrough also has higher numbers of SEND students than other LAs in the north east region and nationally according to the Local Authority Interactive Tool (LAIT).
- The number of SEND students has increased rapidly due to the rise of self-diagnosis and the unwillingness of councils to challenge SEND attribution. Parents are appealing more SEND decisions, with an increase in the number appealed nationally, from 6,000 in 2018 to 15,600 in 2023. Of these, 98% of decisions found in favour of parents.<sup>8</sup>
- According to research commissioned by the Local Government Association (LGA) in 2019, there is a mismatch between the responsibilities of parents in getting their children to school versus their expectations in the level and type of assistance that LAs can provide. There have been a number of high-profile judicial reviews which have been found in favour of parents where local authorities have tried to reduce transport entitlements.<sup>9</sup>
- Since 2020 the number of school exclusions in Middlesbrough has been increasing. However, the number of permanent exclusions has remained the same in the last two academic years. Whilst it cannot yet be concluded that the rate has stabilised, current in-year data suggests this may be the case. It should be noted however that any future significant increases could potentially further impact the home to school transport budget.
- In addition, there is a rise in the number of such students with more complex needs or more challenging behaviour, both of which often require personalised transport such as a taxi.
- Other factors contributing to rising costs include a shortage of special school places locally, the reduction in public transport bus routes and greater movement of residents in rented accommodation.
- The cost of providing transport has increased sharply due to the lack of competition from service providers as well as the difficulty in arranging cost-effective routing as towns expand the area of housing into the new suburbs. The Council currently does not have sufficient in-house provision to transport all passengers and utilises a supply chain from the private sector across a range of different types of vehicles.
- Some of the schools contacted by the Task and Finish Working Group are unhappy at the service provided. The main concerns raised are the lack of passenger assistants on the buses provided and the failure to provide back-up services when drivers are unavailable.
- It is evident from the proposals included in Middlesbrough Council's 2025/26 Revenue Budget that efforts to effect efficiencies and increase income have already been considered. Whilst the predicted savings are welcome, there is still a need to deal with ongoing pressures on the home to school transport budget as a result of those issues outlined above.

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<sup>8</sup> Support for children and young people with special educational needs - Public Accounts Committee - First Report of Session 2024–25

<sup>9</sup> Understanding the drivers for rising demand and associated costs for home-to-school transport – Beth Swords, Natalie Parish and Karina Kulawik – May 2019

## **RECOMMENDATIONS**

75. Based on the findings of the scrutiny review, the Place Scrutiny Panel recommends to the Executive that the Council should:
- A Investigate whether it would be cost effective to devolve the provision of Home to School Transport to individual schools, as they may be able to provide a more localised service. Ideally the funding could be passed directly to the schools making them responsible for controlling costs, ensuring there was no additional cost to the Local Authority.
  - B Review the eligibility requirements for free school travel, especially for post-16 students and for pupils who attend a school that is not in the catchment/nearest school by parental choice, but they meet the low-income criteria. There would need to be an option included for consideration of special circumstances.
  - C Ensure closer collaboration between Children's Services, Schools and the Home to School Transport Unit to make certain that the most cost-effective and suitable transport arrangements are in place for each student, particularly in relation to students with SEND. The requirement for transport assistance should be included as a consideration in SEND assessments.
  - D Prioritise the promotion of independent travel to all parents and students, increase the number of travel trainers and bus buddies and encourage greater use of personal travel budgets.
  - E Introduce a spare seat scheme to offer discretionary transport assistance on existing transport for students who are not eligible for free travel assistance, with an option for part payment of the full cost.
  - F Investigate whether increasing the Council's fleet of vehicles and reducing dependency on third party providers would be cost effective and whether this would enable better route planning.
  - G Explore whether entering into longer-term contracts with third party providers would provide for greater flexibility and consistency.

## **ACKNOWLEDGEMENTS**

76. The Place Scrutiny Panel would like to thank the following for their assistance with its work:
- G Bergman, Independent Travel Trainer, Middlesbrough Council  
C Cowley, Head of Transport and Infrastructure, Middlesbrough Council  
G Faint, Integrated Transport Unit Manager, Middlesbrough Council  
G Field, Director of Environment and Community Services, Middlesbrough Council  
Beverley Park, Holmwood School, The King's Academy, Pallister Park Primary School, Sunnyside Academy, Trinity Catholic College.

## **ACRONYMS**

77. A-Z listing of common acronyms used in the report:

CCN – County Council Network  
DBS – Disclosure and Barring Service  
DFE – Department for Education  
EHCP – Education, Health and Care Plan  
ITU – Integrated Transport Unit  
LA – Local Authority  
LAIT – Local Authority Interactive Tool  
LGA – Local Government Association  
LGO – Local Government Ombudsman  
PEX – Permanently Excluded Pupils  
PTA – Parental Travel Allowance  
RTMAT – River Tees Multi Academy Trust  
SEND – Special Educational Needs and Disability

## **BACKGROUND PAPERS**

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

- Darlington Borough Council – Travel and Transport Assistance Policy, SEND Travel Assistance Policy, Post-16 Policy Statement.
- Department for Education (DfE): Travel to school for children of compulsory school age - Statutory guidance for local authorities
- Hartlepool Borough Council – Home to School Transport Policy – updated June 2021.
- Local Authority Interactive Tool (LAIT).
- Middlesbrough Council - Home to School Travel Assistance Policy - Academic Year 2024/25.
- Middlesbrough Council - Post 16 Education Transport Statement - Academic Year 2024/25.
- News Article: County Councils Network:  
<https://www.countycouncilsnetwork.org.uk/councils-call-for-reform-of-send-school-transport-services>
- Notes of the Task and Finish Group meetings held on 14 October, 21 November, 13 December 2024 and 14 January 2025
- Reports/presentations to, and minutes of, the Place Scrutiny Panel meetings held on 2 September, 7 October and 4 November 2024.
- Redcar and Cleveland -
- Stockton on Tees Council – Home to School Transport Policy.
- Support for children and young people with special educational needs - Public Accounts Committee - First Report of Session 2024–25
- Understanding the drivers for rising demand and associated costs for home-to-school transport – Beth Swords, Natalie Parish and Karina Kulawik – May 2019
- West Northamptonshire Council – Home to School Transport Spare Seat Scheme Academic Year 2024-2025.

**COUNCILLOR DAVID BRANSON  
CHAIR OF THE PLACE SCRUTINY PANEL**

**Place Scrutiny Panel Membership:** Councillors D Branson (Chair), T Livingstone (Vice Chair), J Banks, J Cooke, C Cooper, J Ewan, N Hussain, D Jackson, J Kabuye, L Mason, D McCabe, A Romaine, L Young

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**INCREASE IN HOME TO SCHOOL TRANSPORT BUDGETS 2018 TO 2025**

<b>FINANCIAL YEAR</b>	<b>BUDGET</b>	<b>NOTES</b>
2018/19	£2,474,000	
2019/20	£2,477,000	
2020/21 (Covid-19 Pandemic)	£2,459,000	Covid and Supplier relief funded in part by Central Government economic supplier relief/inflation affected future outturns.
2021/22 (Covid-19 Pandemic)	£2,495,000	Covid and Supplier relief funded in part by Central Government economic supplier relief/ inflation affected future outturns.
2022/23 (Covid-19 Pandemic)	£2,769,000	Covid and Supplier relief NOT funded in part by Central Government economic supplier relief/inflation affected future outturns. Spend was £3,338,816.
2023/24	£3,778,800	Spend was £5,222,000 (Inflation, rising supplier costs, staffing increases to meet demand, salary and pay award increases not funded by Central Government).
2024/25	£6,644,770	Projected outturn set @ 24.9.24 - £5.9 m (the overall costs include transport for Adult Social Care).

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**APPENDIX B**

	<b>SEND</b>	<b>SEND Parental Travel Allowance (PTA) Payments</b>	<b>Mainstream</b>
Total number of students	1083	46	373
Number of students who receive travel support to be educated outside of Middlesbrough	100	12	8
Numbers of students carried by private sector rather than Council provided transport	755	46	262 with Pass 111 Refund of Bus Pass

Please note: all figures in the above table are correct as at 19 September 2024 but are subject to change on a daily basis.

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Home to School Transport - Passenger Data			
Academic Year End	Total	SEND	Alternative Provision (AP)
2013/14	714	658	56
2014/15	860	747	113
2015/16	892	796	96
2016/17	959	905	54
2017/18	819	766	53
2018/19	901	720	181
2019/20	932	816	116
2020/21	969	855	114
2021/22	1224	1079	145
2022/23	1254	1089	165
2023/24	1119	1092	27
2024/25 @ 14.1.25	1165	1062	103 (Including 90 places for River Tees Multi Academy Trust)

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<b>MIDDLESBROUGH COUNCIL</b>	
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<b>Report of:</b>	Chief Executive
<b>Relevant Executive Member:</b>	Not applicable
<b>Submitted to:</b>	Overview and Scrutiny Board
<b>Date:</b>	9 April 2025
<b>Title:</b>	Executive Forward Work Programme
<b>Report for:</b>	Discussion
<b>Status:</b>	Public
<b>Council Plan priority:</b>	Delivering Best Value
<b>Key decision:</b>	Not applicable
<b>Why:</b>	Not applicable
<b>Subject to call in?:</b>	Not applicable
<b>Why:</b>	Not applicable

<b>Proposed decision(s)</b>
It is recommended that the Overview and Scrutiny Board consider the content of the Executive Forward Work Programme.

<b>Executive summary</b>
<p>OSB has delegated powers to manage the work of Scrutiny and, if appropriate, it can either undertake the work itself or delegate to individual Scrutiny Panels.</p> <p>One of the main duties of OSB is to hold the Executive to account by considering the forthcoming decisions of the Executive and decide whether value can be added by Scrutiny considering the matter in advance of any decision being made.</p> <p>This would not negate a Non-Executive Member's ability to call-in a decision after it has been made.</p>



## 1. Purpose

1.1 To make OSB aware of items on the Executive Forward Work Programme.

## 2. Recommendations

2.1 That the Overview and Scrutiny Board It is recommended that the Overview and Scrutiny Board consider the content of the Executive Forward Work Programme.

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

3.1 OSB has delegated powers to manage the work of Scrutiny and, if appropriate, it can either undertake the work itself or delegate to individual Scrutiny Panels.

3.2 One of the main duties of OSB is to hold the Executive to account by considering the forthcoming decisions of the Executive and decide whether value can be added by Scrutiny considering the matter in advance of any decision being made.

3.3 This would not negate a Non-Executive Member's ability to call-in a decision after it has been made.

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

5.1 Not applicable.

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

### 6.1 *Financial (including procurement and Social Value)*

Not applicable

### 6.2 *Legal*

Not applicable

### 6.3 *Risk*

Not applicable

### 6.4 *Human Rights, Public Sector Equality Duty and Community Cohesion*

Not applicable

### 6.5 *Climate Change / Environmental*

Not applicable

### 6.6 *Children and Young People Cared for by the Authority and Care Leavers*

Not applicable

### 6.7 *Data Protection*

Not applicable

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

Action	Responsible Officer	Deadline
Implement any decision of the Overview and Scrutiny Board with regard to the	Relevant Officer	As directed by OSB

Executive Forward Work Plan.		
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## Appendices

<b>A</b>	Forward Work Plan
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## Background papers

Body	Report title	Date
NA		

**Contact:** Scott Bonner/ Joanne Dixon

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## Executive Forward Plan - 1 April 2025 to 31 May 2026

FOR THE PERIOD 1 APRIL 2025 TO 31 MAY 2026

Ref No. / Ward	Subject / Decision	Decision Maker and Decision Due Date	Council Strategy	Key / PFP	Likely Exemption	Background documents	Member / Officer Contact
The Mayor							
1022587 All Wards	Out of Hours Registrars Offer To update on a minor change to the policy	Executive Member - The Mayor 5 May 2025	Delivering Best Value	KEY	Public		1) The Mayor <i>Ann-Marie Wilson</i> <i>annmarie_wilson@middlesbro</i> <i>ugh.gov.uk</i>
1022674	Impact Assessment Policy The purpose is to conduct an interim review to propose inclusion of an additional grouping to enable the authority to assess the impact of its	Executive Member - The Mayor 5 May 2025	A Healthy Place to Live		Public		1) The Mayor <i>Ann-Marie Johnstone</i> <i>Ann-</i> <i>Marie_Johnstone@middlesbro</i> <i>ugh.gov.uk</i>

Ref No. / Ward	Subject / Decision	Decision Maker and Decision Due Date	Council Strategy	Key / PFP	Likely Exemption	Background documents	Member / Officer Contact
	decision making on poverty.						
I022424 All Wards	<p>Neighbourhoods Model</p> <p>The Neighbourhood Working report will explore the objectives of the programme and the way in which it will achieve outcomes in accordance with the Council's strategic objectives.</p> <p>The report will set out how working with partners over four neighbourhood areas will enable the Council to improve the lives of residents and reduce medium term demand for services as well as addressing longer term entrenched issues within communities.</p>	Executive 30 Apr 2025	Safe and Resilient Communities	KEY	Public		1) The Mayor <i>Geoff Field</i> <i>geoff_field@middlesbrough.gov.uk</i>

Ref No. / Ward	Subject / Decision	Decision Maker and Decision Due Date	Council Strategy	Key / PFP	Likely Exemption	Background documents	Member / Officer Contact
	The report will seek Executive approval for both the further development of the Neighbourhood approach and the required resource allocation required to achieve this.						
1022586	First Annual Review of the Social Value Charter To provide an update to Executive on the first year of implementation of the charter	Executive 30 Apr 2025	A Healthy Place to Live		Public		1) The Mayor <i>Ann-Marie Johnstone</i> <i>Ann-Marie_Johnstone@middlesbrough.gov.uk</i>
1022913 All Wards	Resetting the Council's approach to Transformation and Delivery of the Council Plan To set out plans to reset the Council's approach to transformation to ensure an improved focus on delivery of the Council Plan ambitions, with appropriate resourcing to	Executive 30 Apr 2025	A Healthy Place to Live	KEY	Public		1) The Mayor <i>Erik Scollay, Director of Adult Social Care</i> <i>erik_scollay@middlesbrough.gov.uk</i>

Ref No. / Ward	Subject / Decision	Decision Maker and Decision Due Date	Council Strategy	Key / PFP	Likely Exemption	Background documents	Member / Officer Contact
	ensure successful delivery of transformation activity.						
<b>Deputy Mayor and Executive Member - Education and Culture</b>							
<b>Executive Member - Adult Social Care and Public Health</b>							
1021995 All Wards	Director of Public Health Annual Report Directors of Public Health have a statutory requirement to write an annual independent report on the health of their population. The report is to raise awareness and understanding of local health issues, highlight areas of specific concern, and make recommendations for change	Executive 30 Apr 2025			Public		3) Executive Member for Adult Social Care and Public Health <i>Mark Adams, Director of Public Health - South Tees</i> <i>mark_adams@middlesbrough. gov.uk</i>
1022879 All Wards	Thrive at Five That Executive approves the	Executive 30 Apr 2025	A Successful and Ambitious Town	KEY	Public		4) Executive Member for Children's Services



Ref No. / Ward	Subject / Decision	Decision Maker and Decision Due Date	Council Strategy	Key / PFP	Likely Exemption	Background documents	Member / Officer Contact
	investment into the partnership model with Thrive at Five.						<i>Mark Adams, Director of Public Health - South Tees mark_adams@middlesbrough.gov.uk, Joe Tynan joe_tynan@middlesbrough.gov.uk</i>
I022435 All Wards	Homelessness Reduction and Rough Sleeper Prevention Strategy 2024 – 2029 To inform Executive of the updates to previous strategy	Executive 2 Jun 2025	A Healthy Place to Live	KEY	Public		3) Executive Member for Adult Social Care and Public Health <i>Rachel Jenkins rachel_jenkins@middlesbrough.gov.uk</i>
<b>Executive Member - Children's Services</b>							
I022396 All Wards	Residential and Supported Accommodation for Children in Our Care and Care Leavers Update To update Executive on the residential and supported accommodation for children in our care and care leavers	Executive 30 Apr 2025	A Healthy Place to Live	KEY	Public		4) Executive Member for Children's Services <i>Joe Tynan joe_tynan@middlesbrough.gov.uk</i>

Ref No. / Ward	Subject / Decision	Decision Maker and Decision Due Date	Council Strategy	Key / PFP	Likely Exemption	Background documents	Member / Officer Contact
I022397 All Wards	Internal Residential Future Delivery Model To update Executive on the internal residential future delivery model	Executive 2 Jun 2025	A Healthy Place to Live	KEY	Public		4) Executive Member for Children's Services <i>Joe Tynan</i> <i>joe_tynan@middlesbrough.gov.uk</i>
I022398 All Wards	EXEMPT: Hollylodge Future Delivery Model To update Executive on Hollylodge future delivery model	Executive 2 Jun 2025	A Healthy Place to Live	KEY	Fully exempt		4) Executive Member for Children's Services <i>Joe Tynan</i> <i>joe_tynan@middlesbrough.gov.uk</i>
<b>Executive Member - Development</b>							
I022484 Newport	The Disposal of Land and Assets at Gresham to Middlesbrough Development Corporation To consider the transfer of land and assets owned by the Council at Gresham over to the Middlesbrough Development Corporation to	Executive Sub- Committee for Property 2 Apr 2025	A Successful and Ambitious Town	KEY	Public		5) Executive Member for Development <i>Richard Horniman, Director of Regeneration</i> <i>Richard_Horniman@middlesbrough.gov.uk</i>

Ref No. / Ward	Subject / Decision	Decision Maker and Decision Due Date	Council Strategy	Key / PFP	Likely Exemption	Background documents	Member / Officer Contact
	facilitate a significant mixed use scheme						
<b>Executive Member for Environment and Sustainability</b>							
I022795 All Wards	Scrutiny Review - Waste Management To inform members of the review undertaken by the Environment Scrutiny Panel into Waste Management and set out the services proposed actions to address the recommendations from the report. Executive to approve these actions is requested	Executive 30 Apr 2025	A Successful and Ambitious Town		Public		6) Executive Member for Environment and Sustainability <i>Marion Walker, Head of Stronger Communities</i> <i>marion_walker@middlesbrough.gov.uk</i>
I022892 Berwick Hills and Pallister; Brambles and Thorntree; Longland	Longlands Road sustainable transport improvements Proposals to improve sustainable transport opportunities along the Longlands Road	Executive 30 Apr 2025	A Healthy Place to Live	KEY	Public		6) Executive Member for Environment and Sustainability <i>Chris Orr</i> <i>Chris_Orr@middlesbrough.gov.uk</i>

Ref No. / Ward	Subject / Decision	Decision Maker and Decision Due Date	Council Strategy	Key / PFP	Likely Exemption	Background documents	Member / Officer Contact
ds and Beechw ood; North Ormesb y	corridor. The proposals cover a major transport corridor, covering several wards, at a significant cost						
I022891 Central; Newport	Newport Road Corridor sustainable transport improvements Proposals to improve sustainable transport opportunities along the Newport Road corridor. The proposals cover a major transport corridor, covering several wards, at a significant cost.	Executive 30 Apr 2025	A Healthy Place to Live	KEY	Public		6) Executive Member for Environment and Sustainability <i>Chris Orr</i> <i>Chris_Orr@middlesbrough.gov.uk</i>
<b>Executive Member - Finance</b>							
I022317 All Wards	Interim Funding Arrangement Policy To agree the formal charging arrangements for residents requiring care but not able to enter into a deferred	Executive 30 Apr 2025	Delivering Best Value		Public		Councillor Nicky Walker, Executive Member for Finance <i>Martin barker</i> <i>martin_barker@middlesbrough.gov.uk</i>

Ref No. / Ward	Subject / Decision	Decision Maker and Decision Due Date	Council Strategy	Key / PFP	Likely Exemption	Background documents	Member / Officer Contact
	payment arrangement						
I022741 All Wards	Middlesbrough Priorities Fund This report provides Executive with details of the governance arrangements for the use of the £4.367m Middlesbrough Priorities Fund. The report sets out how the Council proposes to allocate the Middlesbrough Priorities Fund, and also sets out in Appendix 1 the initial list of initiatives proposed by the Mayor, and the process for identification and approval of future initiatives.	Executive 30 Apr 2025	Delivering Best Value	KEY	Public		7) Executive Member for Finance <i>Andrew Humble</i> <i>andrew_humble@middlesbrou</i> <i>gh.gov.uk</i>
<b>Executive Member - Neighbourhoods</b>							

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## EXECUTIVE SUB-COMMITTEE FOR PROPERTY

<p><b>Date:</b> Wednesday 2nd April, 2025  <b>Time:</b> 4.30 pm  <b>Venue:</b> Mandela Room (Municipal Buildings)</p>
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## AGENDA

1. Apologies for Absence
2. Declarations of Interest

## EXECUTIVE MEMBER FOR DEVELOPMENT

3. Transfer of Land and Assets at Gresham to Middlesbrough Development Corporation - PART A 3 - 24
4. Any other urgent items which in the opinion of the Chair, may be considered.
5. Exclusion of Press and Public

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

6. **EXEMPT - Transfer of Land and Assets at Gresham to Middlesbrough Development Corporation - PART B** 25 - 48

This item is exempt as it contains information relating to the financial or business affairs of any particular person (including the authority holding that information) and is commercially sensitive. Publicly identifying the commercial elements of the proposed development, and the financing behind them would potentially compromise the ability of the developer to complete the necessary agreements and bring the development forward.



Charlotte Benjamin  
Director of Legal and Governance Services

Town Hall  
Middlesbrough  
Tuesday 25 March 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/ 729742), 01642 729708/ 729742, [Scott\\_Bonner@middlesbrough.gov.uk](mailto:Scott_Bonner@middlesbrough.gov.uk)/ [Chris\\_Lunn@middlesbrough.gov.uk](mailto:Chris_Lunn@middlesbrough.gov.uk)**

<b>MIDDLESBROUGH COUNCIL</b>	
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<b>Report of:</b>	Director of Regeneration
<b>Relevant Executive Member:</b>	Executive Member for Development
<b>Submitted to:</b>	Executive Sub-Committee for Property
<b>Date:</b>	2 April 2025
<b>Title:</b>	Part A - The disposal of land and assets at Gresham to Middlesbrough Development Corporation (MDC).
<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
<b>Subject to call in?:</b>	Yes
<b>Why:</b>	Non-urgent

#### Executive summary

This report outlines the proposed disposal of land and assets owned by the Council at Gresham to Middlesbrough Development Corporation, for nil consideration, to facilitate a significant mixed-use development. The land and assets would be transferred at no financial value, due to there being no potential for a commercial value to be generated from a sale of the existing area.

Disposal of the land and assets in this manner has the potential to secure significant economic benefits for the town and would transfer the risk of any future revenue and capital cost liabilities, associated with the maintenance and remediation of The Crown, to MDC.

The Council has the option not to dispose of the land and assets. However, in the absence of significant gap funding into the viability of the site, there is little or no development interest due to market forces. The potentially onerous cost of development in this town centre location makes it an unattractive development opportunity, without significant support from public funds. Retaining the site would not deliver economic benefits or generate council tax income, which might otherwise arise by the Council developing the area.

Due to the commercially confidential nature of some of the information referred to in this report it has been included in Part B.

## **1. Purpose**

- 1.1 To consider the transfer of land and assets owned by the Council at Gresham over to the Middlesbrough Development Corporation for nil consideration, to facilitate a significant mixed-use development proposal which will benefit the local area and town centre.

## **2. Recommendations**

### **2.1 That the Executive**

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

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

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

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

### Lease to Thirteen

- 4.1 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 that this land would be a site for a major Student Village.

- 4.2 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 the 16<sup>th</sup> February 2021 Executive approved the disposal of the land at Gresham to Thirteen Housing Group on a 999-year lease at nil consideration.
- 4.3 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.
- 4.4 Market research undertaken by Thirteen had identified that there was demand for high quality affordable homes close to the amenities in the town centre and proposed a mix of mews houses, apartments and bungalows, based on the needs of local residents, to create a modern housing offer for the community.
- 4.5 The Council commissioned independent chartered surveyors, Lambert Smith Hampton (LSH), to carry out a Red Book valuation of the land, based on Thirteen’s development appraisal and layout. The LSH valuation concluded that the development proposal would not generate a payment of a capital receipt to the Council as it was not viable in pure market terms.
- 4.6 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.
- 4.7 The land has remained in the Council’s ownership, with the temporary car parks on Amber and Garnet Street continuing to be operational. MDC is keen to take possession of the car parks as soon as any decision is confirmed but they do not want to operate the car parks. With this in mind, it is MDC’s preference to delay completion of the transfer until the Traffic Regulation Order has been executed and the car parks have been officially closed.

#### Linthorpe Road properties

- 4.8 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.
- 4.9 In August 2019, Executive agreed the sale of part of the Gresham site (including the three Linthorpe Road properties) to the University to facilitate the Student Village Development, but the offer was subsequently withdrawn as such large-scale development was no longer required at that time.
- 4.10 The Linthorpe Road properties are currently vacant.

## The Crown

- 4.11 On 24<sup>th</sup> 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 is held.
- 4.12 A business case was due to be developed, when the building was acquired, to restore and convert the spaces to a commercially viable use, which included a diverse range of uses including public, commercial, leisure and cultural spaces, as a critical part of the transformation of Middlesbrough's town centre.
- 4.13 It was envisaged at the time that the asset could present a consolidated development opportunity, if coupled with the adjacent land in Gresham, and could form part of the collaborative works with the emerging MDC.
- 4.14 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 will be re-instated and repaired to some extent in its current format and did not include for any potential re-use options.
- 4.15 The report stated that there were a significant number of issues that will require attention, and whilst the property from the initial inspection was structurally stable, extensive works would be required to bring it up to current standards and back into beneficial use.
- 4.16 The report concluded that the anticipated costs of remediating the defects and inherent factors would be in the region of £3,359,434.05 excluding VAT and professional fees.

## Middlesbrough Development Corporation (MDC)

- 4.17 MDC is a legal entity managed by Tees Valley Combined Authority and was formally established on 27 February 2023. It has a remit to fund, manage and accelerate regeneration in Middlesbrough town centre, Middlehaven and the Historic Quarter.
- 4.18 Under its powers, MDC can 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 have taken place.
- 4.19 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.
- 4.20 The previous proposal to transfer a number of Council assets over to the MDC has been paused by the Secretary of State due to wider concerns over the governance of mayoral development corporations.

- 4.21 The most recent correspondence received from the Ministry of Housing, Communities and Local Government (MHCLG), dated 6<sup>th</sup> August 2024, stated that the decision to restart the asset transfer process will be dependent on the Deputy Prime Minister reviewing the Mayor of the Tees Valley's action plan to implement the recommendations of the Tees Valley Review. The Council has yet to be advised of the outcome of this review.
- 4.22 The Council has continued to engage with MDC regarding the proposed transfer of assets throughout this process and has incurred significant holding costs in doing so.
- 4.23 Irrespective of formal confirmation of the wider asset transfer, the Council has agreed to actively progress the voluntary transfer of the Gresham assets, on a case-by-case basis, subject to development appraisal due-diligence and the Executive approval recommended in this report.
- 4.24 To protect the long-term future of the area, the transfer of the land to the MDC would include an appropriate 'buy-back' clause in the event of little or no development taking place within an appropriate timescale.

#### MDC Development Proposal

- 4.25 MDC has submitted a development appraisal produced by CBRE of its proposed Gresham scheme, which includes the demolition of numbers 149 and 151 Linthorpe Road and the construction of:
- a) a new hotel with 201 bed spaces.
  - b) 238 build to rent apartments; and,
  - c) 459 bedspaces of purpose-built student accommodation.
- 4.26 The CBRE development appraisal illustrates that the total scheme costs exceed the gross development value and as a consequence does not generate a residual land value for the Council.
- 4.27 The appraisal does not include plots including The Crown, that are not currently part of the development proposals. Whilst it is reasonable to assume that the remainder of the site would be extrapolated to demonstrate a similar viability gap, it should be noted that the development appraisal as presented only relates to part of the land and assets that will be transferred to MDC.
- 4.28 The development appraisal is attached as Appendix 1 to Part B of this report.
- 4.29 As the Council would not be determining the planning application for the development, it is essential that assurances are sought from the MDC as to the nature and mix of the development, and the quality standards that are being sought, to ensure that the best possible impact can be achieved for the local area.

## Land and Property Values

4.30 Align Property Partners have produced Asset Valuations of the land and assets, which this report seeks approval to transfer to MDC to facilitate the proposed development. The Asset Valuation process is used to establish the net sum that is recorded on the Council's Asset Register, and reflects the value at a specific point in time – not the future holding or development costs.

4.31 The total of the individual valuations currently held on the Council's Asset Register is set out below:

Gresham land:	£476,000
Amber Street car park:	£199,000
Garnet Street car park:	£11,000
147, 149 and 151 Linthorpe Road:	£250,000
The Crown, 143 Linthorpe Road:	<u>£450,000</u>
<b>Total value:</b>	<b><u>£1,386,000</u></b>

4.32 The development appraisal produced by CBRE is predicated on the layout, scheme and cost information provided by MDC and concludes that the development proposal will not generate a residual surplus and therefore, there would be no payment of a capital receipt to the Council for the site.

4.33 A combination of fundamental appraisal factors has driven the residual value down and generated a negative land value, which has led CBRE to conclude that the scheme is not viable in pure market terms.

a) Income – the investment value that has been applied to the rent of the hotel rooms, build to rent apartments and purpose-built student accommodation is not capable of generating the level of income required to cover the cost of the development scheme.

b) Development Costs – the build costs in the development appraisal reflect the challenges and risks associated with developing a brownfield site in a town centre location.

4.34 From a valuation perspective, the proposal to dispose of the land and assets for nil consideration is therefore reasonable in consideration of the factors set out above and the proposed private treaty transaction is deemed to accord with the Council's asset disposal protocol.

4.35 The Asset Disposal Business Case (ADBC), attached as Appendix 1, confirms the proposed disposal value of the land and building assets to be £Nil. This valuation assessment reflects the significant cost quantum of bringing the mixed-use proposal forward on this previously developed but prominent brownfield town centre gateway site.



### Wider Socio-Economic Benefits

- 4.36 The absence of a capital receipt cannot be considered in isolation. The wider socio-economic benefits to the town must also be considered. The transfer of the land and assets will facilitate the redevelopment of a key gateway site and deliver economic benefits for the town.
- 4.37 MDC has submitted an Economic Case for the proposed development. The Economic Case has been developed in line with HM Treasury Green Book Business Case guidance, but the Council has not had sight of the Strategic, Commercial, Financial or Management cases required under the Green Book methodology.
- 4.38 The Economic Case provides an analysis of the following impacts associated with the development proposals over a 30-year period:
- a) Regeneration impact on existing stock value effects (£19.2m);
  - b) Wider externalities, covering:
    - Disamenity removal impacts (£2.8m);
    - Open Space benefits (£6.2m); and,
    - Crime reduction impacts (£25.5m).
- 4.39 In addition to the monetary impacts outlined above, the economic case states that the development could unlock a range of wider economic and social impacts, across Middlesbrough and the wider Tees Valley, including, the creation of jobs during the construction period and the attraction and retention of graduates.
- 4.40 The Economic Case is attached as Appendix 2 to Part B of this report.
- 4.41 In addition to the above, the proposed disposal of The Crown will transfer the estimated liability of £3,359,434.05 to remediate the defects to MDC.
- 4.42 The Members for Newport Ward and Central Ward have been briefed in relation to the proposed land and asset disposal.

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

- 5.1 The Council has the option not to dispose of the land and assets, but the site has been subject to little or no interest due to market forces, and the potentially onerous cost of development in this town centre location makes 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.
- 5.2 The site has been allocated for housing in the emerging Local Plan which was subject to extensive consultation. The disposal of the site will facilitate housing growth and support Middlesbrough's aspirations as a place where people want to live and ensuring that high quality housing is available to all.

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

Topic	Impact																																																							
Financial (including procurement and Social Value)	Asset valuation reports produced by Align estimate the land and assets are valued at £1,386,000. The development appraisal undertaken by CBRE, however, shows that the build costs associated with the development and investment value that has been applied to the rental income, and therefore would not generate a capital receipt for the Council.																																																							
	The potential loss of this income that would have been achieved by the Council through individual sales, needs to be considered alongside the anticipated capital costs that the Council would be required to incur to bring The Crown up to current building standards and back into beneficial use. These costs are estimated to be £3,359,434, exclusive of any professional fees associated with the works. The table below shows the net Capital impact to the Council as a result of the asset transfers.																																																							
	<table><tr><th colspan="3">Potential Loss Of Capital Receipt - Based On Asset Valuation</th></tr><tr><th></th><th>Asset Value</th><th>Valuation Date</th></tr><tr><td>Gresham Land</td><td>476,000</td><td>9th January 2023</td></tr><tr><td>Amber Street Car Park</td><td>199,000</td><td>9th January 2025</td></tr><tr><td>Garnet Street Car Park</td><td>11,000</td><td>22nd October 2024</td></tr><tr><td>147, 149 &amp; 151 Linthorpe Road</td><td>250,000</td><td>26th October 2021</td></tr><tr><td>The Crown</td><td>450,000</td><td>11th Janaury 2023</td></tr><tr><td><b>Total Potential Loss Of Capital Receipt</b></td><td><b>1,386,000</b></td><td></td></tr><tr><td>Offset Through No Requirement To Remediate The Crown</td><td>-3,359,434</td><td></td></tr><tr><td><b>Financial Capital Benefit To The Council Resulting From The Asset Transfer</b></td><td><b>-1,973,434</b></td><td></td></tr></table>	Potential Loss Of Capital Receipt - Based On Asset Valuation				Asset Value	Valuation Date	Gresham Land	476,000	9th January 2023	Amber Street Car Park	199,000	9th January 2025	Garnet Street Car Park	11,000	22nd October 2024	147, 149 & 151 Linthorpe Road	250,000	26th October 2021	The Crown	450,000	11th Janaury 2023	<b>Total Potential Loss Of Capital Receipt</b>	<b>1,386,000</b>		Offset Through No Requirement To Remediate The Crown	-3,359,434		<b>Financial Capital Benefit To The Council Resulting From The Asset Transfer</b>	<b>-1,973,434</b>																										
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Upon completion of the development, the Council will receive annual council tax income of £329,128 per annum. This is based on the development of 238 build to rent apartments with an average property band A and using 2025/26 Council Tax figures. As band A properties are assumed as the average dwelling for this type of development, this would therefore be the minimum amount of Council Tax income receivable by the Council. It may be higher if other higher banded council tax dwellings are built.																																																								
In addition, the Council would receive business rates through the development of the hotel. The exact value will not be known until the building is brought into rating by the Valuation Office, however, using the business rates received from a similar hotel as a comparator, it is prudent to assume that the Council will receive £70,000 per annum from the hotel.																																																								
There are other revenue considerations in respect of the transfer, the table below shows the permanent full year effect of the development, should all of the properties be built in accordance with the economic business case provided by MDC.																																																								
<table><tr><th colspan="7">Annual Permanent Revenue Impact Arising From The Transfer Of The Gresham Land</th></tr><tr><th></th><th>2025/26</th><th>2026/27</th><th>2027/28</th><th>2028/29</th><th>2029/30</th><th>Total</th></tr><tr><td>Reduced Maintenance Budget Relating To The Crown</td><td></td><td>-150,000</td><td></td><td></td><td></td><td>-150,000</td></tr><tr><td>Loss Of Net Operating Income - Amber / Garnet St Car Parks</td><td></td><td>40,000</td><td></td><td></td><td></td><td>40,000</td></tr><tr><td>Estimated Council Business Rates Uplift - New Hotel</td><td></td><td></td><td></td><td>-70,000</td><td></td><td>-70,000</td></tr><tr><td>Additional Council Tax - 238 New Dwellings</td><td></td><td></td><td></td><td></td><td>-329,128</td><td>-329,128</td></tr><tr><td>Business Rates - 147, 149 &amp; 151 Linthorpe Road</td><td></td><td></td><td></td><td></td><td></td><td>0</td></tr><tr><td><b>Total Revenue Impact</b></td><td></td><td><b>-110,000</b></td><td><b>0</b></td><td><b>-70,000</b></td><td><b>-329,128</b></td><td><b>-509,128</b></td></tr></table>	Annual Permanent Revenue Impact Arising From The Transfer Of The Gresham Land								2025/26	2026/27	2027/28	2028/29	2029/30	Total	Reduced Maintenance Budget Relating To The Crown		-150,000				-150,000	Loss Of Net Operating Income - Amber / Garnet St Car Parks		40,000				40,000	Estimated Council Business Rates Uplift - New Hotel				-70,000		-70,000	Additional Council Tax - 238 New Dwellings					-329,128	-329,128	Business Rates - 147, 149 & 151 Linthorpe Road						0	<b>Total Revenue Impact</b>		<b>-110,000</b>	<b>0</b>	<b>-70,000</b>	<b>-329,128</b>	<b>-509,128</b>
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	<p>The development appraisal provided by MDC does not include plots of land including The Crown. On the assumption that this land will also be developed, the Council would be in receipt of additional revenue income.</p>
Legal	<p><u>Middlesbrough Development Corporation</u></p> <p>At the time of writing, the compulsory powers of Middlesbrough Mayoral Corporation to acquire the land in Gresham are on hold. All the Council's governance processes and requirements of the Council's Asset Disposal Policy must therefore be observed as normal throughout the disposal process.</p> <p><u>Best Value</u></p> <p>The Council has a statutory duty to dispose of land for the best consideration that can be reasonably obtained.</p> <p>The Council must therefore justify its powers of disposal under Section 123 of the Local Government Act 1972 and the General Consent under Circular 06/03, and the transaction must be documented in accordance with required legal procedure.</p> <p><u>CPO</u></p> <p>Historically, the land was acquired under a CPO. Although the general authorised purpose of the CPO was stated as being for:</p> <p>"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"</p> <p>It had originally been envisaged that the land would be a site for a student village.</p> <p>In 2020, external legal advice was sought on the implications of changing the scheme after Teesside University pulled out of the student village proposal. The advice received indicated that the Council could change the scheme for a similar purpose by virtue of the wide definition (given above) for the authorised purpose given in the CPO, but opinion has not been sought on this particular scheme.</p> <p><u>General disposal options</u></p> <p><u>Freehold transfer</u></p> <p>A transfer of the legal freehold interest in the site would be a disposal of our remaining interest in the Gresham site and each of the additional properties.</p> <p><u>Virtual Freehold</u></p> <p>The transaction of Phase 1 of the Gresham redevelopment proceeded by way of a 999-year development lease with the Council retaining the freehold interest in the site. A similar arrangement would also work here.</p> <p>The benefits of retaining the Freehold interest are that the Council would keep a certain degree of control over the tenant throughout the agreed term.</p>
Risk	<p><u>O1-045 Housing Programme does not meet projected targets</u></p> <p>The proposed development would deliver 238 build to rents apartments and reduce the risk of the target not being achieved.</p> <p><u>O1-005 Targeted investment within Middlesbrough disproportionately affected by low economic growth</u></p>

	<p>The transfer of the land and assets would facilitate a significant capital investment in the town centre and have a positive impact on the above risk.</p> <p>If the proposed disposal were not to proceed the Council would continue to be responsible for the annual revenue costs to maintain The Crown and any future capital expenditure on remediation.</p> <p><u>Development Feasibility.</u> This report only deals with the land disposal matters in Gresham. The Council will have no involvement in the funding, commercial arrangements, development finance or delivery associated with the proposal</p>
Human Rights, Public Sector Equality Duty and Community Cohesion	The attached Impact Assessment, attached as Appendix 2, has concluded that the decisions would not have any disproportionately negative impacts.
Climate Change / Environmental	<p>The proposed development will adhere to all current Planning and Building Control requirements.</p> <p>Whilst this proposal concerns the development of a brownfield site, any subsequent planning application would be required to mitigate the impacts of development and improve an area's ability to host biodiversity</p>
Children and Young People Cared for by the Authority and Care Leavers	The attached Impact Assessment, attached as Appendix 2, has concluded that the decisions would not have any disproportionately negative impacts.
Data Protection	Not Applicable

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

Action	Responsible Officer	Deadline
Assurances to be sought from the MDC regarding the overall mix and quality of development.	Director of Regeneration	April 2025
Subject to Executive approval, the Council will commence the preparation of legal documents to facilitate transfer of the identified land and building assets to MDC.	Valuation and Estates Manager	May 2025

### Appendices

1	Asset Disposal Business Case
2	Impact Assessment.

## Background papers

Body	Report title	Date
Executive	Gresham Housing Phase 2 – Long Term Lease	16 <sup>th</sup> February 2021
Executive	Town Centre Property Purchase	23 <sup>rd</sup> January 2023
Executive	Mayoral Development Corporation – Consultation	22 February 2023

**Contact:** Andrew Carr

**Email:** [andrew\\_carr@middlesbrough.gov.uk](mailto:andrew_carr@middlesbrough.gov.uk)

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## Asset Disposal Business Case

Name of Asset:	Land and multiple building assets located at Gresham
Asset Register Number:	<p>12029/510: Gresham Phase 2a (3.15 acres)</p> <p>12029/510: Amber Street car park (0.64 acres)</p> <p>12029/510: Garnet Street car park (0.09 acres)</p> <p>22018/410: 147 – 151 Linthorpe Road Shops</p> <p>1002377 &amp; 1002384: The Crown, 143 Linthorpe Road</p>
Current Use:	<p>Vacant site area comprised of a parcel of cleared land and two temporary car parks.</p> <p>Three vacant shop units fronting Linthorpe Road, including vacant flats above.</p> <p>Vacant former cinema/nightclub situated on the junction of Linthorpe Road &amp; Borough Road.</p>
Valuation at Current Use (Asset Register):	<p>Gresham Phase 2a:</p> <ul style="list-style-type: none"> <li>• 1.0 acres @ £175k per acre = £175,000 (Commercial)</li> <li>• 2.15 acres @ £140k per acre = £301,000 (Residential)</li> </ul> <p>Amber Street car park: £199,000</p> <p>Garnet Street car park: £11,000</p> <p>147, 149 and 151 Linthorpe Road: £250,000</p> <p>The Crown, 143 Linthorpe Road: <u>£450,000</u></p> <p><b>Total value: <u>£1,386,000</u></b></p>
Reason for Disposal:	<p>The Council is in discussion with Middlesbrough Development Corporation who wish to deliver a significant mixed-use development, which includes the demolition of numbers 149 and 151 Linthorpe Road and the construction of:</p> <ul style="list-style-type: none"> <li>a) a new hotel with 201 bedspaces;</li> <li>b) 238 build to rent apartments; and,</li> <li>c) 459 bedspaces of purpose-built student accommodation.</li> </ul>
Latest Valuation (Proposed Disposal):	£Nil – subject to receipt of a satisfactory valuation appraisal of the proposed development scheme by an independent third-party valuer, to assess all applicable development and abnormal scheme costs and confirm the net residual land value payable.

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**Asset Disposal Stream (Please Select):**

Generate Capital Receipt	
Stimulate Economic Activity	✓
Support Communities	

In the event of more than one stream being relevant please rank in order of importance; (1), (2), (3)

**Officer requesting Disposal (Responsible Service Manager):**

Name:	Andrew Carr
Position:	Development Services Manager

**Could the asset be disposed of for an alternative use that may give a higher capital receipt to the Council?**

(To be completed by Valuation and Estates): (Tick)

Yes		No	✓
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**If yes please outline potential use:**

N/A
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Estimated Value at Alternative Use:	N/A
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**Key factors to be considered when assessing potential disposals:**

1.	Suitability of development in line with the site masterplan
2.	Contributes to a vibrant town centre
3.	Quality of development being proposed
4.	Provision of recurring income [Business Rates & Council Tax] in perpetuity


**Any additional financial factors to be considered other than immediate capital receipt:**

Middlesbrough Council is in strategic partnership with Tees Valley Combined Authority MDC to facilitate the redevelopment of the subject parcel of land and buildings at Gresham.

The partnership has identified the composite site as an opportunity on which to bring forward a significant mixed-use development in a prominent urban gateway setting close to the centre of Middlesbrough.

Delivery of the hotel, residential apartments and student accommodation elements as proposed will bring the site into far more beneficial future use going forward, whilst also bolstering the Authority's annually recurring Business Rates & Council Tax revenue in perpetuity.




<b>Asset Not Needed by the Council - Approved to proceed:</b>			
<b>Head of Asset Management:</b>	<b>(Yes) Tick</b>	<b>No (Tick)</b>	<b>Date:</b>
	✓		10 <sup>th</sup> March 2025

**Preferred Method of Marketing (to be completed by Valuation & Estates): (Tick)**

Formal / Informal Offers	
Private Treaty	✓
Auction	
Community Asset Transfer Process	

**Method for Final Approval (before proceeding with preferred method of marketing) :**

Estimated Value:	Approval Required:	Authorised:	Date:
Less than £50,000	Valuation & Estates Manager		
Between £50,000 & £250,000	Director of Finance		
More than £250,000	Executive Property Sub Committee or Executive		Tuesday 02 <sup>nd</sup> April 2025

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**Appendix 1 = Impact Assessment Level 1: Initial screening assessment**

<b>Subject of assessment:</b>	Transfer of land and assets at Gresham to Middlesbrough Development Corporation (MDC)			
<b>Coverage:</b>	Site-specific			
<b>This is a decision relating to:</b>	<input type="checkbox"/> <b>Strategy</b>	<input type="checkbox"/> <b>Policy</b>	<input type="checkbox"/> <b>Service</b>	<input type="checkbox"/> <b>Function</b>
	<input checked="" type="checkbox"/> <b>Process/procedure</b>	<input type="checkbox"/> <b>Programme</b>	<input type="checkbox"/> <b>Project</b>	<input type="checkbox"/> <b>Review</b>
	<input type="checkbox"/> <b>Organisational change</b>	<input type="checkbox"/> <b>Other (please state)</b>		
<b>It is a:</b>	<b>New approach:</b>	<input type="checkbox"/>	<b>Revision of an existing approach:</b>	<input checked="" type="checkbox"/>
<b>It is driven by:</b>	<b>Legislation:</b>	<input type="checkbox"/>	<b>Local or corporate requirements:</b>	<input checked="" type="checkbox"/>
<b>Description:</b>	<p><b>Key aims, objectives and activities</b></p> <p>To assess the impact of the dispose of Council land and assets to facilitate a mixed-use development by MDC and realise economic benefits for the town.</p> <p>The disposal aligns with the Local Plan (2014).</p> <p><b>Statutory drivers</b></p> <p>The Local Government Act 1972 Section 123, as amended by the Local Government Planning and Land Act 1980 Section 118</p> <p>Schedule 23 Part V.</p> <p><b>Differences from any previous approach</b></p> <p>Not applicable.</p> <p><b>Key stakeholders and intended beneficiaries (internal and external as appropriate)</b></p> <p>The Council, developers and the local community.</p> <p><b>Intended outcomes</b></p> <p>The proposed disposal would facilitate a mixed-use development by MDC and realise economic benefits for the town and help the Council to meets its obligations under the Local Plan (2014).</p>			

Live date:	March 2025
Lifespan:	Until the site is transferred to MDC.
Date of next review:	Not Applicable

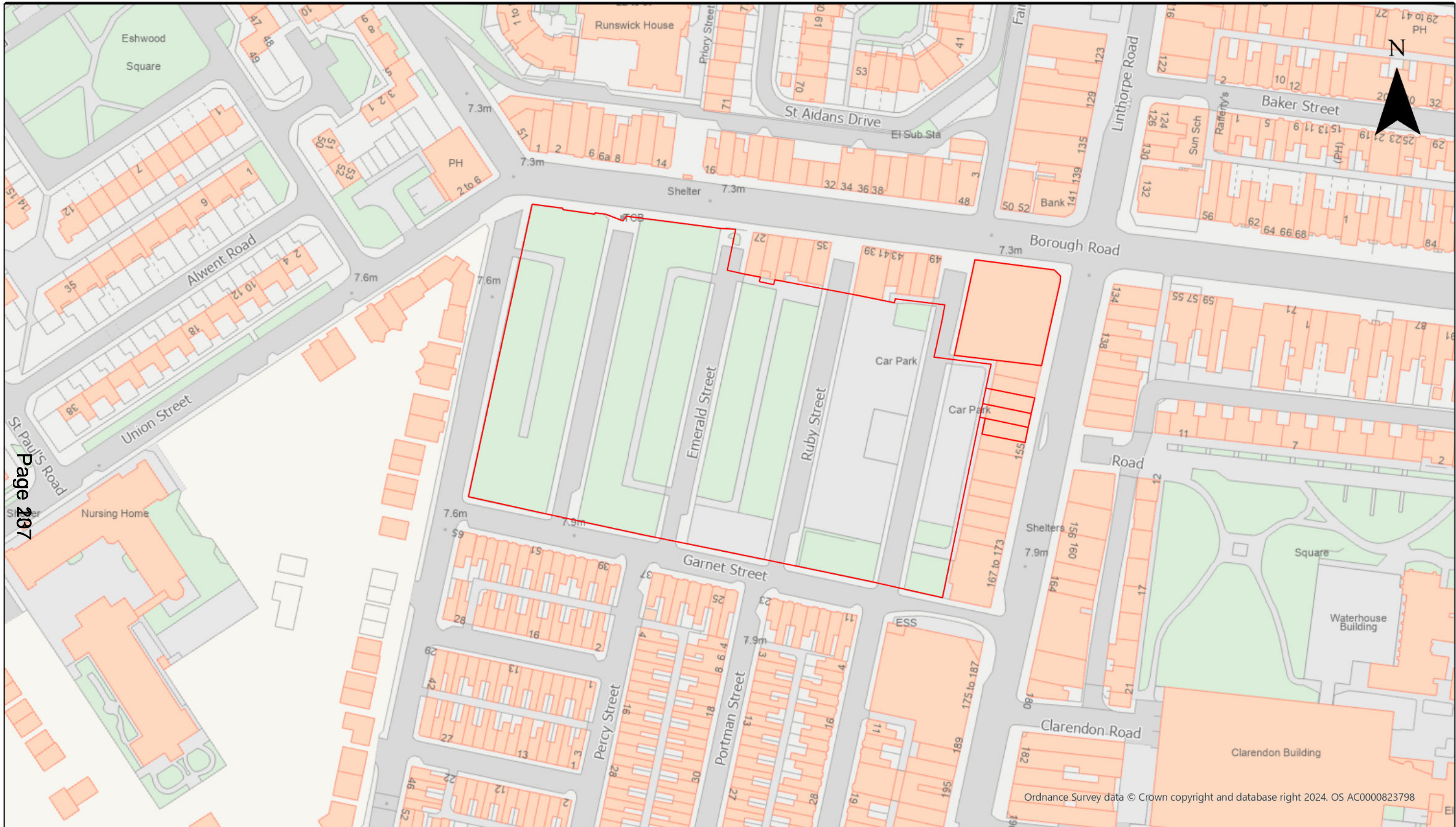
Screening questions	Response			Evidence
	No	Yes	Uncertain	
<b>Human Rights</b> Could the decision impact negatively on individual Human Rights as enshrined in UK legislation?*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	It is considered that the disposal of the land and assets will not impact negatively on individual human rights as the proposal represents a significant and positive enhancement for the local and wider areas, which outweighs the loss of the parcel of land.
<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"/>	<p>The Council has a duty to consider the impact of the proposed decision on relevant protected characteristics, to ensure it has due regard to the public sector equality duty. Therefore, in the process of taking decisions, the duty requires the Council to have due regard to the need to:</p> <ul style="list-style-type: none"> <li>a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;</li> <li>b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it, and</li> <li>c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.</li> </ul> <p>It is considered that the proposal to facilitate the development will not have a disproportionate adverse impact on a group, or individuals, because they hold a protected characteristic. Evidence used to inform this assessment includes engagement to date with relevant Council departmental teams.</p>

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

<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"/>	It is not considered that there will be any adverse impact on community cohesion or negative impact on relationships between different groups, communities of interest or neighbourhoods within the town.
<b>Armed Forces</b>  Could the decision impact negatively on those who are currently members of the armed forces of former members in the areas of Council delivered healthcare, compulsory education and housing policies?*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	There are no concerns that the proposal could have an adverse impact on community cohesion.  The decision to deliver the projects will provide a positive impact on currently and former members of the armed forces.
<b>Care leavers</b>  Could the decision impact negatively on those who are care experienced?*	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	There are no concerns that the proposal could have an adverse impact on care leavers.  The decision to deliver the projects will provide a positive impact on those who are care experienced.
<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>	Andrew Carr	<b>Head of Service:</b>	Sam Gilmore
<b>Date:</b>	05/03/2025	<b>Date:</b>	05/03/2025





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Ordnance Survey LA10023413

# Plan 1 Land at Gresham Middlesbrough

Scale : 1:1,250
Date : 21.01.2025
Drawn : E.S
Drg No : VAL 6518 A

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